

Community Impact Assessment Best Start Consultation Findings and Final Proposals

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;	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.	Healthy & Well - People live long and fulfilling lives, being able to address the health and wellbeing issues that affect them	That parents are enabled to give their child the best start in life and vulnerable families can access help when it is needed.
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 & District Commissioning Leads

Date:

21st January 2015

Executive summary of the assessment

This is a Community Impact Assessment (CIA) for **Newcastle Under Lyme** 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 it influences virtually all aspects of development moving forward, from educational attainment to health outcomes.

Early years is also a critical part of our recently published business plan for 2014-17 *Leading for a Connected Staffordshire*. 'Best Start' is one of our seven key areas of activity, and has significant links to the other six areas, particularly 'ready for life', 'resilient communities' and 'great place to live'.

1.1. Purpose of this report

The purpose of this report is to consider the potential equality and health impacts on **Newcastle-under-Lyme** 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 in Newcastle-under-Lyme

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 Newcastle-under-Lyme, the locations in this category are:

- Crackley Bank Primary School
- Hempstalls Children's Centre
- Oaklands 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, has good attendance and this approach will benefit. In Newcastle-under-Lyme, only one location is in this category:

- Kidsgrove Primary Academy (Maryhill Children's Centre)
- Newcastle-under-Lyme Children's Centre

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

- Madeley Village Hall (Madeley Children's Centre)

We also propose that we reconfigure use of space in libraries and transfer management to the Culture and Library Service. In Newcastle-under-Lyme, there are two locations within this category:

- Audley Library
- Clayton Library

2. Consultation findings

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 Newcastle-under-Lyme, based on the proposals for the area set out in the section above.

2.1. Consultation – Newcastle-under-Lyme

There were **160 responses** from Newcastle-under-Lyme to the consultation, **sixth out of the eight districts for amount of responses**. 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 32% of the respondents agreed with the proposals overall, whilst 36% disagreed and 24% neither agreed nor disagreed, 9% stated that they didn't know.
- 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.
- 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. **3 children's centres in Newcastle-under-Lyme fall into this category of proposal; Crackley Bank Primary, Hempstalls Children's Centre, and Oaklands 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 was one centre in this category for Newcastle-under-Lyme, Kidsgrove Primary Academy**
- 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. **One centre in Newcastle-under-Lyme; Madeley Village Hall (Madeley Children's Centre).**
- 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. **This relates to two centres in Newcastle-under-Lyme: Audley and Clayton Library.**
- **Feedback expressing concern about the closure of Newcastle under Lyme Children's Centre has resulted in a change to the proposal and Newcastle Children's Centre will now remain a designated Children's Centre site.**

3. Current provision and usage:

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

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 by the county council. 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 Newcastle-under-Lyme there were 81 children under 5 who received an early help assessment (CAF) for early intervention / Tier 3 support (**the third highest in the county**)¹.

Children's Centre	Attendances (children and adults) 2013-14	Number of under 5's reached from 0-30% most deprived areas
School sites		
Crackley Bank Primary School	2041	112
Hempstalls Children's Centre	3654	70
Oaklands Children's Centre	7392	87
Community Sites		
Kidsgrove Primary Academy (Maryhill Children's Centre)	7210	134
Newcastle-under-Lyme Children's Centre	6417	156
Madeley Village Hall (Madel Children's Centre)	3537	10
Library Sites		
Audley Library	1034	16
Clayton Library	2564	57

¹ Data received from Families First – 08/12/2014

For more specialist support, in Newcastle Under Lyme, the average number of children under 5 subject to a child protection plan between 1st October 2013 to 30th September 2014 was 35 (the third highest in the county). The average number of looked after children aged under 5 in the same time period was 10 (the fourth highest in the county)².

4. Newcastle-under-Lyme demographic profiles:

Population:

- There are approximately 46,099 children under 5 in Staffordshire according to mid-year population data. Approximately 6,396 of these live in Newcastle-under-Lyme, the third highest number of under 5's in the county, accounting for 11.6% of the district population³.

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 in Newcastle-under-Lyme, 5,869 (91.8%) of the under 5's are white, 215 are from a mixed / multiple ethnic group (3.4%), 199 from Asian / Asian British groups (3.1%), 26 from African Caribbean / Black groups and 14 from an 'other ethnic group' (0.4% and 0.2% respectively%). This shows that Newcastle-under-Lyme has a lower level of ethnic diversity than the national average (86% white, 7.5% Asian / Asian British, 3.3% Black / African / Caribbean / Black British, 1% other ethnic group⁴.

Disability:

- According to the 2011 census data, there are 132 children with a disability in the District. There are also 2,346 households with dependent children (aged 0-18) where a parent has a disability.

Teenage Parents:

- In Newcastle-under-Lyme the rate of teenage conceptions between 2010-2012 is 29.9 per 1,000 15-17 year old females, which is the **fourth highest in the county** and below the national rate of 27.7⁵.

Deprivation:

- Newcastle-under-Lyme has the second highest number of households in the 30% most deprived areas of the County (also known as Lower Super Output Areas – LSOAs)⁶.

² Data received from Families First Business Improvement and Development Team 0-5 data profile

³<http://www.staffordshireobservatory.org.uk/documents/Population/populationestimatesbriefingnote2013.pdf>

⁴http://www.ons.gov.uk/ons/dcp171776_290558.pdf

⁵<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-332828>

5. Newcastle-under-Lyme local health profile:

Fertility rates:

- Based on the most recent data from 2010-2012, Newcastle-under-Lyme has a general fertility rate of 53.0 per 1,000 women aged 15-44. This is **the second lowest rate in the county**, lower than the Staffordshire average of 58.1 and considerably lower than the national average of 64.4⁷

Smoking in pregnancy:

- At 18.5% Newcastle-under-Lyme had the **highest rate of smoking at delivery in the county**, considerably higher than both county (12.9%) and national (13.2%) averages according 2011/12 estimates⁸.

Perinatal and Infant Mortality:

- The rate of infant mortality in Newcastle-under-Lyme is the **highest in the county** at 6.6 per 1,000 live births, equating to 25 infants in 2010-12. This is considerably above both the national average of 4.3 and the Staffordshire average of 5.1⁹.
- Newcastle-under-Lyme is below the national averages in terms of stillbirths (3.4 per 1,000 total births, compared to 5.0 nationally), but is above both national and Staffordshire averages in terms of perinatal mortality (with a rate of 7.9 per 1,000 total births compared to 7.5 in Staffordshire and 7.3 nationally)¹⁰.

Low birth weight:

- Between 2010-12 the percentage of babies with low birth weight in Newcastle-under-Lyme was 7.8%, the joint third lowest rate in the County (the same as Cannock Chase and Lichfield) but above the national and Staffordshire averages, both of 7.3%¹¹.

Breastfeeding prevalence:

- Across Staffordshire as a whole, breastfeeding prevalence rates at 6-8 weeks are low. Newcastle-under-Lyme had the joint third highest rate in the county in 2012/13 at 35.3% (the same as Lichfield), which is above the Staffordshire

⁶ Staffordshire County Council Insight Team, 2014, *Best Start for Children2014 – evidence base*. P60

⁷Working 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.

average of 32.4% but considerably lower than the national average of 47.1%¹².

Childhood obesity:

- As of 2012/13, approximately 9.6% of reception children are obese in Newcastle-under-Lyme, above the 9.3% national average and the same as the 9.6% Staffordshire average¹³.

Mental Health:

- There are estimated to be between 27,000 and 32,200 people suffering mental ill-health across Newcastle-under-Lyme. Levels of severe mental illness (defined as people with schizophrenia, bipolar disorder and other psychoses) recorded on GP disease registers in Newcastle-under-Lyme are significantly lower than England averages, with approximately 800 people on a register 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 Rights 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 Newcastle-under-Lyme and recommends some mitigating actions. Subject to Cabinet approval and the subsequent consultation these may change.

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

¹² Ibid P114

¹³ Ibid P115

¹⁴ Staffordshire County Council, 2013. *District Profile – Newcastle-under-Lyme*. P9

<http://www.staffordshireobservatory.org.uk/documents/DistrictProfile/2013/DistrictProfiles/NewcastleBoroughDistrictProfile2013.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#

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>Newcastle-under-Lyme has the fourth highest rate of teenage pregnancy in the county, which is below 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 new integrated approach to promoting parent and child health through the Health Child Programme fails to address current health inequalities.</p> <p>Of particular relevance to Newcastle-under-Lyme are:</p> <p>A) The highest smoking at delivery rate in the county and higher than national average.</p> <p>B) The highest infant mortality rate in the County and higher than national average.</p> <p>C) Lower than national</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.

	<p>average rates of breastfeeding prevalence at 6-8 weeks (See section 5 for more details)</p> <p>There are currently infant feeding teams who deliver 3 Friendly About Breastfeeding (FAB) groups within Children's Centres to support mothers to continue to breastfeed which may be affected in some areas.</p>			
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>Newcastle-under-Lyme has three delivery sites proposed to be transferred to schools. There are two proposed library sites that are to transfer in Audley and Clayton. (section 1.2 – 3 for more info)</p>	Both	<p>Age, sex, disability, pregnancy and maternity</p>	<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 in areas of need, parents of children who need to work may be disadvantaged economically, further exacerbating educational inequality.</p> <p>Newcastle-under-Lyme has the second highest</p>	Both	<p>Age, sex, pregnancy and maternity, low income families, working parents, parents in education or training</p>	<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

	number of households in the 30% most deprived areas of the County (also known as Lower Super Output Areas – LSOAs).			olds from low income families through the Think 2 programme, including exploring whether venues at schools can be used for childcare.
5.	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. Newcastle-under-Lyme has a small BME community relative to the national averages. It is therefore important to ensure that these communities are supported appropriately to reduce potential isolation (see section 4 for more details).	Both	All, in particular disability (including those with sensory and learning disabilities) and race, (particularly any BME groups where English is an additional language).	<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 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. 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).

Area 2: Extra support for those in need

6.	Changes to the early help offer may result in some families not having access to the services they require to remain independent. It is proposed that Maryhill Children's Centre and Newcastle Children's Centre site will be designated Children's Centres (see sections 1.2-3 for more details) Disability support, such as hearing impaired stay and play that runs at Crackley	Both	All, particularly those with disabilities, rurally isolated and low income families.	<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
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	Bank, may be affected by the proposals.			<p>model.</p> <ul style="list-style-type: none"> • 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 families living in the 0-30% most deprived areas.
7.	<p>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.</p> <p>Newcastle-under-Lyme has a small BME community relative to the national averages. It is therefore important to ensure that these communities are supported appropriately to reduce potential isolation (see section 4 for more details).</p>	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. Newcastle-under-Lyme is classified by DEFRA's 2001 Rural-Urban Definition Local Authority Classification as a large-urban area¹⁶. However, this does overlook that away from Newcastle town there is a area of rural hinterland. Although rural isolation

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>

is not a significant issue for most in the district, this is worth considering with regards to access to 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.

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.