

## Equality and Safety Impact

The **public sector Equality Duty** (Section 149 of the Equality Act) requires public bodies to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between different people carrying out their activities.

The Equality Duty supports good decision making – it encourages public bodies to be more efficient and effective by understanding how different people will be affected by their activities, so that their policies and services are appropriate and accessible to all and meet different people’s needs. The Council’s Equality and Safety Impact Assessment (ESIA) includes an assessment of the community safety impact assessment to comply with section 17 of the Crime and Disorder Act and will enable the Council to better understand the potential impact of the budget proposals and consider mitigating action.

<b>Outcome</b>	<b>Children and Young People get a good start in life</b>
<b>Code</b>	<b>CYP1 (i)</b>
<b>Name or Brief Description of Proposal</b>	<p>Integration of services to deliver a more coordinated Prevention and Early Help offer for children 0-19 years and their families.</p> <p>The proposal is to review the way we deliver our Prevention and Early Help offer for children, young people and their families, to provide a more coordinated and integrated service. At the moment, the Council delivers a mix of in-house and externally commissioned services, including Sure Start Children’s Centres, Families Matter, Public Health Nursing (Health Visiting, Family Nurse Partnership and School Nursing) and Oral Health Promotion. These are aligned with other services such as the Youth Offending Service (YOS) and Education Welfare Service.</p> <p>We are proposing to:</p> <ul style="list-style-type: none"> <li>• Bring services together into ‘Family Hubs’ in some Children’s Centres, and explore using other settings such as schools to reduce rent and overheads. All Sure Start Children’s Centres will remain open.</li> <li>• Implement a new Family Information Service to provide information, advice and guidance to families and professionals working with families from Early Years through to Early Help, including developing our digital and interactive offer.</li> <li>• Work with the community and voluntary sector to develop stronger relationships that support the delivery of the Prevention and Early Help offer.</li> <li>• Integrate the Public Health Nursing service with</li> </ul>

	<p>Children’s Centres and Families Matter to reduce costs in management, staffing and back office systems and develop a more integrated approach.</p> <ul style="list-style-type: none"> <li>• Review and restructure staff across Early Help and Education Welfare services to maximise effectiveness.</li> <li>• Remodel Church View as a ‘Youth Hub’, incorporating the Youth Offending Service and other services.</li> <li>• Increase income by developing a menu of training and accredited programmes to be delivered by the Youth Offending Service, primarily to schools and other partners.</li> </ul>
--	--

**Brief Service Profile (including number of customers)**

The services in scope for the integrated prevention and early help offer include a mix of in house and externally commissioned services as follows:  
**Sure Start Children’s Centres** – supporting over 15,000 children plus their parents (15/16 data), 50% from the highest risk groups, rising to 80-90% in some of Southampton’s most deprived neighbourhoods.

**Families Matter Teams (FM)** – supporting 1,065 families since April 2014 with a target to ‘turnaround’ 2,200 families by 2020.

**Public Health Nursing** (Health Visiting, Family Nurse Partnership (FNP) and School Nursing) – delivering the Healthy Child Programme (HCP) to all children and young people (0-19 years) in Southampton. This includes

- Universal provision of the Healthy Child Programme key contacts (i.e. the mandated antenatal visit, new birth visit, 6-8 week assessment, 12 month review, 2-2.5 year assessment and then the non-mandated school health needs assessments at school entry (4-5 years),
- Year 6 (10-11 years), Year 7 (12-13 years)
- Transition to Adult Social Care services
- Delivery of the National Child Measurement Programme and immunisation for school aged children
- Targeted support to those families with additional needs
- Family Nurse Partnership which is a licenced programme providing intensive health and wellbeing support to teenage parents and their child during pregnancy and up to the point their child becomes two years.

These services are commissioned under a contract to Solent NHS Trust.

**Oral Health Promotion Service** – which provides targeted support to early years settings across the city to promote oral health through supervised brushing programmes. The service currently works with around 30 settings. It is commissioned under a contract to Solent NHS Trust.

The integrated Prevention and Early Help offer will bring all these services together into a seamless journey of support for families. Priority outcomes for the service to achieve are defined as:

- stronger, more resilient families where children are nurtured, their health, social, education and emotional needs are met and they are supported to make positive choices
- Improved school attendance and engagement with learning from early childhood onwards

- Increased emotional wellbeing and resilience amongst children and young people.

Other services closely aligned to the offer include:

**Education Welfare Service (EWS)**– supporting all schools in the City and engaging all cases involving statutory unauthorised attendance for children at Primary, Secondary and Special Schools.

**Youth Offending Service (YOS)** – statutory support to all children and young people aged 10-19 subject to court ordered intervention and/or informal diversion programmes.

Services not in scope, but likely critical to the delivery of the proposals include: Early Years Services, Education Inclusion Services, City Deal, Looked After Children(LAC) /Pathway Teams, Special Educational Needs and Disability (SEND), Housing Homelessness, Births and Registrations Services.

### **Summary of Impact and Issues**

#### **Integration of services to deliver a more coordinated Prevention and Early Help offer for children 0-19 years and their families**

These proposals are intended to:

- Maintain the current levels of delivery in Sure Start Children’s Centres, whilst rationalising the use of other venues and exploring delivery in alternative settings such as schools to reduce rent and overheads
- Extending some Sure Start Children’s Centres into Family Hubs within which a range of multidisciplinary “whole family focussed” services will be delivered, e.g. housing advice, adult learning, parenting classes, new birth registrations and specialist health interventions.
- Implement a new Family Information Service offering Information, Advice and Guidance to families and professionals working with families from Early Years through to Early Help.
- Remodelling Church View as a Youth Hub.
- Bring staff from across all the services in scope together into a fully integrated redesigned skill mixed workforce to maximise the reach and effectiveness of our family work services within a reduced financial envelope. This might include redesigned roles such as a new ‘Family Support Worker’ role to provide a consistent approach to family engagement in a range of settings and a more ‘specialist’ Family Engagement Worker’ roles supporting targeted interventions.
- Strengthen relationships with the community and voluntary sector to support delivery of the offer.
- Incorporate a digital and interactive offer to support and enhance information and advice for families and young people.
- Achieve savings in the context of a reduced financial envelope by delivering a collaborative model, within shared budgets and assets, integrated management and co-location of staff.

We will be looking to co-produce the finer detail of these proposals with staff, parents and young people via existing local advisory boards, youth champions and community and staff engagement.

**Risks:** A strong Prevention and Early Help offer is generally considered a marker of an authority described as 'good' by Ofsted. Any further reductions will significantly diminish the city's capacity to achieve this and will certainly impact on a range of outcomes for children as well as exacerbate the risks of child poverty. Some delay or reduction in service may be experienced during periods of transition.

*Other Proposals.*

**The dispersal of the YOS into Early Help:** Once the Family and Youth Hub model is embedded, consideration can be given to how the statutory duties of the Youth Offending Service might be better delivered in communities and in liaison with Early Help. This will be informed by Youth Justice reform and the expected publication of the 'Taylor Review'. The YOS's most recent HMIP (Her Majesty's Inspectorate of Probation) inspection rating was 'requires improvement' with evidence of a strong trajectory towards good. The proposal to disperse this resource into Early Help could jeopardise future HMIP ratings as the uncertainty of this change impacts on confidence in the core delivery. The proposal requires a longer term view be taken in liaison with key partners. Preference with these proposals is, therefore, to support a remodelling of Early Help (Family Hubs) built around an expanded 'Inclusion Service' with the YOS and other services at its core establishing a 'Youth Hub' centred around Church View.

**Risks:** Any changes to the model of delivery would have to be achieved with partnership commitment to the agreed changes and a full consultation. High risk young people, such as those who are MAPPA (Multi-Agency Public Protection Arrangements) cannot access mainstream facilities; there are currently no LA run buildings suitable for young people due to closures of youth facilities since 2011. There is also insufficient capability and competence at current time within Early Help teams to support the delivery of this approach. The LA has at this time a statutory duty to provide a YOS (Crime and Disorder Act 1998) and to appoint a 'named Manager' for the service.

**Youth Offending Service - traded service:** This is a low risk option that does not impact on the public greatly, allowing the YOS to trade a strong menu of training and accredited programmes, primarily to schools. This will have the benefit of providing schools with an improved menu of support for young people, deliverable in schools.

**Education Welfare:** Review and restructure staff across Early Help and Education Welfare services to maximise effectiveness. Families working with the service are unlikely to experience any significant change.

A number of Academy schools are proposing changes to the school year which may require a review of these proposals as they may not fit in. In addition the impact of the need to resource court proceedings throughout the

year will need to be considered to ensure the Council can mitigate the risks of the Council being unable to manage or respond to demand or lose valuable allocated court time as a result.

<b>Potential Positive Impacts</b>	
The proposal aims to provide a more coordinated and integrated service.	
<b>Responsible Service Manager</b>	Jason Murphy Service Manager - Early Help and Youth Offending Service
<b>Date</b>	10 November 2016
<b>Approved by Senior Manager</b>	Joanna Cassey - Service Lead, Education & Early Help Stephanie Ramsey- Director of Quality and Integration Debbie Chase - Consultant in Public Health
<b>Date</b>	10 November 2016

**Potential Impact**

<b>Impact Assessment</b>	<b>Details of Impact</b>	<b>Possible Solutions &amp; Mitigating Actions</b>
<b>Age</b>	Impacts on all age ranges.	<p>There are several proposals in play that together or exclusively provide solutions and mitigate the risks.</p> <p>These include proposals outlined in this paper to:</p> <ul style="list-style-type: none"> <li>• Remodel services and promote greater integration and pool budgets.</li> <li>• Develop Family Hubs</li> <li>• Develop a Youth Hub and broader Inclusion Service</li> <li>• Support wider engagement of community, voluntary and faith sectors in</li> </ul>
<b>Disability</b>	Families with a disability or disabled child will be affected by the changes if services reduce or access is limited.	
<b>Gender Reassignment</b>	No known impact on this group.	
<b>Marriage and Civil Partnership</b>	No known impact on this group.	
<b>Pregnancy and Maternity</b>	The service offer through Sure Start and Family Points impacts on this group greatest if any reductions in service are experienced or access is limited. The services in scope support key public health outcomes for this group as part of the 'best start' principles and Healthy Child Programme.	
<b>Race</b>	All races will be impacted by these changes, with some communities affected more than others. Previous savings rounds have already greatly reduced the services capacity to engage families where English is not their first language – centres such as	

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
	Clovelly in the Central Locality are utilised by a broad range of BME groups in the community; many of whom would not otherwise access services elsewhere.	<p>delivery of services to children and families</p> <ul style="list-style-type: none"> <li>• Develop a one stop approach to information, advice and guidance for parents and professionals needing support (CYPIS, SID, Local Offer)</li> <li>• Deploy resources to key front line services such as housing, schools, SEND and offending to prioritise engagement with highest risk groups.</li> </ul>
<b>Religion or Belief</b>	As above.	
<b>Sex</b>	The changes are likely to impact on women greatest, particularly pre-birth or new birth mothers who may experience reductions in demand or access.	
<b>Sexual Orientation</b>	No known impact.	
<b>Community Safety</b>	The reductions in capacity to the YOS or changes to the model of delivery risk the positive performance in reducing first time entrants and re-offending. An indirect impact of reductions in services to communities could be to increase incidents of Anti-Social Behaviour (ASB) or criminality.	
<b>Poverty</b>	The proposed changes risk increasing the effects of poverty on children living in the city (currently 23.9%).	

Impact Assessment	Details of Impact	Possible Solutions & Mitigating Actions
<p><b>Other Significant Impacts</b></p>	<p>Reductions in school readiness. Reduced resources within children's centres, due to dwindling LA budgets and competing demands on those budgets, has seen reduced support for parents in accessing early years' provision; our percentage of 3 and 4 year olds attending funded early years' provision has reduced, thus meaning children are less likely to be 'school ready'. Early years' providers have had higher and higher expectations placed on them, as other support has reduced and the needs of children, and number of children with SEND, have increased. Increase in inappropriate presentation to ED or other specialist health resources. Increases in demand on statutory front door.</p>	