

Rewriting the Future Programme Equality Impact Assessment

Equality Impact Assessment Part 1

Policy title and purpose (brief outline):	Rewriting the Future Programme Welsh Government's programme to tackle the link between poverty and educational under-achievement
Name of official:	Emma Small
Department:	Department for Environment and Skills
Date:	22nd April 2014
Signature:	

1.1 Please provide a brief description of the policy/decision.

The programme puts in place measures to support pupils who come from families in poverty to overcome the particular barriers that prevent them achieving as well as more affluent pupils. The aim is to bring up the potential for positive progression for pupils who live in poverty to the same level as all other pupils. The specific targets for 2017 are to narrow the attainment gap at the end of the Foundation Phase by 10%; and to raise to 37% the attainment of level 2 inclusive ¹ by pupils eligible for free school meals.

The programme is divided into four themes:

- **Family and Community Engagement:** Engaging families in poverty more in school life
- **Early Years:** Strengthening the various forms of support provided for children aged 0-7 years from families in poverty
- **High Quality Teaching and Learning:** Developing relevant skills amongst staff in schools and early years and childcare settings; and
- **High Expectations and Aspirations:** Strengthening support for children and young people aged 11-25 from families in poverty to encourage progression in

¹ 5 GCSEs at A*-C including English/Welsh and mathematics

training and further and higher education.

The programme draws together many activities that are already in place, including those that are delivered by Welsh Government and those delivered by others (primarily Local Authorities but also the third sector). Equality Impact Assessments will have been published for several of these²:

- Communities First
- English for Speakers of Other Languages (ESOL) provision
- Youth Engagement and Progression Framework
- Education Maintenance Allowance
- Assembly Learning Grant for Further Education

This EIA considers the likely impact of the programme as a whole.

1.2 We have a legal duty to engage with people with protected characteristics under the Equality Act 2010 (please refer to Annex A of the EIA guidance) identified as being relevant to the policy. What steps have you taken to engage with stakeholders, both internally and externally?

The following groups have been consulted during the drafting of the Programme:

- Policy colleagues in Welsh Government
- Ministerial Advisory Group
- Ministerial Policy Board
- Schools Practitioner Board
- Union Partnership Group
- Association of Directors Wales Inclusion Group
- Estyn
- HEFCW

Delivery of the Programme requires a multi-agency approach (primarily: Schools and Further Education Institutions, other Government funded programmes, Local Authorities, Regional Consortia). The Programme specifies that there will be further consultation with these and other practitioner groups during the design of the Implementation Plan and Outcomes Framework.

² <http://wales.gov.uk/topics/equality/inclusivepolicy/impactassessments/?lang=en>

1.3 Your decisions must be based on robust evidence. What evidence base have you used? Please list the source of this evidence e.g. National Survey for Wales. Do you consider the evidence to be strong, satisfactory or weak and are there any gaps in evidence?

Four primary sources of evidence have been used: the National Pupil Database; *How Fair is Wales?*(2011); the EEF-Sutton Trust Toolkit, and the DCSF 2009 report *Deprivation and Education: The evidence on pupils in England, Foundation Stage to Key Stage 4*.

There is moderately strong evidence for the impacts of poverty on educational attainment for some groups with protected characteristics (gender, age, ethnicity, disability and pregnancy/maternity). This comes from the DCSF 2009 report for England. Further evidence on the current situation in Wales (based on the National Pupil Database) will come from an evidence report we have commissioned, due April 2014.

There is no current evidence on the impacts of poverty on educational attainment for other groups with protected characteristics (transgender, marital status, religious belief, sexual orientation).

There is some, but incomplete, evidence on the interaction between multiple risk factors (e.g. additional learning needs, poverty and ethnicity) (from DCSF 2009 report for England). Further evidence on the current situation in Wales (based on the National Pupil Database) will come from an evidence report we have commissioned, due April 2014.

There is some satisfactory but incomplete, evidence on how good particular types of actions are at closing the “attainment gap” (the gap in educational achievement between CYP from poor families and CYP from more affluent families). Much of this evidence was considered in the development of the EEF-Sutton Trust Toolkit, and both the *Rewriting the Future* Programme and this impact assessment draw on that toolkit as a source of robust evidence. However, gaps still remain, in particular on how best to engage families from poorer backgrounds in school life. Through the *Rewriting the Future* Programme we will be commissioning work to fill this gap (e.g. case studies). We are also conducting an evaluation of the PDG grant.

It is important to note any opportunities you have identified that could advance or promote equality.

We will ensure that the voice of children and young people are heard during the development of the Implementation Plan for this Programme. We are currently developing the specification for a research project (“*Deprivation Analysis Part 2*”) which will involve working with several types of focus groups: Children and young people from deprived backgrounds; their parents; and teachers and other school staff.

This exercise, due to take place during Summer 2014, will allow us to get their opinions and input on the planned activities for this Programme, and to adjust the implementation plan accordingly so that it is likely to have greatest impact and buy-in.

1.4 Impact

Please complete the next section to show how this policy / decision / practice could have an impact (positive or negative) on the protected groups under the Equality Act 2010 (refer to the EIA guidance document for more information).

Lack of evidence is not a reason for *not* progressing to carrying out an EIA. Please highlight any gaps in evidence that you have identified and explain how/if you intend to fill these gaps.

NB: The following abbreviations are used here: CYP: Children and Young People, aged 0-25; eFSM: Eligible for Free School Meals

1.4.1 Do you think this policy / decision / practice will have a positive or negative impact on people because of their age?

Age	Positive	Negative	None / Negligible	Reasons for your decision (including evidence) / How might it impact?
Younger people (<i>Children and young people, up to 18</i>)	✓ CYP 0-18 in poverty		✓ Other CYP	The programme is specifically designed to produce positive impacts for CYP from families in poverty. The Programme is fully funded, and none of the actions proposed involve redirecting resources away from more affluent pupils.
People 18-50	✓ CYP 18 - 25 in poverty		✓ Other people 18- 50	This programme is designed to produce positive impacts for young people (18-25) from families in poverty. It does not involve redirecting resources away from more affluent young people, those who do not wish to progress with their education or training, or people aged 26-50.
Older people (50+)			✓	There is no evidence to suggest that this programme will have a negative impact on people aged 50+

1.4.2 Because they are disabled?

Impairment	Positive	Negative	None / Negligible	Reason for your decision
Visual impairment	✓ CYP in		✓	Twice as many pupils from families in poverty have disabilities / additional

	poverty		Other	<p>learning needs compared to more affluent pupils (approximately 32% eFSM pupils compared to 17% of non-eFSM pupils).</p> <p>A high proportion of pupils with disabilities / additional learning also come from families in poverty (30% - 8,000 pupils in total).</p> <p>CYP from families in poverty with disabilities / ALN: The programme is designed to have a positive impact on all pupils from families in poverty, including many who will have disabilities and ALN. It also encourages schools to tailor their support to individual pupil needs, which is likely to be positive for children with disabilities / ALN..</p> <p>Other CYP with disabilities / ALN: None of the actions proposed involve redirecting resources away from more affluent pupils with disabilities / ALN. Through the programme, schools are encouraged to tailor their support to individual pupil so we expect that this might lead to a positive impact on all pupils with specific individual needs.</p> <p>Other people with disabilities /ALN: The programme does not involve the redirection of resources away from adults with disabilities / ALN. Adults with disabilities are more likely to be in poverty which means that their children are more likely to benefit from the Programme.</p>
Hearing impairment	✓ CYP in poverty		✓ Other	
Physically disabled	✓ CYP in poverty		✓ Other	
Learning disability	✓ CYP in poverty		✓ Other	
Mental health problem	✓ CYP in poverty		✓ Other	
Other impairments	✓ CYP in poverty		✓ Other	

1.4.3 Because of their gender (man or woman)?

Gender	Positive	Negative	None / Negligible	Reason for your decision
Male	✓			White males from poorer backgrounds tend to be the lowest achievers in

Female			✓	<p>schools. Rewriting the Future is not intended to target one gender more than the other, and both should benefit from the Programme. Since schools are being encouraged to differentiate their teaching methods to meet the particular needs of individual learners, it is possible that this will result males benefiting to a greater extent than females as gender differences are reduced.</p>
--------	--	--	---	--

1.4.4 Because they are transgender?

Transgender	Positive	Negative	None / Negligible	Reason for your decision
			✓	Through the programme, schools are encouraged to tailor their support to individual pupil so we might expect only a positive impact on pupils with individualized needs, as might be the case for transgender pupils, and there is no reason to think that there would be a negative impact.

1.4.5 Because of their marriage or civil partnership?

Marriage and Civil Partnership	Positive	Negative	None / Negligible	Reason for your decision
Marriage			✓	The key focus of the Programme is on children in schools so it is expected that there will be a minimal impact on married pupils or those in Civil Partnerships. CYP from families in poverty will be equally able to benefit from this programme whatever their marital status. The programme does not involve redirecting resources away from more affluent CYP who are married or in civil partnerships and so should have a negligible impact.
Civil Partnership			✓	

1.4.6 Because of their pregnancy or maternity?

Pregnancy and Maternity	Positive	Negative	None / Negligible	Reason for your decision
Pregnancy	✓ CYP in poverty		✓ Other	CYP pregnancy rate is higher amongst families in poverty: In the UK, half of all pregnancies to under-18s are concentrated among the 30% most deprived population, with only 14%
Maternity	✓		✓	

(the period after birth)	CYP in poverty		Other	<p>occurring among the 30% least deprived. The Programme will encourage schools to provide additional support tailored to individual needs, including those arising as a result of pregnancy and maternity.</p> <p>The programme does not involve the redirection of resources away from more affluent CYP who are pregnant or who have children. Through the programme, schools are encouraged to tailor their support to individual pupil so we expect that this might lead to a positive impact on all pupils with specific individual needs.</p>
--------------------------	----------------	--	-------	--

1.4.7 Because of their race?

Race	Positive	Negative	None / Negligible	Reason for your decision
Ethnic minority people	✓ CYP in poverty		✓ Other	<p>The proportion of pupils eligible for free school meals varies by ethnic group³. Compared to the average, high proportions of Gypsies and Traveller pupils are eFSM. There are also higher than average proportions of Black African, Black Caribbean, White and Black African, White and Black Caribbean, Pakistani, and Bangladeshi pupils. The percentage of Indian and Chinese pupils who are eligible for FSM is below the average for all pupils.</p> <p>The programme should produce a positive impact that will be felt disproportionately by groups with high proportions of eFSM pupils. Those pupils coming from families where English is not the first language at home should also benefit from the English for Speakers of Other Languages (ESOL) provision.</p> <p>There are no aspects of the Programme which involve the redirection of resources</p>
National Origin	✓ CYP in poverty		✓ Other	
Asylum Seeker and Refugees	✓ CYP in poverty		✓ Other	
Gypsies and Travellers	✓ CYP in poverty		✓ Other	
Migrants	✓ CYP in poverty		✓ Other	
Others	✓		✓	

³ <https://www.gov.uk/government/publications/deprivation-and-education-the-evidence-on-pupils-in-england-foundation-stage-to-key-stage-4>

	CYP in poverty		Other	away from particular ethnic groups.
--	----------------	--	-------	-------------------------------------

1.4.8 Because of their religion and belief or non-belief?

Religion and belief or non – belief	Positive	Negative	None / Negligible	Reason for your decision
Different religious groups	✓ Muslim CYP in poverty		✓	All CYP in poverty should benefit from the Programme, whatever their religion or beliefs. There are no aspects of the programme that would conflict with particular beliefs. There are no aspects of the programme that would divert resources away from groups of particular religion or belief. In Britain, the average wealth of Muslims is significantly lower than other religious groups (<i>How Fair is Britain</i> report), which means that we might expect this group to disproportionately benefit from the programme.
Belief e.g. Humanists			✓	
Non-belief			✓	

1.4.9 Because of their sexual orientation?

Sexual Orientation	Positive	Negative	None / Negligible	Reason for your decision
Gay men			✓	There is an evidence gap on whether CYP from with different sexual orientations are more or less likely to come from families in poverty. CYP from poor families should be able to benefit evenly from the programme whatever their orientation. There are no aspects of the programme that would discriminate against CYP depending on their orientation.
Lesbians			✓	
Bi-sexual			✓	

1.4.10 Do you think that this policy will have a positive or negative impact on people's human rights? *Please refer to point 1.4 of the EIA Annex A - Guidance for further information*

Human Rights	Positive	Negative	None / Negligible	Reason for your decision
--------------	----------	----------	-------------------	--------------------------

Human Rights including Human Rights Act and UN Conventions	✓ CYP in poverty		✓ Other	<p>Respecting people’s human rights involves treating them with dignity and fairness. It means placing individuals’ needs at the centre of public services and involving them in the design and delivery of services. It also includes the right to education (Protocol 1, Article 2). This Programme should have a positive impact on the human rights of children and young people from families in poverty whilst having no effect on the human rights of others.</p> <p>The UK Government has signed and ratified 8 UN Conventions and Covenants. The <i>Rights of the Child</i> is considered in Section 4 of this document. The <i>Rights of Persons with Disabilities; Elimination of all forms of Discrimination Against Women</i> and <i>Elimination of all forms of Racial Discrimination</i> are covered within this Equality Impact Assessment.</p> <p>The Programme does not infringe on any of the rights contained in the <i>Convention Against Torture and other cruel, inhuman or degrading treatment or punishment</i> (UNCAT) ; <i>Covenant on civil and political rights</i> (ICCPR); <i>Covenant on Economic, Social and Cultural rights</i> (ICESCR) and <i>Convention on Suppression of Acts of Nuclear Terrorism</i> are infringed by this Programme.</p>
--	---------------------	--	------------	---

If you have identified any impacts (other than negligible ones), positive or negative, on any group with protected characteristics, please complete Part 2.

Only if there are no or negligible positive or negative impacts should you go straight to part 2 and sign off the EIA.

2 Equality Impact Assessment Part 2

2.1 Building on the evidence you gathered and considered in Part 1, please consider the following:

2.1.1 How could, or does, the policy help advance / promote equality of opportunity?

For example, positive measures designed to address disadvantage and reach different communities or protected groups?

The programme is a positive measure designed to help children and young people (CYP) from families in poverty to reach their full potential. This group contains disproportionately high numbers of CYP with the following protected characteristics:

- CYP with disabilities / additional learning needs
- Gypsies and Travellers;
- Black African, Black Caribbean, White and Black African, White and Black Caribbean, Pakistani, and Bangladeshi CYP;
- Muslim CYP;
- Teenage parents.

The programme therefore helps to promote equality of opportunity for these groups.

2.1.2 How could / does the policy / decision help to eliminate unlawful discrimination, harassment or victimisation?

The programme helps to promote democracy and reduce discrimination by recognising that CYP from families in poverty, including disproportionately high numbers with protected characteristics identified above, face additional barriers in relation to their educational achievement. The programme puts in place support so that these CYP are helped to overcome these barriers, and monitors outcomes so that the programme can be adjusted if it is not achieving the desired positive impact.

Additionally, through the programme, schools are encouraged to tailor their support to individual pupil so we expect that this might lead to a positive impact on all pupils with specific individual needs or protected characteristics. This helps to prevent discrimination, harassment or victimisation.

2.1.3 How could/does the policy impact on advancing / promoting good relations and wider community cohesion?

One of the Programme themes is Family and Community Engagement, because parent involvement and community engagement have positive effects on children's overall academic performance. Many schools in disadvantaged communities find that engaging parents is one of the biggest challenges they face. This is exacerbated when parents have poor literacy or English language skills.

The Programme will encourage schools to reach out and actively engages the community in the life of the school and the school in the life of the community. Strengthening the community focus is one of the six key areas within the National Leadership Standards that all head teachers are required to meet. This includes the expectation that a head teacher:

- ensures that the school plays a central role in the community.
- creates and maintains an effective partnership with parents, guardians and carers to support and improve learners' achievement and personal development.

The Programme also encourages other delivery agencies embedded in communities (including those involved in delivering the Communities First and Flying Start) to get more involved with the schools in their area.

Additionally, the Programme includes an engagement campaign to encourage parental involvement.

These activities should promote good relations and wider community cohesion.

2.2 Strengthening the policy

2.2.1 If the policy is likely to have a negative effect ('adverse impact') on any of the protected groups or good relations, what are the reasons for this?

What practical changes/actions could help reduce or remove any negative impacts identified in Part 1?

No negative impacts identified in Part 1

2.2.2 If no action is to be taken to remove or mitigate negative / adverse impact, please justify why.

(Please remember that if you have identified unlawful discrimination (immediate or potential) as a result of the policy, the policy must be changed or revised.)

N/A

2.3 Monitoring, evaluating and reviewing

How will you monitor the impact and effectiveness of the policy?

List details of any follow-up work that will be undertaken in relation to the policy (e.g. consultations, specific monitoring etc).

We will ensure that the voice of children and young people are heard during the development of the Implementation Plan for this Programme. We are currently developing the specification for a research project ("*Deprivation Analysis Part 2*") which will involve working with several types of focus groups: Children and young people from deprived backgrounds; their parents; and teachers and other school staff.

This exercise, due to take place during Summer 2014, will allow us to get their opinions and input on the planned activities for this Programme, and to adjust the implementation plan accordingly so that it is likely to have greatest impact and buy-in.

We will be developing an outcomes framework and will monitor the impact of the Programme against this. We already track some of the high-level outcomes – in particular, the educational attainment of eFSM pupils vs. non-eFSM pupils – at a national, regional and school level.

The results of all impact assessments where the impact is significant will be published on the Welsh Government's website.

3 Equality Impact Assessment Part 3 Action Plan

Where impacts are identified, how are you going to mitigate against the impact and how are the actions going to be monitored.

What is the action to mitigate the impact?	Action owner	Target date	Achievement	Comments
Further evidence on current situation – for some of protected characteristics	Emma Small	By end June 2014		
Further consultation with groups representing those with protected characteristics in relation to the implementation plan and outcomes framework	Emma Small	By end October 2014		
Development of the Outcomes	Christine	By March		

Framework and Monitoring of implementation and outcomes, including monitoring of impact on groups with protected characteristics	Grimshaw	2015		
--	----------	------	--	--

4. Declaration

***Please delete as appropriate:**

The policy ~~does not~~ *does* have a significant impact upon equality issues

Official completing the EIA
<p>Emma Small, Department: Support for Learners Division, Department for Education and Skills</p> <p>Date: 22 April 2014</p> <p>Signature:</p>
Head of Division (Sign-off)
<p>Emma Williams, Head of Support for Learners Division, Department for Education and Skills</p> <p>Date: 9th May 2014</p> <p>Signature:</p>
<p>Review Date: April 2015</p>