



Equality Impact Assessment (EIA)

1. Topic of assessment

EIA title	Proposed changes to externally commissioned early help services for young people
EIA author	Nikki Parkhill

2. Approval

	Name	Date approved
Approved by	Frank Offer, Head of Market Strategy	17/05/2017

3. Quality control

Version number	v.6	EIA completed	18/05/2017
	17/05/2017	EIA published	

4. EIA team

Name	Job title	Organisation	Team role
Chris Tisdall	Principal Commissioning Manager	Surrey County Council	

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	<p>Surrey County Council is transforming its early help offer for children, young people and families, to provide holistic support to the whole family that enables them to achieve positive outcomes and to make sure that services are good value for money. This change is being delivered at a time when unprecedented financial pressures are being faced, stemming from decreasing funding from central government and increasing demand for Council services. It is therefore vital to continue investing in early help services that realise the best outcomes and offer best value for money.</p> <p>In order to achieve savings during 2017/18, the Commissioning and Prevention Service in the Children, Schools and Families Directorate are reviewing the services we run ourselves (in-house) and those that other organisations are commissioned to deliver (through grants or contracts). This EIA focuses on the first phase of savings, which are required to deliver £0.25 million savings in 2017-18, rising to £0.45 million in 2018/19.</p> <p>This equality impact assessment is seeking to understand the impact of the proposed reductions to early help services currently delivered for young people across Surrey by external organisations.</p>
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<p>What proposals are you assessing?</p>	<p>Following an 8 week public consultation, this document assesses the potential positive and negative impacts of the proposal to bring to an end funding for Neighbourhood Local Prevention Grants at the end of the second year of the three year commission, from 31 August 2017.</p>
<p>Who is affected by the proposals outlined above?</p>	<p>Young people, families, communities and staff from the provider organisations are affected by the proposals. The Neighbourhood Local Prevention service has been locally designed, commissioned and targeted to meet specific needs in specific communities. The commission delivers community based projects, targeted in response to local need, to build the resilience of young people and address barriers to employability.</p> <p>During 2015-16, a total of 31,612 hours of activities were delivered for young people across Surrey through services funded by the Neighbourhood Local Prevention Grants. The provision was accessed by 2058 young people, with each young person attending for an average of 15.4 hours. Of these young people:</p> <ul style="list-style-type: none"> • 15% are currently or have previously been open to Children’s Services • 5% have been open to Youth Justice System in last 24 months • 26% currently have an Education, Health and Care Plan (EHCP) or receive SEN Support

6. Sources of information

Engagement carried out

A number of engagement activities occurred during the consultation period which ran from 9th March to 3rd May 2017. These included an online survey hosted on Surrey Says and four area based face to face drop in sessions. The team also facilitated a focus group that was organised by one provider and included representatives from schools, a parent and a young person. In addition, we visited a group of young people who access one of the mobile youth work services in one of our more isolated communities. We also engaged with representatives from each of the providers through our scheduled contract, performance and quality review meetings during March and April. Colleagues from partner organisations and other stakeholders were asked specifically to share equality issues/ concerns about any impacts that may be experienced by young people who have protected characteristics. We received 56 responses to the online survey from young people, parents, providers, schools, elected members, borough and district councils and other stakeholders. In addition, we spoke with 12 young people during one of the drop in sessions and received 7 emails containing detailed feedback about the proposed changes and concerns about the potential negative impacts of reducing funding for young people’s early help services on young people, families and communities.

Prior to this, young people, providers, elected members and other stakeholders were engaged throughout the commissioning processes that shaped the current format of Early Help services for young people which started delivery in September 2015.

Data used

This EIA draws on performance data provided by the One to One Local Prevention, Neighbourhood Local Prevention and the Year 11-12 Transition Commission; case studies; reports from the quality assurance activities undertaken for of both strands of the Local Prevention service; SCC

Commissioning and Prevention Weekly Report (26th January 2017); and the following JSNA chapters (reference has been made to the EIA undertaken in 2014 when the current model was being developed and commissioned. Feedback gathered during the consultation period will be included):

- Surrey County Council (2016) 'The SEND challenge: growing levels of need: Needs analysis summary'
- Surrey County Council (2016) SEND Needs Analysis Section 2.1.3, SFR31/2014
- SCC Child Sexual Exploitation Needs Assessment, 2016
- Report: Demographic Growth 2015-2025. School Organisation Plan 2013/14 – 2022/23 and updated information from the Edge-ucate system (appendix 1)
- Council of Europe (2008) Child and teenage suicide in Europe: A serious public-health issue: Report Document 11547
<http://assembly.coe.int/main.asp?Link=/documents/workingdocs/doc08/edoc11547.htm>
- Families in Poverty Needs Assessment 2010
- Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey (2013)
- Surrey Joint Strategic Needs Assessment (JSNA) chapters, including: Domestic Abuse (2011); Ethnicity (2011); Family Stability (2011); Mental Health (2011); Religion (2011); Sexual Orientation (2011); Children and young people with Special Educational Needs and Disabilities (SEND) (2017); Parenting (2011); Teenage Pregnancy (2011); Unaccompanied (and former unaccompanied) Asylum Seeking Children (2011); and Young Carers and Young Adult Carers (2014).
- ONS population estimates (2010)
- Parkhill, N. (2016) The Youth Work Commission Final Report
<http://www.surreyi.gov.uk/Resource.aspx?GroupID=27&ResourceID=1710>
- Reed, B., Rhodes, S., Schofield, P. & Wylie, K. (2009) *Gender Variance in the UK: Prevalence, Incidence, Growth and Geographic Distribution*. GIRES. Available at www.gires.org.uk
- Surrey County Council (SCC) reports including: Services for Young People (SYP) performance reports (2015-2017); SYP Cabinet Paper 'Re-commissioning for 2015 – 2020' (April 2014); SYP: Analysis of the Engagement Paper Feedback: DRAFT V2 (2014); Young people's perspectives (2014); Young people's feedback through the Surge Survey (2014); SYP Needs Assessment 2013; Evaluation of Commissions (2013); and One in Ten: A needs assessment of young people aged thirteen to nineteen in Surrey (2010).
- Whittle, S., Turner, L. & Al-Alami, M. (2007) *Engendered Penalties: Transgender and Transsexual People's Experiences of Inequality and Discrimination*. Press for Change. Available at <http://www.pfc.org.uk/pdf/EngenderedPenalties.pdf>

7. Impact of the new/amended policy, service or function proposals

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	Young people who access other early help provision will continue to receive a service. The de-commissioning / transition plan will ensure that young people are supported to access alternative provision where possible.	<p>There will be less opportunities for young people to access early help. This may lead to experiencing greater disadvantage and/ or negative outcomes which result in them needing to access more specialist services. Feedback from stakeholders has indicated that there is likely to be a negative impact on other residents and local communities due to increased anti-social behaviour resulting from less positive activities for young people.</p> <p>Young people who live in more rural areas/ have a lack of public transport will miss out on activities the most.</p> <p>Loss of funding available to the Voluntary, Community & Faith Sector (VCFS) through this approach may also lead to a reduced provision for young people outside of that commissioned by SCC, as it will reduce the resources available and may mean some aspects of services provided become unsustainable. Further to this, it is possible that wider community benefits and social capital generated through the current delivery model are lost.</p>	<p>According to the most recent data available, 53% of referrals received for early help across Surrey are aged 10-18.</p> <p>In 2015-16, 2058 young people participated in Neighbourhood Local Prevention activities.</p> <p>As of 4th May 2017, 56% of the young people within the target aged range of 11-18 (who have correct dates of birth uploaded onto the Attendance App) are aged 14-16.</p> <p>There is projected growth in total numbers of 16 to 18 year olds in Surrey of 3,990 between September 2015 and 2025, which represents an increase of just under 10%. The expectation is that the growth in year 12 learners will be 2,631 across the county, with the largest growth being in Reigate and Banstead, Runnymede, Elmbridge and Woking.</p> <p>Mobile youth projects delivered as part of the Neighbourhood Local Prevention activity tend to be located in areas where there is no other provision and increases access to services for young people who, in particular, live in rural communities.</p>
Disability	None identified	Young disabled people and those who have special educational needs will lose opportunities for group	In 2015-16, 26% young people who accessed neighbourhood local prevention services had an Educational, Health and Care

		<p>activities that enable them to achieve positive outcomes.</p> <p>The removal of neighbourhood local prevention activities is likely to have an adverse impact on the mental health and emotional wellbeing of the young people who access provision. This is particularly so for those who live in rural locations or are otherwise socially isolated.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young people who access provision outside of that commissioned by SCC as it will reduce the resources available.</p> <p>Mental health was listed as a key concern by Youth Task Groups in Elmbridge, Mole Valley, Tandridge, Reigate & Banstead, Runnymede, Spelthorne and Woking</p> <p>Provision for young people with special educational needs and/or disabilities (SEND) was identified as a priority in Guildford and Spelthorne.</p>	<p>Plan (EHCP) or received additional support within their educational setting (SEN Support).</p> <p>In 2016 Surrey County Council identified that there was:</p> <ul style="list-style-type: none"> • Increasing population and growing need • A need to reduce the gap in key outcomes achieved by children and young people with SEND compared to their peers <p>The categories of SEN children that are most likely to not be in education, training or employment (NEET) are those with Social, Emotional and Mental Health (SEMH) and Moderate Learning Difficulties (MLD). (JSNA: Children and Young People who have SEND, 2017)</p> <p>Young people have said one of their key concerns is mental health and emotional wellbeing and that they would like to have people to talk who they can have a long-term, trusting, relationship with. They said it can impact on their ability to engage in learning or work. (Young People’s Perspectives, 2014; Young people’s feedback through the early help consultation, 2017).</p>
<p>Gender reassignment</p>	<p>None identified</p>	<p>Loss of funding available to early help services will lead to a reduction in provision and access points for young people into services that they may find beneficial.</p> <p>Trans young people and those who have a non-binary identity and access the provision will lose safe spaces to be with their peers and supportive adults.</p>	<p>Current prevalence of people experiencing gender variance in the UK is estimated at 600 per 100,000 people, with those with gender dysphoria presenting for treatment estimated at 20 per 100,000 people. There is a currently a rapid growth rate of 15% per annum. These figures do not take account of those who are questioning their gender identity or who have not made their gender dysphoria known. (GIREs, 2009: 4).</p> <p>This largely hidden group are highly likely to experience transphobic bullying, harassment and discrimination in public places, schools, in the workplace and within their families which can have a negative impact on mental health. There is a higher</p>

			<p>incidence of suicidality amongst lesbian, gay, bisexual and transgender young people than the wider youth population (Council of Europe). Access to medical treatment and safe accommodation are also key issues for these children and young people (Whittle et al, 2007).</p> <p>As a result of concerns about their own safety, young trans people need to be able to choose which provision they access.</p>
Pregnancy and maternity	None identified	<p>Sexual health, pregnancy and relationships were identified as key concerns by Youth Task Groups in Elmbridge, Epsom & Ewell, Mole Valley, Reigate & Banstead, Runnymede, Spelthorne and Waverley. Less activities relating to relationships and sex will take place should funding be reduced. There will also be less points of access for young people to appropriate help, including the CCard condom distribution scheme should they need it.</p>	<p>'The recent child sexual exploitation (CSE) cases in Rotherham highlighted that the position of youth workers in the system, and how they worked, ensured that young people had relationships with adults who were able to recognise the issues and advocate on their behalf' (Parkhill, 2016: 20).</p>
Race	None identified	<p>Young people from Gypsy, Roma and Traveller communities will be particularly disadvantaged in some localities as there will be less provision accessible to them. Community cohesion may be affected within some areas as this has been a key focus of the work. Support for this cohort was identified as a priority in Guildford and Epsom & Ewell.</p> <p>Reduced provision will also have an impact on other BAME groups. During the consultation, one young person who accesses a football project delivered by the LP neighbourhood provider in Woking said: <i>"before I trained here I was not confident, I used to be bullied by how I played football and my race by teens. But now as I play here I feel more protected, this has been a great</i></p>	<p>White British people make up 83% of the resident population in Surrey. Other White is the second largest ethnic group with the largest ethnic minority group in Surrey being Indian, at 2.3% of the population (JSNA Chapter: Ethnicity). The 2011 Census shows that Surrey has become more ethnically diverse with rising numbers of people identifying with minority ethnic groups in 2011. Across the districts in Surrey, Woking was the most ethnically diverse area and Waverley the least.</p> <p>The percentage of statements of SEN has increased amongst mixed and Asian ethnic groups in the past three years.(SCC Education Performance 2011)</p> <p>All ethnic minority groups in the UK have a higher proportion of poverty compared to the majority white population (Families in Poverty Needs Assessment). Research suggests that a higher proportion of people from BME communities in the UK</p>

		<i>experience for me and wish this happened more often! thank you."</i>	<p>experience mental health problems compared to White British people. (JSNA Chapter: Mental Health)</p> <p>It is difficult to determine the exact size of Surrey's GRT population. 59% of children in the Surrey GRT community have special needs compared with 19% in the whole population. Children and young people in GRT communities are often expected to assume caring responsibilities for siblings or relatives (Needs Analysis for Gypsy, Roma and Traveller Children and Young People in Surrey 2011).</p>
Religion and belief	None identified	It is our assumption, in the absence of data, that the religion and beliefs of young people who access Neighbourhood Local Prevention activities will follow similar trends as the wider population. Particular faith groups may experience a negative impact through the withdrawal of services in particular areas.	According to the 2011 Census, 62.7% of Surrey is Christian, 0.5% Buddhist, 1.3% Hindu, 0.3% Jewish, 2.2% Muslim, 0.3% Sikh and 24.7% no religion. There is a 4% difference between the percentages of people who identify as Christian in rural areas (66.2%) versus the percentage who identify in urban areas (62.3%).
Sex	None identified	One provider has identified that young men may be particularly affected as they will have reduced access to positive male role models.	<p>In 2011 the difference in educational attainment between boys and girls ranges from 18 percentage points at the EYFS to 6.4% at GCSE. (SCC Education Performance 2011) Boys were nearly three times more likely than girls to have educational statements in Surrey. (JSNA Chapter: SEN)</p> <p>Young women aged between 14 and 17 are the most vulnerable to CSE (Child Sexual Exploitation Needs Assessment, 2016)</p>
Sexual orientation	None	Loss of funding available to early help services will lead to a reduced provision and access points for young people into services that they may find beneficial.	<p>JSNA Chapter: Sexual Orientation:</p> <p>Using mid-2009 population estimates, there are an estimated 5,700 young people aged 11-16 that are lesbian, gay, bisexual, transgender or questioning (LGBTQ).</p> <p>Identity-related stigma contributes to an increased risk of bullying and social exclusion – 34% of LGBTQ young people are estimated to have experienced homophobia whilst in school and</p>

			<p>domestic abuse – a third of LGBTQ young people are estimated to have experienced bullying at home by a parent.</p> <p>It is recognised that these experiences can have a negative impact on mental health and that there is a higher incidence of self harm and suicidality amongst lesbian, gay, bisexual and transgender young people than the wider youth population (Council of Europe).</p> <p>A fear of homophobia and the issues listed above can impact on a young person’s ability to participate freely in education, training, employment and other youth activities.</p>
Marriage and civil partnerships	N/A	N/A	
Carers (protected by association)	None identified	<p>A reduction of services will limit choices and accessibility for young carers, and access routes into other provision.</p> <p>Loss of funding available to the VCFS may lead to a reduced provision for young people who access provision outside of that commissioned by SCC as it will reduce the resources available in addition to the reduction of early help provision directly funded.</p> <p>Young people who have caring responsibilities were identified as a priority group in Elmbridge, Runnymede and Woking.</p>	<p>Young carers are more at risk of possible mental-health disorders including stress, anxiety, low self-esteem, depression, eating disorders, difficulty in sleeping, and self-harm. (JSNA Chapter: Young Carers)</p> <p>It is estimated that there are 14,030 children and young people aged 0 – 18 years old who are young carers in Surrey (JSNA Chapter: Young Carers and Adult Young Carers)</p> <p>Surrey Young Carers give support to 1650 young carers a year. The average age of a Surrey young carer is 12. (JSNA Chapter: Young Carers and Young Adult Carers)</p>

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Disability	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Gender reassignment	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Pregnancy and maternity	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Race	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Religion and belief	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Sex	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Sexual orientation	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Marriage and civil partnerships	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	
Carers (protected by association)	N/A The proposals relate to externally commissioned Services	N/A The proposals relate to externally commissioned Services	

8. Amendments to the proposals

Change	Reason for change
None	

9. Action plan

Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
Young people aged 11-18 will have less access to early help provision, some of whom will have protected characteristics, possibly resulting in increased negative outcomes, social isolation, anti-social behaviour and poorer mental health and emotional wellbeing.	Ensure that young people, especially those who have protected characteristics, are supported to access alternative provision, where possible, as part of the exit planning.	August 2017	Nikki Parkhill
	Work with colleagues to ensure that other early help provision delivered by the Family Service and the remaining externally commissioned early help service is accessible to, and inclusive of, those who have protected characteristics.		
	Ensure that future early help commissioning and the Early Help Transformation address the needs of this cohort. This will include ensuring that young people who are the most vulnerable, including those with protected characteristics are prioritised for support through effective early identification, using both available data and local knowledge.	December 2017	Frank Offer and Ben Byrne

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
There will be less opportunities in the short-term for young people, some of whom will have protected characteristics, to participate in positive activities, access help and develop relationships with supportive adults, as well as opportunities to spend time with peers in a safe environment. This is especially true for young people who live in rural communities. In the short-term and as part of de-commissioning, young people will be sign-posted to other local services when these are available or, where appropriate, referred directly to 1-1 Local Prevention Services. In the medium-term, the Council will aim to mitigate these impacts through the wider review and integration of all early help services to be in place from 1 January 2018.	Age, disability, gender reassignment, race, sex, carers

11. Summary of key impacts and actions

<p>Information and engagement underpinning equalities analysis</p>	<p>JSNA Chapters, data from the Attendance App, census data, needs assessments, responses to the consultation (Surrey Says Survey, direct feedback from young people, parents and other stakeholders, and a focus group), and case studies written by providers.</p>
<p>Key impacts (positive and/or negative) on people with protected characteristics</p>	<p>Young people aged 11-18, some of whom will have protected characteristics, will have less access to early help provision, possibly resulting in increased negative outcomes, social isolation, anti-social behaviour and poorer mental health and emotional wellbeing. Young people who have special education needs and disabilities, young people who have poor emotional wellbeing, GRT young people, those who live in rural communities and young carers are likely to be particularly affected.</p>
<p>Changes you have made to the proposal as a result of the EIA</p>	<p>The EIA has helped to inform the proposal by exploring the impact of 4 potential approaches to securing the required financial savings. It was identified that bringing funding for Neighbourhood Local Prevention to an end one year early would have less negative impact on individual young people, including those who have protected characteristics, than the other options considered.</p>
<p>Key mitigating actions planned to address any outstanding negative impacts</p>	<p>Ensure that young people, especially those who have protected characteristics, are supported to access alternative provision, where possible, as part of the exit planning. This may include referring particular young people for early help provided by the 1-to-1 Local Prevention service if appropriate.</p> <p>Work with colleagues to ensure that other early help provision delivered by the Family Service and the remaining externally commissioned early help services is accessible to, and inclusive of, those who have protected characteristics.</p> <p>Ensure that the Early Help Transformation programme and future early help commissioning addresses the needs of this cohort.</p>
<p>Potential negative impacts that cannot be mitigated</p>	<p>There will be fewer opportunities in the short-term for young people to participate in positive activities, access help and develop relationships with supportive adults, as well as opportunities to spend time with peers in a safe environment. This is especially true for young people who live in rural communities. In the short-term and as part of de-commissioning, young people will be sign-posted to other local services when these are available or, where appropriate, referred directly to 1-1 Local Prevention Services. In the medium-term, the Council will aim to mitigate these impacts through the wider review and integration of all early help services, to be in place from 1 January 2018.</p>