Annex 5 Service and Community Impact Assessment

CABINET - 19 APRIL 2011

CHILDREN, YOUNG PEOPLE & FAMILIES SERVICE REDESIGN

Service and Community Impact Assessment (SCIA)

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Date SCIA Completed	Jim Leivers – Interim Head of Service for Children and Families April 2011
Review Date for SCIA Initial review December 2011	
Support officers on SCIA	Sharon Fleming, Service Manager: Communications and Equality Lead for CYP&F Sally Latham – Equality Adviser

Purpose of the assessment

This document is intended to be a full assessment of the impact of the proposed Service Redesign of Children's Services on Oxfordshire's communities and those groups protected by equalities legislation.

This assessment is for council decision makers, as well as service users, children and families and partners.

The intention is alert us to barriers and concerns, so that we can judge whether the decision should proceed, or what changes we might need to make.

The proposed Service Redesign, includes the development of an Early Intervention Service, changes to the School Improvement Service and Social Care and Safeguarding Service as part of the council's 2011/12 - 2013/14 budget proposals, in line with the directorate's business strategy.

The assessment is based on the council's legal guidance for Making Decisions Lawfully and is informed by the Joint Strategic Needs Assessment (JSNA) of local health and wellbeing.

In December 2010, we carried out Initial Service and Community Impact Assessments (SCIAs) of the proposals for how we plan to make changes to our services for children, young people and families. This full assessment builds on these initial assessments.

As well as specific responses set out below we will continue, as a directorate, to respond to the concerns raised in this assessment. As we progress towards establishment of the new services, all service plans and developments will take into account the need to continue to assess the impact for equality groups. We will make sure the services meet needs in the most effective way and are successful in improving outcomes for children, young people and their families.

Our Proposals

Our proposal is to:

- a) Create a new Integrated Early Intervention Service for Oxfordshire.
- b) Redesign our Educational Services in response to national policy changes.
- c) Redesign our Children's Social Care Services in response to national policy changes.

Summary

The assessment found that the main equality issues related to:

- Access to youth provision for children and families from rural areas and children that have disabilities.
- Loss of peer support in rural areas for children at risk of being marginalised, children with disabilities, as well as young people developing an understanding of their sexual orientation.
- Managing the impact of reduced specialist services in terms of anticipating the needs of young people and having the capacity to respond to these needs. This relates to children with disability and special educational needs, as well as children from Black, Asian and Minority Ethnic (BAME) backgrounds.
- Overall it is our judgement that the plans aim to promote equality, are a proportionate response to the budget reductions and an action plan is in place to mitigate the above concerns.

We will monitor this action plan and review this assessment as part of the implementation project.

a) Early Intervention Service

Proposal	To join up and redesign several existing services to create a single integrated service focused on prevention and early intervention. The new multi-disciplinary integrated service would work locally across the county with children, young people and families facing multiple difficulties; ensuring that they receive timely and appropriate professional support. The service would work from a base of seven hubs across the county, each with a designated hinterland working closely with children's centres and our partners, providing outreach services to all communities.
	Currently the council fully funds 26 young people's centres and supports a further eight in minor ways. Included in the Early Intervention proposal are plans to make resources work more effectively by using young peoples centres as hub sites so that we can continue to fund youth services across the county from those hubs and satellite provision. In addition, we will work with local community groups, schools, the voluntary sector and other partners to develop innovative ways to deliver other youth activities in other parts of the county. A Big Society Fund has been created to support the establishment of community led initiatives.
What our initial SCIA	The hub model is likely to have a positive impact by encouraging closer working between professionals and with communities.
research	The reduction in youth services however is likely to have an impact on families living in rural areas and children with disabilities, who may find it harder to reach the remaining services.
	In addition children at risk of becoming marginalised, who may rely upon peer support available in rural youth centres may be disadvantaged.
What have	We have :
we done since	Reviewed our existing data to better understand the impact of the policy on groups who may be more affected. This includes our Joint Strategic Needs Analysis, a detailed database shared with our partners.
	 Held a general consultation putting the proposals on line and talking to interested parties.
	 Held specific consultations with parents and carers, children and young people, including with OYE, a young person disability forum. We have also reviewed previous consultations.
	 Reviewed our initial assessment at the Social Inclusion Reference Group

Assessment

1. The hub model:

Consultation feedback on the hub model was largely **positive.** Feedback raised issues about the geographic location of the hubs for rural families and reduced support for specialist services.

What did the consultation tell us?

- Respondents raised concerns that Hubs may be remote, have little local knowledge or contact with local schools and not reach isolated rural areas, especially in the south and west of the county.
- Concern regarding impact of reduced support services for Educational Psychologists, Special Educational Needs/ Learning Difficulties & Disabilities, behaviour, attendance, exclusions.
- It's a problem-focused model too focused on kids/families with problems.

What does the data tell us?

The JSNA indicates that approximately 20% of people in Oxfordshire live in rural wards, 20% in towns and 60% in conurbations of over 10,000. South Oxfordshire has the most wards classified as being villages or less.

Directorate Response

The hubs are intended to encourage more sharing of local knowledge between partners. We will make sure that the rural nature of Oxfordshire continues to be incorporated in our plans. Additionally, localities are looking at their own resources, and not necessarily services provided by the council.

We will make sure local people know that hub staff will work locally and assertively with children, young people and families, to provide out-reach services across the geographical areas. Children, young people and families will not therefore be expected to travel to the hubs to receive services.

The hubs will act as champions for the most vulnerable in our communities and work in partnership with the community it serves to build on their own capacity to respond to the community needs.

2. Reduction in youth provision:

The initial impact assessment identified that children in rural areas, disabled children and lesbian, gay or bisexual young people may be disproportionately affected.

There were no concerns raised about how boys or girls might be differently affected, children from different ethnic background, or children from different ages. However, as a sector young people are the age-group using youth centres where reductions are

targeted and are likely to include a disproportionately high number already disadvantaged or vulnerable.

Equality Groups Impacted:

Children and Young People in Rural areas: There is a risk that outcomes for children and young people from these communities will be impacted by the reductions in youth service provision.

What do we know about children and young people using our youth support services in rural areas?

Total reach for the Oxfordshire Youth Service to date in 2010/11 is 8,584 young people, of this 46.7% (4,008) live in rural areas (rural is defined as being in small towns and villages and not including Oxford, Banbury, Bicester, Witney, Abingdon or Didcot), These young people tend to attend slightly less frequently than young people in urban areas with 34,637 attendances (38.6% of the total)

Statistics show that open access youth work sessions attract Looked After young people, teenage parents, refugees and asylum seekers, young carers, those misusing drugs and alcohol, young offenders and young people who are Not in Education, Employment or Training [NEET]. However, percentages of each group in rural areas are comparatively low (each group representing less than 1% of the total).

The Participation in Positive Activities survey (PiPA) conducted in November/December 2010 with 62% of all Year 10 students at state schools across the county, showed a 63% uptake of positive activities by young people across Oxfordshire. In the rural districts the results were as follows:

Cherwell – 61.12%

South - 66.45%

Vale - 64.30%

West - 65.65%

Positive activities covers a range of providers including Young People's Centres – the survey shows that 26.25% of young people had used a Young People's Centre, this is the second highest venue for accessing positive activities, with only sports clubs at 39.64% scoring higher. Additionally this survey showed that 50.47% of young people travel by car to an activity whilst 44.62% walk.

Disabled children and young people: There is a risk that outcomes for disabled children and young people will be impacted by the reductions in youth service provision. This reduction may make it more difficult for children with disability in rural areas to attend local provision. This is important to their ability to socialise within their own geographic community opportunities.

What did the consultation tell us?

The consultation feedback showed the things that disabled children and young people liked best in their youth provision were a) trips, b) feeling safe, c) trying new food and d) being supported by an enabler.

Concerns were raised that: "Youth services were patchy enough for disabled Young People anyway – what now?" and "they really need the localness as they often go to school outside local areas".

What do we know about disabled children and young people using our youth support services?

There is a 9% self-reported take-up from disabled groups including physical disabilities using youth support services, which is above the county demographic. 20% of young people in youth service activities either have a learning disability or special educational needs. An average of 7.8% of the Not in Education, Employment or Training (NEET) cohort have identified learning difficulties or disabilities and 23% in contact with Connexions have a learning difficulty or special educational need.

The Children and Young People's Plan Survey (CYPPS) 2009, provides additional evidence about disabled children. These young people are less likely to feel safe; one in ten (10%) say they don't feel safe at all / very often in their local area in daylight, and a quarter (23%) doesn't feel safe there at night. Disabled children are socially isolated, four times less likely than their peers to go out or go to see friends. 24% do not go to out of school/college clubs and activities at all.

Gay, lesbian and bisexual young people (LGBT) There is a risk that outcomes for LGBT children and young people will be impacted by the reductions in youth service provision. Youth centres provide an important space for young people to socialise, gain peer support or discuss issues the with youth workers.

What do we know about LGBT young people using our youth support services?

National research by Terrence Higgins Trusts indicates that self-harm and depression are high amongst these groups.

The Children and Young People's Plan Surveys (CYPPS) and national data provide additional evidence about this equality group

- 5% of young people report they have experienced homophobic bullying.
- 34% have been called 'gay' whether they are or not CYPPS 2007
- National data from Stonewall (the Teachers' Report and the School Report indicate that two thirds of young LGB young people report they have been subject to homophobic bullying and 97% of them have heard 'gay' used as a derogatory term.
- We will make sure that local people know that, youth work activity will continue in the evenings and weekends at the seven proposed hubs with additional sessions

in areas of particular need, six in satellites and other facilities such as those on school sites run by schools. This is in addition to a range of provision by the voluntary and community sector. We are working with local community groups, schools, volunteers and other partners to develop innovative ways to deliver youth activities and have created a Big Society Fund to 'pump prime' community-led initiatives. A very low proportion of young people from vulnerable groups access our current rural centres and the focus of our funded provision is to support these groups. Our centres and satellites have been identified in areas of highest need for these groups.

- We will work with colleagues in the Youth Inclusion, SEN and Social Care teams to monitor the impact of any changes that arise from the hub developments on young people with SEN and /or disabilities.
- Key activities and support for young people with disabilities will be targeted through the hubs. The development of integrated multi-disciplinary teams means that risks are minimised and could ensure the development of a stronger skill base in working with youth in the long term.
- Youth services will continue to provide advice and casual socialising opportunities
 for peer support for LGBT young people. An LGBT group operates in Banbury and
 has been active in recruiting new attendees. We will commission training in this
 area of work for the hubs if necessary. Work with targeted groups including LGBT
 can continue to be a priority if identified as a key local need.
- No cuts are being made to SEN Support Services (SENSS) and to statutory services provided by Educational Psychologists. Schools will be able to buy additional educational psychologist time through a traded service. A traded service for Behaviour Support is being promoted across schools and settings to maintain some level of additional resource to access and buy in.
- A workforce development programme will be established to provide all staff with induction, ongoing support and supervision and continued professional development. This will provide good opportunities for staff to build on their existing skill base and knowledge relating to meeting the needs of equality groups and to extend their capacity to work in environments less familiar to them.

Conclusion: from the above assessment the council believes that the hub model or Early Intervention should be implemented, but there are important safeguards we need to put in place to support communities which may be disproportionately affected. Our actions to mitigate the risks and reduce impact are set out in the action plan

b. Education Services

Proposal	The proposal is to reshape education services to support an increasing range and diversity of schools and other settings in particular concentrating resources and providing targeted support and challenge on those where children are not making sufficient progress. Working with schools and settings the new services will build capacity to meet the changing education landscape through leadership, professional development and sustainable business planning. In areas such as SEN, we have proposed little change whilst recognising this area is likely to require future review as a result of the outcomes of any changes to national policy following the SEN and Disability Green Paper. Business skills services will make efficiencies by bringing together 14-19 and 16-19 services, the education Business Partnership and wider adult skills to work across Children, Education & Families Directorate and the Environment & Economy Directorate. Schools Organisation and Planning will remain relatively unchanged.
What our initial SCIA	We found no likely direct negative impact arising from the proposal to the statutory equality groups
research shows	The reduction in challenge and support in good and outstanding schools will mean less external support and intervention for some equality groups of young people. Though these proposals are not targeted at specific groups, there is a likely impact here which will become the prime responsibility of the schools involved. We found that there may be a risk for some Black, Asian and Minority Ethnic (BAME) groups where attainment has been lower than peer groups in other counties.
	The reductions in support in good and outstanding schools will mean less external support and intervention in areas of socio-economic deprivation.
What have we done since	 Reviewed our existing data to better understand the impact of the policy on groups who may be more affected. This includes our Joint Strategic Needs Analysis, a detailed database shared with our partners. Held a general consultation putting the proposals on line and talking to interested parties. Held specific consultations with parents and carers, children and young people, including with OYE, a young person disability forum. We have also reviewed previous consultations. Reviewed our initial assessment at the Social Inclusion Reference Group.

Assessment

Feedback on the School Improvement proposal was largely **positive** and largely confirms that the model itself does not detrimentally impact on Oxfordshire communities or equality groups.

What did the consultation tell us?

- Concern regarding impact of reduced support services for Educational Psychologists, Special Educational Needs/ Learning Difficulties and Disabilities, behaviour, attendance, permanent exclusions.
- Concern there is little for BAME, disabled and Travellers.
- Low aspirations for disabled children will less service mean even lower aspirations?
- Out of School Liaison Officers great at accessing inclusive activities and giving info will they go?
- Schools will never 'buy in' same services: "our school is already very stingy and complains all the time about cuts and how we don't have enough money so by making schools BUY additional services means making sure the people don't receive any service ..!" Asking schools to buy in services is OK "but mostly it will mean parents have to buy it privately and if you can't afford it you won't get it"

Equality Groups Impacted:

Special Educational Needs (SEN), Learning Difficulties and Disabilities (LDD). There is a risk that outcomes for children and young people with SEN and LDD will be impacted by the proposals for School Improvement.

What do we know about children and young people receiving support for SEN, Learning Difficulties and Disabilities in Oxfordshire?

Children have special educational needs if they have learning difficulties or disabilities that make it harder for them to learn than most children of the same age and thus require special educational provision. There are three levels of need, School Action, School Action Plus and Statement.

The JSNA indicates that in 2008/9, approximately 6% of school children in Oxfordshire were identified as School Action Plus.

In Oxfordshire in October/November 2010:

- 1,955 pupils have a statement of Special Educational Needs
- 4,968 children are in support of 'School Action Plus'
- The local area child population in Oxfordshire (age 0-18) is 137,500

The gap between SEN and non-SEN pupils' attainment at Key Stage (KS) 2 in Oxfordshire is increasing. Attainment levels for all pupils have risen year on year and attainment levels for children with SEN have also increased for the last three years but the rate of increase for children with SEN is slower and therefore the gap has widened.

At KS4 the trend is similar, although there has been a marked increase in attainment for children with SEN from 2009 to 2010.

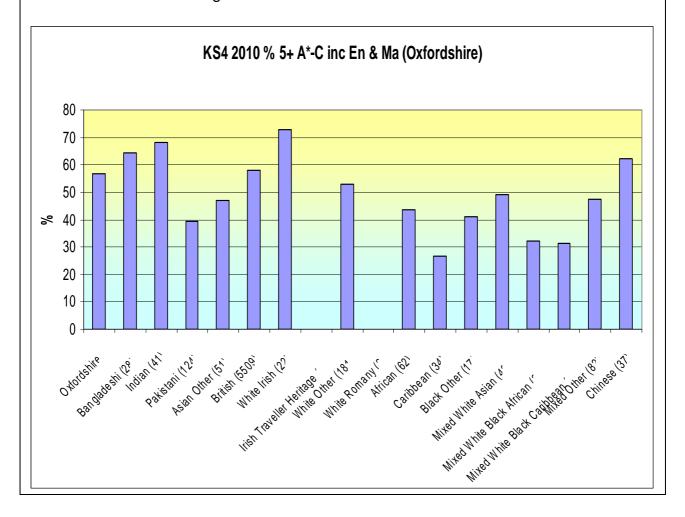
Black Asian and Minority Ethnic (BAME) Children and Young People and Travellers

Changes to the Equality and Diversity Achievement Service (EDAS) will result in government funding being directly channelled to schools. This will enable schools to make more effective local decisions on the needs of BAME pupils, with the aim of developing improved outcomes and promoting equality, however, schools may be faced with competing priorities regarding the use of this funding.

What do we know about BAME children and young people in Oxfordshire schools?

The January school census shows that 16.5 % of the statutory school age pupils in our schools are from BAME groups. 0.2% of these pupils are Travellers.

The academic outcomes by the age of 16 for young people illustrate the need to address the issues of underachievement of some BAME and Gypsy, Romany and Traveller (GRT) groups. The chart below of Key Stage 4 results (GCSEs) illustrates the percentage of Oxfordshire pupils achieving five or more good passes at GCSE (A* - C) including English and mathematics by ethnicity. The overall national average is 55.2% and the Oxfordshire average is 57.3%.



Children and young people living in poverty. There is a risk that outcomes for children and young people with SEN and LDD will be impacted by the proposals for School Improvement.

What do we know about children and young people living in poverty in Oxfordshire?

- In Oxfordshire in 2008, 11.7% of children were in poverty. This is lower than the national average of 20.9% however levels varied across Oxfordshire.
- In West Oxfordshire 7.4% of children were in poverty compared to 23.2% of children in Oxford City.
- The top five wards had 34%-42% of children living in poverty (Carfax, Blackbird Leys, Northfield Brook, Rose Hill & Iffley and Churchill).
- *Source: HM Revenue & Customs Child Poverty Statistics for 2008.
- In 2008/9, 9% of school children were eligible for FSM across Oxfordshire (6,944 of 81,057 school children).
- Levels varied greatly across Oxfordshire areas: 16% of Oxford school children were eligible for FSM, compared with 5% in West Oxfordshire.

Percentage eligibility also varied greatly between Locality areas:

- In nine of the 13 Localities fewer than 10% of children were eligible for FSM, while in Oxford South East 24% (nearly one in four) of school children were eligible.
- At Ward level, the top five wards had 23%-27% of school children eligible for FSM (Carfax, Blackbird Leys, Northfield Brook, Banbury Ruscote and Rose Hill & Iffley).

Directorate Response:

- The hubs will provide support services for inclusion social care, behaviour and attendance.
- Aspirations for children with SEN and disabilities will not be lowered. The recent Green Paper Support and aspirations: a new approach to special educational needs and disability aims to encourage the highest aspirations and the directorate will be exploring the government's proposals to improve services in Oxfordshire.
- SEN services are being brought together to enable continuity of service delivery, common principles and approaches from birth to age 25, this includes the Early Years SEN team, statutory SEN Casework team, SEN Support Service and Educational Psychology Service. SEN services will play a key part in narrowing the gap in outcomes for children with SEN and will work closely with schools, settings, other education services, Early Intervention and Social Care teams.
- The Education Bill 2011 will significantly change the educational landscape. This
 will affect schools themselves, their governors and the council's role as local
 authority. Schools will receive greater individual responsibility and freedoms to
 shape their approaches for the benefit of their pupils. Headteachers and

governing bodies hold the responsibility for school improvement. Governing bodies are expected to commission independent advice / support themselves.

- The needs of BAME groups and Travellers will be met by the restructured Equality and Diversity Achievement Service (EDAS). The further reorganisation of this service is part of a planned longer term review of the effectiveness of work in this area. Principally schools will take direct responsibility for managing the support of pupils at risk of underachieving allowing senior EDAS team members to provide challenge to schools in this respect and ensure best practice is developed and shared. We have carried out a full Equality Impact Assessment of the services provided for these groups and have established systems for monitoring attainment.
- The coalition government has established a pupil premium. This funding allocation
 is mainly targeted at young people whose parents' income is particularly low. The
 funding source will follow the pupil to their school, which will then have
 responsibility for ensuring that this resource is effectively used to support the
 learning needs of such pupils.
- We will work with schools and in particular those schools with the greatest needs, to ensure that the achievement of underperforming groups is recognised, challenged and supported.

Conclusion: from the above assessment the council believes that the School Improvement proposal should be implemented but there are important safeguards we need to put in place to support communities who may be disproportionately affected. Our actions to mitigate the risks and reduce impact are set out in the action plan.

c. Children's Social Care Services

Proposal	To redesign our Children's Social Care Services in response to national policy changes. There will be no reduction in funding for frontline social care services; including child protection. However, pressures on these services are acknowledged as increasing. The proposed management restructure will maintain the current area structure, where the core functions of children's social care – assessment, care management of children in need of protection, and those looked after are being delivered through the three geographical areas. The aim of the proposal is to enable the service to concentrate on the core business of protecting children from abuse and neglect and supporting the most vulnerable children.
What our initial research shows	We found no likely direct negative impact arising from the proposal to the statutory equality groups. We identified some potential barriers relating to disability: the reduction in overall short breaks and placement availability will affect some families although the majority of services will continue to be provided.
What have	We have :
we done since	 Reviewed our existing data to better understand the impact of the policy on groups who may be more affected. This includes our Joint Strategic Needs Analysis, a detailed database shared with our partners.
	 Held a general consultation putting the proposals on line and talking to interested parties.
	 Held specific consultations with parents and carers, children and young people, including with OYE, a young person disability forum. We have also reviewed previous consultations.
	 Reviewed our initial assessment at the Social Inclusion Reference Group

Assessment

Consultation feedback on Children's Social Care proposal was largely **positive** and largely confirms that the proposal itself does not detrimentally impact on Oxfordshire communities or equality groups. We are not proposing a reduction of the number of staff responsible for the delivery of services and therefore there will be minimal impact on equality groups arising from the proposal.

Conclusion: from the above assessment the council believes that the Children's Social Care proposal should be implemented. We will continue to monitor to ensure safeguards are put in place to support communities who may be disproportionately affected in the future. Our actions to mitigate the risks and reduce impact are set out in the action plan

Action Plan

Desired Outcome and Action		Lead Manager	Timescale
1.	Establish a draft suite of headline performance and information data, which we will be agreed with schools. This is being designed to provide an overview of performance, including a range of potential risk factors/indicators to support initial decisions with regard to targeting of resources to meet the needs of equality groups.	Educational Effectiveness Manager (EEM)	Summer 2011
2.	Establish a tightly defined team of LA officers whose role will be specifically focussed on targeted challenge, intervention and support for identified schools and settings at risk of underachievement. Ensure that this team is well trained and effective in relation to the needs of equality groups.	Educational Effectiveness Manager	Summer 2011 and ongoing
3.	Ensure that EDAS colleagues work in partnership with other educational effectiveness officers in planning for and in support and challenge of schools and groups of pupils at risk of underachievement, including any BAME and Travellers	EEM & School Improvement AEN / SEN Manager	Summer 2011 and ongoing
4.	Increase the involvement of families and the voluntary sector in the future development of SEN services, to improve quality and value for money, and to deliver better outcomes for children.	Children with SEN Manager	Summer 2011 and ongoing
5.	Ensure the needs of disabled children young people and their families remain a high priority and focus by providing social care specialist skills, knowledge an experience.	Disability Senior Manager	Summer 2011 and ongoing
6.	Continue to implement Oxfordshire's Placement Strategy And Commissioning Plan For Children In And On The Edge Of Care	Deputy Director – Children's Social Care	Summer 2011 and ongoing
7.	Ensure equality groups access services – the Early Intervention service will set clear baseline data in relation to access to services by equality groups in hubs and satellites in particular in relation to young people with disabilities and LGBT groups and monitor uptake and review action to be taken.	Early Intervention Manager	By March 2012
8.	Support access to youth provision in rural communities – Oxfordshire County Council will	Youth Inclusion and	By March 2012

Desired Outcome and Action	Lead Manager	Timescale
support community groups to develop local solutions to the delivery of youth provision in areas where it is no longer able to fund services directly, and in particular in relation to rural communities through the Big Society fund and proposals.	Positive Activities Manager	
9. The Hub Development Project Task and Finish Group will design and deliver workforce development programmes to address meeting the needs of equality groups, incorporating the views of children, young people, parents and carers from these groups.	Early Intervention Manager	Sept 2011 onwards
Undertake assertive outreach work to ensure equality of access to support and provision for children and young people from equality groups and those living in rural communities	Early Intervention Hub Managers /Children's Centres Managers	Sept 2011 onwards

Details of any targets

- Relevant targets are set out in the Action Plan in Oxfordshire's Placement Strategy and Commissioning Plan for Children In and On the Edge Of Care.
- Relevant targets are set out in Children and Young People's Plan Action Plan.
- Through local performance dashboards, we will be able to set targets and monitor performance.

Details of agreements to be made with any partners to mitigate any risks

- Consideration to continue Service Level Agreement with Oxfordshire Association for Young People until March 312012 in order to support the development of local infrastructures for the community led solutions to youth provision, with a particular emphasis on rural and disability access.
- Agreements through partnership arrangements eg OSCB and Children's Trust.

Next Review: December 2011