

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;	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 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 the 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 the **South 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 and 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 the **South 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 in South Staffordshire

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 South Staffordshire, the locations in this category are:

- Whitgreave Primary School (Featherstone Children's Centre)
- Edgecliff High (Kinver 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 rates and this approach would benefit the community. In South Staffordshire, only one location is in this category:

- Landywood Children's Centre

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

- Lane Green First (Perton Children's Centre)

We also propose that we reconfigure use of space in libraries and transfer management to the Culture and Library Service. In South Staffordshire, there are three locations within this category:

- Perton Library (Perton Children's Centre)
- Brewood Library (Brewood Children's Centre)
- Wombourne Library and Community Centre

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 South Staffordshire, based on the proposals for the area set out in the section above.

2.1. Consultation – South Staffordshire

There were **175** from South Staffordshire to the consultation, **the fourth highest 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 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.
- 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. **In South Staffordshire, these are Whitgreave Primary School and Edgecliff High (Kinver 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. **In South Staffordshire the one location in this category is Landywood 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. **In South Staffordshire the only location in this category is Lane Green First (Perton Children's Centre).**
- South Staffordshire is a significantly rural area, meaning that transport and isolation are particular issues which need to be considered. Deprivation is relatively lower than the majority of the county, but again, some pockets of deprivation across the district means that this is still an issue which needs to be considered in terms of this review.
- 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. **In South Staffordshire, there are 3 of these: Perton Library (Perton Children's Centre), Brewood Library (Brewood Children's Centre), Wombourne Library.**

3. Current provision and usage:

In terms of Children's Centres, below is the attendance at each centre in South Staffordshire in 2014. This includes attendance for both 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 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 South Staffordshire there were 56 children under 5 who received an early help assessment (CAF) for early intervention / Tier 2 support (fifth highest of the eight districts in the county)².

Children's Centre	Attendances (children and adults) 2013-14	Number of under 5's reached from 0-30% most deprived areas
School sites		
Whitgreave Primary School	4709	72
Edgecliff High School	1546	5
Retain as Designated Children's Centre		
Landywood Children's Centre	4476	38
Community Sites		
Lane Green First (Perton Children's Centre)	1367	N/A ¹
Library Sites		
Perton Library	2517	26
Brewood Library	458	10
Wombourne Library and Community Centre	2839	31

For more specialist support, in South Staffordshire, the average number of children under 5 subject to a child protection plan between 1st October 2013 to 30th

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.

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

September 2014 was 5 (the lowest in the county). The average number of looked after children aged under 5 in the same time period was 8 (also lowest in the county)³.

4. South Staffordshire demographic profiles:

Population:

- There are approximately 46,099 children under 5 in Staffordshire according to mid-year population estimates. Approximately 4,932 of these live in South Staffordshire, the second lowest number of under 5's in the county, and accounting for 9.8% of the district population which is also the lowest proportion across the county⁴.

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, with a total here of 4,878 children under 5 in South Staffordshire. This total is made up of 4482 (91.88%) of the under 5's are white, 243 are from a mixed / multiple ethnic group (4.98%), 112 from Asian / Asian British groups (2.30%), 13 people from African Caribbean / Black groups and 28 from an 'other ethnic group' (making up 0.27% and 0.57% of the total respectively). As a district South Staffordshire has comparably lower rates of ethnic diversity than national averages at (86.0% white, 7.5% Asian / Asian British, 3.3% Black / African / Caribbean / Black British, and 1.0% other ethnic group. It does however have a higher rate from mixed/multiple ethnic groups, when compared with the national average of 2.2%⁵.

Disability:

- According to the 2011 census data, there are 59 children with a disability in the District. There are also 1909 households with dependent children (aged 0-18) where a parent has a disability.

Teenage Parents:

- In South Staffordshire the rate of teenage conceptions between 2010-2012 is 15.2 per 1,000 15-17 year old females, which is by far the lowest in the county and considerably below the national rate of 27.7⁶.

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=tc%3A77-332828>

Deprivation:

- South Staffordshire is sixth out of the eight districts for number of households in the 30% most deprived areas of the County (also known as Lower Super Output Areas – LSOAs)⁷.

5. South Staffordshire local health profile:

Fertility rates:

- Based on the most recent data from 2010-2012, South Staffordshire has a general fertility rate of 51.0 per 1,000 women aged 15-44. This is the lowest rate in the county, lower than the Staffordshire average of 58.1 and considerably lower than the national average of 64.4⁸.

Smoking in pregnancy:

- At 10.2% South Staffordshire had the third lowest rate of smoking at delivery in the county, well under both county (12.9%) and national (13.2%) averages, according to 2011/12 estimates⁹.

Perinatal and Infant Mortality:

- The rate of infant mortality in South Staffordshire is the lowest in the county at 3.3 per 1,000 live births, equating to 9 infants in 2010-12. This is below the national average of 4.3 and the Staffordshire average of 5.1¹⁰.
- South Staffordshire is has the exact same rate as the national averages in terms of stillbirths (5.0 per 1,000 total births), and is below both national and Staffordshire averages in terms of perinatal mortality, at 6.5 per 1,000 total births in Staffordshire, compared with 7.5 in Staffordshire and 7.3 nationally¹¹.

Low birth weight:

- Between 2010-12 the percentage of babies with low birth weight in South Staffordshire was 6.2%, the second lowest rate in the County well below the national and Staffordshire averages of 7.3%¹².

Breastfeeding prevalence:

- Across Staffordshire as a whole, breastfeeding initiation rates at 6-8 weeks are low. South Staffordshire had the fifth highest rate in the county in 2012/13

⁷ Staffordshire County Council Insight Team, 2014, *Best Start for Children 2014 – evidence base*. P60

⁸ *Working Together Better for Health – Staffordshire Needs Assessment (JSNA)* (November 2014) <http://www.staffordshireobservatory.org.uk/publications/healthandwellbeing/yourhealthinstaffordshire.aspx> p114

⁹ Ibid P114.

¹⁰ Ibid P114

¹¹ Ibid P114

¹² Ibid P114

at 33.9%, which is above the Staffordshire average of 32.4% **but considerably lower than the national average** of 47.1%¹³.

Childhood obesity:

- As of 2012/13, approximately 10.4% of reception children are obese in South Staffordshire, above the 9.3% national average and 9.6% Staffordshire average¹⁴.

Mental Health:

- There are estimated to be between 23,200 and 27,600 people suffering mental ill-health across South Staffordshire. Levels of severe mental illness (defined as people with schizophrenia, bipolar disorder and other psychoses) recorded on GP disease registers in South Staffordshire are significantly lower than England averages, with approximately 448 people on a register in 2013/14¹⁵.

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 Commission¹⁶. 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 South Staffordshire and recommends some mitigating actions. Subject to Cabinet approval and the subsequent consultation these may change.

¹³ Ibid P114

¹⁴ Ibid P115

¹⁵ Staffordshire County Council, 2014. *District Profile – South Staffordshire*. P9
<http://www.staffordshireobservatory.org.uk/documents/DistrictProfile/2013/DistrictProfiles/SouthStaffordshireBoroughDistrictProfile2013.pdf>

¹⁶ 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>South Staffordshire has the lowest rate of teenage pregnancy in the county, which is substantially 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 South Staffordshire are:</p> <p>A) Lowest fertility rates in the County.</p> <p>B) Above national average rates of reception age obesity.</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 the Health Visitor specification as part of the Best Start strategy moving forward to maximise the 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>South Staffordshire has two sites proposed to be transferred to schools and three proposed library sites t in Perton, Brewood and Wombourne. (section 1.2 – 3 for more info)</p> <p>South Staffordshire is the most rural district within the County with no central town, the population is spread over a number of villages, consequently access to services via public transport is a challenge. Residents tend to travel to the neighbouring Black Country towns to access key services.</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 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>South Staffordshire has the third lowest 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</p>	Both	All, in particular disability (including those with	<ul style="list-style-type: none"> • Commissioners to ensure our IAG strategy enables families to access the appropriate information for their needs

	<p>is not English, leading to misinformation and confusion.</p> <p>South Staffordshire 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>		<p>sensory and learning disabilities) and race, (particularly any BME groups where English is an additional language).</p>	<ul style="list-style-type: none"> 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).
<p>Area 2: Extra support for those in need</p>				
6.	<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 Landywood Children’s Centre site will continue to be used as a Family Hub as part of the offer and the Lane Green First site (part of Perton Children’s Centre) will be considered for alternative use. (see sections 1.2-3 for more details).</p>	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 model. If the proposals are approved ensure the District Co-ordinator ensures that effective partnership working arrangements are in place.

				<ul style="list-style-type: none"> 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>South Staffordshire 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 culturally appropriate positive activities. 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:

The County Council employ 4 staff (2.95 full time equivalent), that work within the South Staffordshire District, that are directly affected by the proposals. Subject to the decision, the proposal would have an impact on the postholders currently providing the service.

		Gender		Age					Ethnic origin		Disability	
Establishment	Total	Female	Male	20-29	30-39	40-49	50-59	60-69	White English/Scottish/NIrish/Welsh/British	Not specified	No	Not specified
Children's District Commissioning	4	4	0	0	2	1	1	0	3	1	3	1

If the proposal is approved by cabinet, formal consultation with relevant Trade Unions would be undertaken by the service lead, supported by HR in respect of staff employed within the establishment. Consultation and communication would take place with staff. Support and facilities would be available via the employer i.e. Think

well, redeployment procedure and outplacement support (dependent on the outcome of consultation and associated staffing implications).

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.

South Staffordshire is classified by DEFRA's 2001 Rural-Urban Definition Local Authority Classification as being significantly rural¹⁷. 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.

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.

¹⁷ 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>