

**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.

<b>Name of proposal:</b> Best Start		
<b>State here which of the County Council priorities the proposal will deliver against:</b>		
<b>County Council Outcome</b>	<b>People’s Service Area Outcome</b>	<b>Project Outcomes</b>
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.
<b>Project lead: (s)</b>		
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  
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Wendy Tompson – Corporate Engagement and Consultation Manager  
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Clare Abbotts – Senior Campaigns Officer  
District Children’s Commissioning Officers & District Commissioning Leads

**Date:**

21<sup>st</sup> January 2015

**Executive summary of the assessment**

This is a Community Impact Assessment (CIA) for the **Tamworth** 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 the **Tamworth** 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 Tamworth, the locations in this category are:

- Amington Heath Children's Centre
- Dosthill Primary
- Heathfields Primary

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. In Tamworth, the locations in this category are:

- Glascote Children's Centre (Phase 1)
- Leyfields Children's Centre

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

- Tamworth Early Years Children's Centre (Phase 1)
- Exley 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 Tamworth within this category.

## **2. Consultation findings**

The public consultation on the Best Start proposal went live on 4<sup>th</sup> October 2014 and closed on 3<sup>rd</sup> 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 21<sup>st</sup> 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 Tamworth, based on the proposals for the area set out in the section above.

### **2.1. Consultation – Tamworth**

There were **163 responses** from Tamworth to the consultation, **the fifth 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. **There are 3 centres in this category in Tamworth, Amington Heath, Dosthill Primary and Heathfields Primary.**
- 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 Tamworth this includes the Glascote Children's Centre (Phase 1) and Leyfields 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 Tamworth this includes Tamworth Early Years Children's Centre (Phase 1) and Exley Children's Centre.**

**Although Tamworth is an urban area rather than a rural area, transport should be less of a concern. However, it has significant pockets of deprivation, which will need to be considered when implementing the new approach to early years.**

- 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. **There are no centres in this category in Tamworth.**

### **3. Current provision and usage:**

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

<b>Children's Centre</b>	<b>Attendances (children and adults) 2013-14</b>	<b>Number of under 5's reached from 0-30% most deprived areas</b>
<b>School sites</b>		
Amington Heath Children's Centre	3098	78
Dosthill Primary (Wilnecote Children's Centre)	1171	0
Heathfields Primary (Wilnecote Children's Centre)	4052	69
<b>Community Sites</b>		
Glascote Children's Centre	9967	253
Leyfields Children's Centre	6790	131
Tamworth Early Years Children's Centre	5382	158
Exley Children's Centre	4395	108

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 Tamworth there were 51 children under 5 who received an early help assessment (CAF) for early intervention / Tier 3 support (third fewest of the eight districts in the county)<sup>1</sup>.

<sup>1</sup> Data received from Families First – 08/12/2014

For more specialist support, in Tamworth, the average number of children under 5 subject to a child protection plan between 1<sup>st</sup> October 2013 to 30<sup>th</sup> September 2014 was 43 (the second highest in the county). The average number of looked after children aged under 5 in the same time period was 17 (also the second highest in the county)<sup>2</sup>.

#### **4. Tamworth demographic profiles:**

##### **Population:**

- There are approximately 46,099 children under 5 in Staffordshire according to mid-year population estimates. Approximately 4,978 of these live in Tamworth, the second lowest number of under 5's in the county, accounting for 6.5% of the district population, the highest proportion in the county<sup>3</sup>.

##### **Ethnicity:**

- Because of limits to mid-year population data, these statistics for ethnicity are taken from the 2011 Census, so overall totals are slightly different to above, with a total here of 5,061 children under 5 in Tamworth. Of these, 4,819 (95.2%) of the under 5's are white, 163 are from a mixed / multiple ethnic group (3.22%), 50 from Asian / Asian British groups (0.99%), 25 from African Caribbean / Black groups (0.49%) and only 4 from an 'other ethnic group' (0.08%). This shows that Tamworth has a generally lower level of ethnic diversity than the national average, which is significantly lower with the groups of Asian/Asian British, Black/African/Caribbean/Black British and 'other ethnic' (English averages are 86% white, 7.5% Asian / Asian British, 3.3% Black / African / Caribbean / Black British, 1% other ethnic group) <sup>4</sup>.

##### **Disability:**

- According to the 2011 census data, there are 116 children with a disability in the District. There are also 1,635 households with dependent children (aged 0-18) where a parent has a disability.

##### **Teenage Parents:**

- In Tamworth the rate of teenage conceptions between 2010-2012 was 44.0 per 1,000 15-17 year old females, which **is by far the highest rate in the county and significantly above the national rate** of 27.7<sup>5</sup>.

##### **Deprivation:**

- 13 (26.0%) of the 50 Lower Super Output Areas (LSOAs) in Tamworth fall within the 30% most deprived areas of the Country, which is the second highest proportion across all eight districts<sup>6</sup>.

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

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

<sup>4</sup>[http://www.ons.gov.uk/ons/dcp171776\\_290558.pdf](http://www.ons.gov.uk/ons/dcp171776_290558.pdf)

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

## 5. Tamworth local health profile:

### Fertility rates:

- Based on the most recent data from 2013, Tamworth has a general fertility rate of 61.2 per 1,000 women aged 15-44. This is the third highest rate in the county, higher than the Staffordshire average of 56.5 and slightly below the national average of 62.4<sup>7</sup>.

### Smoking in pregnancy:

- Tamworth 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 average<sup>8</sup>.

### Perinatal and Infant Mortality:

- The rate of infant mortality in Tamworth is the **third highest in the county** at 5.8 per 1,000 live births, according to provisional figures for 2011-13. This is considerably above the national average of 4.1 and the Staffordshire average of 5.0<sup>9</sup>.
- Tamworth is **considerably above the County and national averages in terms of stillbirths** (5.8 per 1,000 total births compared with 4.5 across Staffordshire and 4.9 nationally), and is also above both national and Staffordshire averages in terms of perinatal mortality (at 7.5 per 1,000 total births in Tamworth, compared with 7.3 across Staffordshire and 7.1 nationally)<sup>10</sup>.

### Low birth weight:

- Between 2011-13 the percentage of babies with low birth weight in Tamworth was 8.0%, the third highest rate in the County and above the national and Staffordshire averages, of 7.4% and 7.3% respectively<sup>11</sup>.

### Breastfeeding prevalence:

- Across Staffordshire as a whole, breastfeeding prevalence rates at 6-8 weeks are low. Tamworth had **the lowest rate in the county** in 2013/14 at 25.3%, which is considerably below the Staffordshire average of 31.5% and very significantly lower than the national average of 45.8%<sup>12</sup>.

### Childhood obesity:

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<sup>6</sup> Staffordshire County Council Insight Team, 2014, *Best Start for Children 2014 – evidence base*. P60

<sup>7</sup> Working Together Better for Health – Staffordshire Needs Assessment (JSNA) (November 2014)

<http://www.staffordshireobservatory.org.uk/publications/healthandwellbeing/yourhealthinstaffordshire.aspx> p114

<sup>8</sup> Ibid P114.

<sup>9</sup> Ibid P114

<sup>10</sup> Ibid P114

<sup>11</sup> Ibid P114

<sup>12</sup> Ibid P114

- As of 2012/13, approximately 9.1% of reception children are obese in Tamworth, below the 9.3% national average and 9.6% Staffordshire average<sup>13</sup>.

### **Mental Health:**

- There are estimated to be between 15,800 and 18,800 people suffering mental ill-health across Tamworth. Levels of severe mental illness (defined as people with schizophrenia, bipolar disorder and other psychoses) recorded on GP disease registers in Tamworth are significantly lower than England averages, with approximately 480 people on a register in 2010/11<sup>14</sup>.

## **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 Commission<sup>15</sup>. 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 Tamworth 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 mitigating actions**

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<sup>13</sup> Ibid P115

<sup>14</sup> Staffordshire County Council, 2014. *District Profile – Tamworth*. P9  
<http://www.staffordshireobservatory.org.uk/documents/DistrictProfile/2013/DistrictProfiles/TamworthBoroughDistrictProfile2013.pdf>

<sup>15</sup> 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#](http://www.equalityhumanrights.com/uploaded_files/Wales/brief_note_for_decision_makers.doc#)

No	Potential Negative Impact	Type of Impact (Equalities/ Health)	Potential Groups Affected	Possible Mitigating Action
<b>Area 1: A quality offer for all</b>				
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><b>Tamworth has the highest rate of teenage pregnancy in the county and the 8<sup>th</sup> highest in the country, significantly above the national average.</b></p>	Health	Age, sex, pregnancy and maternity,	<ul style="list-style-type: none"> <li>Commissioners to ensure that sexual health and contraception information, advice and guidance meets the needs of areas with high rates of teenage pregnancy.</li> <li>Commissioners to work with schools and colleges to ensure that PHSE in schools is inclusive and effective.</li> <li>Engage with Children's Strategic Partnership to support mitigating actions.</li> </ul>
2.	<p>The new integrated approach to promoting parent and child health through the Health Child Programme fails to address current health inequalities. <b>Of particular relevance to Tamworth are:</b></p> <p><b>A) Higher than national average levels of smoking on delivery.</b></p> <p><b>B) Lower than national average rates of breastfeeding prevalence at 6-8 weeks.</b></p> <p><b>C) Higher than national average for stillbirths.</b></p> <p><b>D) Above national average rate of low birth weight</b></p>	Health	Age, sex, pregnancy and maternity.	<ul style="list-style-type: none"> <li>Effectively manage the transition of the School Nurse and Health Visiting commissioning responsibility to the local authority.</li> <li>Review Health Visitor specification as part of the Best Start strategy to maximise effectiveness of this crucial role, particularly for hard to reach groups.</li> <li>Commissioners to work across the Children's Strategic Partnership to improve outcomes.</li> </ul>

	<p><b>babies.</b></p> <p><b>(See section 5 for more details)</b></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><b>Tamworth has three delivery sites proposed to be transferred to schools. (section 1.2 – 3 for more info)</b></p>	Both	Age, sex, disability, pregnancy and maternity	<ul style="list-style-type: none"> <li>• 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.</li> <li>• Commissioners to ensure that families can access services from a a range of appropriate venues that are , including the family home.</li> <li>• Commissioners to ensure information, advice and guidance is accessible for all and has a locality focus.</li> <li>• If the proposals are approved transfer agreements with schools will specify the use of the resource to support early years and education outcomes.</li> </ul>
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><b>Tamworth has the fourth highest number of households in the 30% most deprived areas of the County (also known as Lower Super Output Areas – LSOAs).</b></p>	Both	Age, sex, pregnancy and maternity, low income families, working parents, parents in education or training	<ul style="list-style-type: none"> <li>• Continue to work with Entrust to ensure sufficient childcare places are available and of a high quality.</li> <li>• Engage with local members and partners to support promotion of uptake of free childcare places</li> <li>• 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.</li> </ul>
5.	IAG is not inclusive and is not tailored for people with physical and sensory	Both	All, in particular disability	<ul style="list-style-type: none"> <li>• Commissioners to ensure our IAG strategy enables families to access the appropriate</li> </ul>

	<p>disabilities or SEN, or for people whose first language is not English, leading to misinformation and confusion.</p> <p><b>Tamworth 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).</b></p>		<p>(including those with sensory and learning disabilities) and race, (particularly any BME groups where English is an additional language).</p>	<p>information for their needs</p> <ul style="list-style-type: none"> <li>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.</li> <li>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).</li> </ul>
<p><b>Area 2: Extra support for those in need</b></p>				
<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>Tier 2 family support will continue to be available across the district</p> <p><b>It is proposed that Glascote Children’s Centre site (phase 1) and the Leyfields will continue to be used as part of the offer and the Tamworth Early Years Children’s Centre (phase 1)</b></p>	<p>Both</p>	<p>All, particularly those with disabilities, rurally isolated and low income families.</p>	<ul style="list-style-type: none"> <li>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.</li> <li>A transition plan is in place with Families First to ensure that this is not a consequence of the proposals.</li> <li>Ensure that areas with highest needs and particularly those families living in the most deprived areas are considered fully in implementing the new model.</li> <li>If the proposals are approved ensure the District Co-ordinator ensures that effective</li> </ul>

				partnership working arrangements are in place.
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.  <b>Tamworth 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).</b>	Equalities	Race, religion and belief	<ul style="list-style-type: none"> <li>• 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.</li> <li>• If the proposals are approved build equality/diversity requirements into contracts and specifications to ensure that diverse needs are addressed and services are accessible.</li> </ul>

### **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.

Tamworth is classified by DEFRA's 2001 Rural-Urban Definition<sup>16</sup> as an 'other urban' areas. As a mainly urban area, it is unlikely that there will be any need to consider any rural implications of the Best Start proposals in Tamworth.

### **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**

<sup>16</sup> 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>

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 Staffordshire Children's Strategic Partnership as the key partnership forum and subgroup of the Health and Wellbeing Board relating to children and families.