

**Community Impact Assessment
Best Start Consultation Findings and Final Proposals – East Staffordshire**

Community Impact assessments (CIAs) should be used whenever there is a policy or service change. The template will enable staff to record how they have taken account of the following essential areas within proposals;

- Strategic Priorities
- Public Sector Equality Duty
- Health inequalities
- Rural issues
- Climate change

The Public Sector Equality Duty is a legal requirement and must be applied in all that we do, and in particular whenever there are changes. See guidance note and frequently asked questions for further information.

Name of proposal: Best Start		
State here which of the County Council priorities the proposal will deliver against:		
County Council Outcome	People’s Service Area Outcome	Project Outcomes
Be healthier and more independent;	People manage their own life, make their own choices, deal with issues their own way	That children and their parents lead healthy and happy lives and have the ability to care for each other.
Feel safer, happier and more supported in and by their community.	People live long and fulfilling lives, being able to address the health and wellbeing issues that affect them	That parents and their parents are enabled to give their child the best start in life
Be able to access more good jobs and feel the benefit of economic growth	Staffordshire has a workforce fit for a modern economy – developing the skills and aspirations of residents	Families can access high quality childcare and learning opportunities to build the right skills.
Project lead: (s)		
Janene Cox, Commissioner for Tourism and Cultural County Sharon Moore, Commissioner for Families		

Names of other officers involved

Paul Woodcock – County Commissioner for Children’s Wellbeing
Andrew Donaldson – Senior Policy Manager
Kerry Dove – Partnership and Development Manager
Michelle Rowe – Team Senior Solicitor
Lynda Stevenson – Project Manager
Wendy Tompson – Corporate Engagement and Consultation Manager
Adam Rooney – Strategic Policy Officer
Clare Abbotts – Senior Campaigns Officer
District Children’s Commissioning Officers and District Commissioning Leads

Date:

21st January 2015

Executive summary of the assessment

This is a Community Impact Assessment (CIA) for **East Staffordshire** based on the proposals of the January Best Start Cabinet Report, and builds upon the Outline and Scoping Community Impact Assessments conducted in March and September 2014. It analyses both the findings of the 8 week public consultation on the proposals set out in September 2014 as well as the final proposals for a new way of working for early years.

This Community Impact Assessment analyses the potential health and equalities impacts of the proposals put forward by the Cabinet Report and suggests mitigating actions to help prevent disadvantage to any protected groups.

Signature

Janene Cox, Commissioner for Tourism and Cultural County

1. Introduction & Context:

Staffordshire County Council has three priority outcomes to build a better Staffordshire. These priorities are that the people of Staffordshire will:

- be able to access more good jobs and feel the benefits of economic growth
- be healthier and more independent
- feel safer, happier and more supported in and by their community

Ensuring that parents are able to give their children the best start in life is critical to achieving these outcomes. The first five years of every child's life are vital for their future health and wellbeing. There is an overwhelming amount of evidence that shows the huge impact of the care a child receives in this period of their life, and how it turns out to influence virtually all aspects of development moving forward, from educational attainment to health outcomes.

1.1. Purpose of this report

The purpose of this report is to consider the potential equality and health impacts on the **East Staffordshire** district of the final proposals for early years provision set out in the January Best Start Cabinet Report. This includes analysis of any potential implications for the health of residents, as well as any impacts on residents that have one of the nine protected characteristics set out by the Equalities Act 2010, as assessed based on the information currently available. These include:

- age;
- disability;
- gender reassignment;
- marriage and civil partnership;
- pregnancy and maternity;
- race;
- religion or belief;
- sex;
- sexual orientation.

This report should be read together with the Best Start Cabinet Report, the other Community Impact Assessments for each district and the Best Start Consultation report.

1.2. Best Start proposals

Our initial review showed that not enough families, including those who are most vulnerable, are accessing the facilities we are currently using to provide early years services from. This includes those that are 'designated' Children Centres and those that are not. Our proposals include plans to reconfigure our premises in order to deliver what is required in a different way and working with our partners to deliver an integrated Best Start offer for Staffordshire.

As part of the proposals, we propose to change how we use our school based facilities. We plan to transfer management of some facilities to schools to ensure that the resources are used in a different way to assist child development and contribute to school readiness. In East Staffordshire, the locations in this category are:

- Tynsel Parkes CE(VC) First School
- St Peter's First (Yoxall Children's Centre)
- The Fountains Community Special School (Stretton Springs Children's Centre)
- Barton-under-Needwood Children's Centre

We also propose to continue to use a smaller number of facilities within communities as Family Hubs where the model is working well, good attendance levels and this approach is will have a benefit. In East Staffordshire, the locations in this category are:

- Queen Street Children's Centre
- East Staffordshire Children's Centre (Phase 1)

There are also some locations where we feel that the current facilities should be reviewed by the Strategic Property Board. In East Staffordshire, these locations are:

- Rocester Children's Centre
- Stapenhill Children's Centre

We also propose that we reconfigure use of space in libraries and transfer management to the Culture and Library Service. There are no locations in East Staffordshire which are in this category.

2. Consultation issues raised in East Staffordshire

The public consultation on the Best Start proposal went live on 4th October 2014 and closed on 3rd December 2014. An overall summary of the findings of the consultation, as well as the methodology used, can be found as appendices to the Best Start Cabinet paper for January 21st 2015.

Overall, 1399 responses were received to the consultation. Despite this rate of response being statistically significant at a county level, to achieve a statistically robust response at a district level between 1,200 and 1,250 responses '**per district**' would have been required. Therefore this analysis will discuss countywide trends and assess how they may impact on East Staffordshire, based on the proposals for the area set out in the section above.

2.1. Consultation – East Staffordshire

There were **129 responses** from East Staffordshire to the consultation, **the lowest response number of responses** of the 8 Districts. Key issues that were raised at a County-level include:

- The vast majority of respondents supported the principles of the Best Start proposals and our objectives, including promoting positive parenting, focusing on early help and ensuring children are school ready.
- Across the county 31.8% of the respondents agreed with the proposals overall, whilst 35.8% disagreed and 23.5% neither agreed nor disagreed, 8.8% stated that they did not know.
- 40% of respondents agreed with the proposed changes to school based facilities, with 22% disagreeing, 24% unsure and 14% stating they did not know. The main concerns flagged were how schools planned to use the facilities to support the offer. **4 sites in East Staffordshire are in this category - Tynsel Parkes Primary, St Peter's First (Yoxall Children's Centre), the Fountains Special School (Stretton Springs Children's Centre), and Barton-under-Needwood Children's Centre.**
- 48% of respondents agreed with continuing to use centres that were working well, with 24% disagreeing, 18% neither agreeing nor disagreeing and 10% not knowing. **There are two centres in this category Queen's Street and East Staffordshire Children's Centre.**
- 13% of respondents agreed with no longer using certain facilities as designated children's centres, with 51% disagreeing and 22% neither agreeing nor disagreeing. Accessibility was frequently raised as a significant issue, with many respondents concerned that the changes would isolate some families, particularly families in rural areas and those with low incomes.

There are two centres in this category in East Staffordshire, Rocester Children's Centre, and Stapenhill Children's Centre.

East Staffordshire is both a significantly rural district and has the fifth highest number of families in the most deprived areas of the county (see sections 4 & 8 for more details). Access to support and transport, particularly in the most rural areas of the district, is particularly relevant. It is also important to note that East Staffordshire has the highest number of under-5's in the County.

- 11% of respondents agreed with the proposed changes to the space in libraries, with 44% disagreeing and 28% neither disagreeing nor agreeing. Again concerns were raised about how this might affect rural areas and more vulnerable families.

3. Current provision and usage in East Staffordshire:

In terms of Children's Centres, below is the attendance at each centre in East Staffordshire in 2014. This includes attendance for both children and adults as well as those children from the most deprived areas.

Children's Centre	Attendances (children and adults) 2013-14	Number of under 5's reached from 0-30% most deprived areas
School sites		
Tynsel Parkes CE(VC) First School	1745	4
St Peter's First (Yoxall Children's Centre)	364	
The Fountains Community Special School (Stretton Springs Children's Centre)	2318	24
Barton-under-Needwood Children's Centre	0	N/A ¹
Community Sites		
Queen Street Children's Centre	2200	291
East Staffordshire Children's Centre (Phase 1)	6579	218
Library Sites		
Rocester Children's Centre	1741	1
Stapenhill Children's Centre	424	49

In order to identify the above proposals for Children's Centres, a robust ranking system has been created that indicates which centres are critical to the new model and should be retained as designated Children's Centres. Those that will be retained are in the highest areas of deprivation; evidence a good level of attendance by families and children most in need of help and evidence the best value for money. The views of the public from the consultation have also impacted on the final decision. The remaining facilities will continue to be used by partners, parents and children, however, as part of the broader Best Start Offer, with some subject to review by the Strategic Property Board.

In terms of the wider offer, in 2013/14, in East Staffordshire there were 146 children under 5 who received an early help assessment (CAF) for early intervention / Tier 3 support (the second highest in the county)².

¹ Due to our current data collection processes, data for number of under 5's reached from 0-30% most deprived areas for this centre is not currently available.

For more specialist support, in East Staffordshire, the average number of children under 5 subject to a child protection plan between 1st October 2013 to 30th September 2014 was 34 (fourth highest in the county). The average number of looked after children aged under 5 in the same time period was 9 (the fifth highest in the county)³.

4. East Staffordshire demographic profiles:

Population:

- There are approximately 46,099 children under 5 in Staffordshire according to mid-year population data. Approximately 7,295 of these live in East Staffordshire, **the highest number of under 5's in the county**. This accounts for 6.3% of the district population⁴.

Ethnicity:

- Because of limits to mid-year population data, these statistics on ethnicity are taken from the 2011 Census, so overall totals are slightly different to above. In terms of under-5's and their families **East Staffordshire is the most ethnically diverse district in the County**. 5,538 (79.1%) of the under 5's are white, 1,035 from Asian / Asian British groups (14.3%), 338 are from a mixed / multiple ethnic group (4.6%), 49 from African Caribbean / Black groups and 42 from an 'other ethnic group' (both less than 1%). As a county East Staffordshire also shows higher rates of ethnic diversity than national averages at (86% white, 7.5% Asian / Asian British, 3.3% Black / African / Caribbean / Black British, 1% other ethnic group) ⁵

Disability:

- According to the 2011 census data, there are 140 children with a disability. There are also 2,070 households with dependent children (aged 0-18) where a parent has a disability.

Teenage Parents:

- In East Staffordshire the rate of teenage conceptions between 2010-2012 is 24.5 per 1,000 15-17 year old females, which is the second lowest in the county and below the national rate of 27.7⁶.

² Data received from Families First – 08/12/2014

³ Data received from Families First Business Improvement and Development Team 0-5 data profile

⁴<http://www.staffordshireobservatory.org.uk/documents/Population/populationestimatesbriefingnote2013.pdf>

⁵http://www.ons.gov.uk/ons/dcp171776_290558.pdf

⁶<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcn%3A77-332828>

Deprivation:

- 18 (25.7%) of the 70 Lower Super Output Areas (LSOAs) in East Staffordshire fall within the 30% most deprived areas of the Country, which is the third highest proportion across all eight districts.

5. East Staffordshire local health profile:

Fertility rates:

- Based on the most recent data from 2013, East Staffordshire has a general fertility rate of 65.8 per 1,000 women aged 15-44. This is **the highest rate in the county**, higher than the Staffordshire average of 56.5 and higher than the national average of 62.4⁷.

Smoking in pregnancy:

- East Staffordshire has a higher than national average levels of smoking in pregnancy at 15.1% according to 2012/13 estimates. This is 0.1% lower than the Staffordshire average but 2.4% higher than the national average⁸.

Perinatal and Infant Mortality:

- The rate of infant mortality in East Staffordshire is the fourth highest in the county at 5.2 per 1,000 live births, according to provisional figures for 2011-13. This is above the national average of 4.1 and the Staffordshire average of 5.0⁹.
- East Staffordshire is just below the national averages in terms of stillbirths (4.1 per 1,000 total births), and is slightly higher than both national and Staffordshire averages in terms of perinatal mortality with a rate of 7.7 per 1000 total births¹⁰.

Low birth weight:

- Between 2011-13 the percentage of babies with low birth weight in East Staffordshire was 8.3%, the highest rate in the County and worse than the national and Staffordshire averages of 7.4% and 7.3% respectively¹¹.

Breastfeeding prevalence:

- Across Staffordshire as a whole, breastfeeding prevalence rates at 6-8 weeks are low. In 2013/14, East Staffordshire had a rate of 31.6%, which is just 0.1%

⁷ *Working Together Better for Health – Staffordshire Needs Assessment (JSNA)* (November 2014) <http://www.staffordshireobservatory.org.uk/publications/healthandwellbeing/yourhealthinstaffordshire.aspx> p114

⁸ Ibid P114.

⁹ Ibid P114

¹⁰ Ibid P114

¹¹ Ibid P114.

higher than the Staffordshire average of but considerably lower than the national average of 45.8%¹².

Childhood obesity:

- As of 2012/13, approximately 8.2% of reception children are obese in East Staffordshire, below the 9.3% national average and 9.6% Staffordshire average¹³.

Mental Health:

- There are estimated to be between 22,900 and 27,300 people suffering mental ill-health across East Staffordshire. Levels of severe mental illness (defined as people with schizophrenia, bipolar disorder and other psychoses) recorded on GP disease registers in East Staffordshire are significantly lower than that national averages, with approximately 680 people with a registered need in 2010/11¹⁴.

6. Potential health and equalities impacts on communities (EIA & HIA)

Proposals such as Best Start could have impacts on health and equalities for different groups in the community. It is necessary therefore to consider what these potentially negative consequences may be and take appropriate mitigating actions. With this in mind, this CIA has been informed by the guidance published by the Equality and Human Right Commission¹⁵. This guidance stated that impact assessments should consider the following:

1. Is the purpose of the policy change/decision clearly set out?
2. Have those affected by the policy/decision been involved?
3. Have potential positive and negative impacts been identified?
4. Are there plans to alleviate any negative impact?
5. Are there plans to monitor the actual impact of the proposal?

The following table presents some potential negative impacts of the proposals in the Best Start Cabinet Report specifically for **East Staffordshire** and recommends some mitigating actions. Subject to Cabinet approval and the subsequent consultation these may change.

¹² Ibid P114

¹³ Ibid P115

¹⁴ Staffordshire County Council, 2014. *District Profile – East Staffordshire*. P10

<http://www.staffordshireobservatory.org.uk/documents/DistrictProfile/2013/DistrictProfiles/EastStaffordshireBoroughDistrictProfile2013.pdf>

¹⁵ Equality and Human Rights Commission, *Public Sector Equality Duties and Financial Decisions – A Note for Decision Makers*.

http://www.equalityhumanrights.com/uploaded_files/Wales/brief_note_for_decision_makers.doc#

6.1 Table of key potentially negative impacts on health and equalities and mitigating actions

No	Potential Negative Impact	Type of Impact (Equalities/ Health)	Potential Groups Affected	Possible Mitigating Action
Area 1: A quality offer for all				
1.	<p>Sexual health and contraception advice and guidance is ineffective in supporting young people and preventing unwanted pregnancies, particularly in areas of deprivation.</p> <p>East Staffordshire has the second lowest rate of teenage pregnancy a lower rate of teenage pregnancy than the national average.</p>	Health	Age, sex, pregnancy and maternity,	<ul style="list-style-type: none"> Commissioners to ensure that sexual health and contraception information, advice and guidance meets the needs of areas with high rates of teenage pregnancy. Commissioners to work with schools and colleges to ensure that PHSE in schools is inclusive and effective. Engage with Children's Strategic Partnership to support mitigating actions.
2.	<p>The promotion of parent and child health through the Health Child Programme fails to address current health inequalities.</p> <p>Of particular relevance to East Staffordshire are:</p> <p>A) Highest fertility rate in the county</p> <p>B) Higher than national average rates of infant mortality and low birth weight.</p> <p>C) Lower than national average rates of breastfeeding prevalence at 6-8 weeks. (See section 5 for more details)</p>	Health	Age, sex, pregnancy and maternity.	<ul style="list-style-type: none"> Effectively manage the transition of the School Nurse and Health Visiting commissioning responsibility to the local authority. Review Health Visitor specification as part of the Best Start strategy to maximise effectiveness of this crucial role, particularly for hard to reach groups. Commissioners to work across the Children's Strategic Partnership to improve outcomes.

3.	<p>The reconfiguring of current resources for early years may result in some families finding it more difficult to access early years provision.</p> <p>East Staffordshire has four centres proposed to be transferred to schools (section 1.2 – 3 for more info).</p> <p>East Staffordshire is also significantly rural, and there are areas where transport and access may be more difficult.</p>	Both	Age, sex, disability, pregnancy and maternity	<ul style="list-style-type: none"> • If the proposals are approved ensure that as part of any transfer agreements specify the use of the resource to support early years and education outcomes. • Commissioners to ensure that families can access services from a range of appropriate venues that are , including the family home. • Commissioners to ensure information, advice and guidance is accessible for all and has a locality focus. • If the proposals are approved transfer agreements with schools will specify the use of the resource to support early years and education outcomes.
4.	<p>If there is not enough quality childcare placements, parents of children who need to work may be disadvantaged economically, further exacerbating educational inequality.</p> <p>East Staffordshire has the fifth highest number of households in the 30% most deprived areas of the County (also known as Lower Super Output Areas – LSOAs)</p>	Both	Age, sex, pregnancy and maternity, low income families, working parents, parents in education or training	<ul style="list-style-type: none"> • Continue to work with Entrust to ensure sufficient childcare places are available and of a high quality. • Engage with local members and partners to support promotion of uptake of free childcare places • Continue to develop more childcare placements for 2 year olds from low income families through the Think 2 programme, including exploring whether venues at schools can be used for childcare.
5.	<p>IAG is not inclusive and is not tailored for people with physical and sensory disabilities or SEN, or for people whose first language is not English, leading to misinformation and confusion.</p>	Both	All, in particular disability (including those with sensory and learning disabilities) and race,	<ul style="list-style-type: none"> • Commissioners to ensure our IAG strategy enables families to access the appropriate information for their needs • Actively publicise any changes

	<p>East Staffordshire has the largest BME community in the county. It is therefore important to ensure that any changes take this into account and are appropriate and ensure accessibility. (see section 4 for more details)</p>		<p>(particularly any BME groups where English is an additional language).</p>	<p>and ensure information, advice and guidance is as accessible to all groups as practicable, offering different languages, easy read versions of documents and clear formats etc.</p> <ul style="list-style-type: none"> • If the proposals are approved provide information in a variety of languages, formats, (including hard copies, easy read and Braille etc) and make available at a variety of local community centres (e.g. community halls, temples, mosques, libraries etc).
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Area 2: Extra support for those in need

<p>6.</p>	<p>Changes to the early help offer may result in some families not having access to the services they require to remain independent.</p> <p>Families First arrangements to provide supervised access for families are disrupted by property changes.</p> <p>It is proposed that the two phase 1 centres East Staffordshire Children’s Centre and Queen’s Street will be used as a Family Hub. Two delivery sites in Rocester and Stapenhill will be considered for alternative use.</p> <p>(see sections 1.2-3 for more details)</p>	<p>Both</p>	<p>All, particularly those with disabilities, rurally isolated and low income families.</p>	<ul style="list-style-type: none"> • If the proposals are approved, the District Co-ordinator to work with partners in each district, to ensure that the Best Start Offer is accessible and inclusive of diverse communities. • A transition plan is in place with Families First to ensure that this is not a consequence of the proposals. • Ensure that areas with highest needs and particularly those families living in the most deprived areas are considered fully in implementing the new model. • If the proposals are approved ensure the District Co-ordinator ensures that effective partnership working arrangements are in place. • Utilise the live birth data, now available to SCC, to target
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				families living in the 0-30% most deprived areas.
7.	Some families from different ethnic and cultural backgrounds may be affected by any changes to current early years offer and review of current contracted services. East Staffordshire has the largest BME community in the county. It is therefore important to ensure that any changes take this into account and are appropriate and ensure accessibility. (see section 4 for more details)	Equalities	Race, religion and belief	<ul style="list-style-type: none"> • If the proposals are approved ensure all groups of children and families are considered and engaged with to ensure sufficient access to a culturally appropriate offer. • If the proposals are approved build equality/diversity requirements into contracts and specifications to ensure that diverse needs are addressed and services are accessible.

7. Implications for staff:

There are no staff employed by SCC delivering the existing service in this District as such there are no staffing implications for Staffordshire County Council. The existing service is delivered by an external organisation. Should the service delivery provider change as a result of this proposal this could result in TUPE – Transfer of Undertaking and Protection of Employment (from one provider to another), if the service provision is similar in nature.

8. Rural considerations:

Staffordshire has a significant rural population, and as such the proposals must take into consideration the needs of children and families who live in rural communities.

East Staffordshire is classified by DEFRA's 2001 Rural-Urban Definition Local Authority Classification as being significantly rural¹⁶. This will mean that access and transport issues for those that live in rural area must be considered when implementing the proposals put forward by the Best Start review (if approved by Cabinet) to ensure no residents are disadvantaged in accessing support.

9. Implications for climate change:

The climate change implications of the proposal can largely only be understood through close and individual-level working that would follow the Cabinet decision if approved, for example in the details around use of buildings or other community resources. However, it is not expected that there would be significant implications.

¹⁶ DEFRA, 2001. *2001 Rural Urban Definition, LA Classification and other geographies*.
<https://www.gov.uk/government/statistics/2001-rural-urban-definition-la-classification-and-other-geographies>

10. Monitoring and review

The actions set out by this Community Impact Assessment to mitigate any equalities and health impacts of the Best Start proposals will need to be monitored with regards to the performance of the identified mitigating actions. This will need to take place through the Children's Improvement Board and Early Years Advisory Board as the key partnership forum.