

Swindon Borough Council Diversity Impact Assessment

Review of Youth Engagement Service 2017

1 What's it about?

What is the proposal? What outcomes/benefits are you hoping to achieve?

The proposal is to make savings by reducing the Youth Engagement Service from a targeted service to a smaller service with a specific focus on the most vulnerable children and young people in Swindon; Children Looked After, Youth Offenders and those at risk of sexual or criminal exploitation.

The review will determine a future model for delivery that would in essence only reach those most at risk/vulnerable and provide the minimum statutory duty re NEET tracking.

Who's it for?

This proposal will directly affect staff, support workers and the service users they work with.

There are currently 20.04 FTE Youth Engagement Workers (21 workers):

- 13.7 FTE delivering targeted YEW work as caseloads and the remainder working with
- The Family Service & Troubled Families
- OPAL
- Traded services (Stratton PRU & Tuition Service)
- YOT and Leaving care teams (Specialist EET support)

The role of the Youth Engagement Worker (YEW) was developed in Swindon in April 2011. This workforce is a team of highly skilled practitioners with a range of backgrounds from youth work, careers advice, and education. It is important to note that they are not 'only' youth workers and there is no traditional youth service in Swindon.

The main focus of their work is to support young people into education, employment and training by identifying the barriers to progression. Acknowledging that being in employment and education is one of the major protective and resilience factors for a young person, YEWs work with the identified NEET (not in education employment or training) population, those young people who are identified as being at risk of being NEET in year 11, and young people who are engaged in high risk taking behaviours. This work is delivered in a variety of settings; youth centres, family homes, education settings and neutral venues. The young people are worked with on a one to one basis and in groups. Some residential and trips are also delivered by the teams for targeted young people. There is a small amount of youth engagement traded service supporting the delivery programme at Stratton PRU and to provide extensive post 16 transition support for year 11 Tuition Service pupils.

Youth Engagement Workers have extensive experience of working successfully with those termed as 'hard to reach' and 'vulnerable' young people. The basis of all their work is to develop productive, effective and professional relationships with young people to create opportunities for successful outcomes. Their work with young people is needs led, undertaking on-going assessment using the Early Help Record and Plan (assessment and plan) and employing a solution focused approach to their intervention.

Service delivery and development is not nationally defined but is based on established good practice and guidance from education and social care and benchmarking against some limited national and regional performance data and more extensive locally agreed KPIs and outcomes.

Service outcomes.

There were 1051 young people worked with in 2015/16. In Q1 of 2016/17 there were 393 young engaged in services. There were a total 211 positive outcomes recorded in Q1, the most positive outcomes recorded were young people gaining employment (24 young people), reporting improved emotional health (22 young people) and re engaging in learning (18 young people) as a direct result of youth engagement intervention. Outcomes also include reducing the risks of sexual and criminal exploitation, understanding and being safe in sexual health, improving emotional wellbeing, dealing with conflict and crisis and family and relationships

The expertise of the team contributes to positive outcomes in other specialist areas in Education, Social Care, YOT, OPAL and Leaving Care teams. In Q1 there were 20 young people in care, 43 children in need and 4 at child protection plan level. There were 33 young people educated other than at school, 62 with special education needs identified. 15 had an education and health care plan. 28 were known to the youth offending team and 66 were young carers. 93 were identified as having Troubled families phase 2 vulnerabilities.

The Youth Engagement Service contributes to the NEET performance but does not have overall responsibility for NEET as this sits with the Skills and Employment Board. The table below shows the performance of NEET is better than our stat neighbours although slightly lower than the National figure.

NEET aged 16 and 17: Quarter 1 2016/17			
	Apr	May	Jun
Swindon	3.4%	3.5%	3.7%
Stat Neighbours	4.0%	4.1%	4.1%
South West	3.2%	3.3%	3.3%
England	3.3%	3.4%	3.4%

NEET Activity Unknown			
	2013	2014	2015
Swindon	11.8%	5.9%	10.6%
Stat Neighbours	9.9%	10.2%	11.1%
South West	8.6%	9.6%	8.2%
England	9.2%	9.0%	8.4%

There are currently 20.4 FTE staff, fulfilling a variety of roles, the majority based in the four localities, with some on specialist secondments working with Troubled Families, Children Looked After and children at risk of sexual exploitation. The YEW service has a good track record of maintaining low numbers of NEET young people and encouraging post 16s to remain in learning, tracking young people's destinations and offers help to young people as part of the September Guarantee.

Youth Engagement Workers assess a young person's needs and vulnerabilities using the established single assessment 'Early Help Record and Plan' and are successful in achieving a wide range of positive which includes a significant contribution to the Troubled Families programme in terms of identified lead professional, where intelligence analysis identifies vulnerable families and these are allocated to workers to engage with to reduce the vulnerabilities against the specified troubled families criteria. Families worked with bring in an engagement reward of £1000 and where positive change is evidenced against this criteria a further £800 payment.

Youth engagement is effectively targeted at young people who are the most vulnerable and with the highest risk where young people who have a significant vulnerability are supported. For example of all of the children with children protection plans aged 13 to 18 year olds, 18.8% have a youth engagement worker. Youth engagement workers are working with 25 young people known to be at risk of child sexual exploitation. At the November '15 meeting of MARP (multi-agency risk panel – which reviews young people with the highest risk of CSE and criminal exploitation), of the 14 cases on the agenda 11 had a youth engagement involvement. The department of education publication entitled 'positive for youth', which was issued in 2011, outlines the responsibilities of local authorities in regard to open access youth centres. In summary, it states that 'Local areas will need to consider what balance of targeted services and open access services will best meet local needs... local authorities' statutory (have a) duty to secure, so far as is reasonable practicable, access to educational and recreational activities for

the improvement of young people's wellbeing.' The links for the positive for youth publication, the Education and Inspections Act 2006 are below.

<https://www.gov.uk/government/collections/positive-for-youth>

<http://www.legislation.gov.uk/ukpga/2006/40/section/6>

Local authorities have statutory duties, which were further defined by the 2008 Education and Skills Act, to identify young people who are not participating in education, employment or training.

Local authorities must make arrangements - i.e. maintain a tracking system - to identify 16 and 17 year olds who are not participating in education or training. Putting in place robust arrangements to identify young people who are not engaged in education or training or who have left provision. The Act requires local authorities to offer support as soon as possible. Local authorities are expected to meet any costs incurred in the delivery of these duties from their overall budgets, including central government grants.

The Department for Education receives performance data from local authorities at key dates during the year. One of the key areas of performance is the unknown figure – which is the amount of young people who the local authority have not be able to establish their education/employment status.

<https://www.gov.uk/government/publications/participation-of-young-people-education-employment-and-training>

How will this proposal meet the equality duties?

We will apply structural change processes according to our existing policies and procedures in an open and transparent manner, so reducing the risk of inadvertently contravening the duty to eliminate harassment, victimisation and discrimination of staff including those with protected characteristics. We will ensure that employees understand the reasons for organisational change, are informed, consulted and involved in influencing change.

There may be an effect of these proposals on the day-to-day running of the service, especially as new structures are established, and so this may affect our ability to advance equality of opportunity for staff, volunteers and service users.

The following equality considerations have been identified (subject to Cabinet finance decisions):

Age: The YEW service will continue to provide limited specialist support to youths from 13 years up to the age of 18 determined by the level of vulnerability.

Disability: All YEW staff are up to date with DDA and equalities training. All children's Services buildings are Disability Discrimination Act (DDA) compliant and meet the current legislation. When working in the community staff will need to consider the needs of service users including any access issues relating to building they may be working from.

Ethnicity: Access for BME families may be more difficult due to language or custom barriers. Information and advice may not always be available in all languages.

Gender: Fathers are deemed to be a hard to reach group and are a target group for children's services to engage. Consideration will be given to where and when workers engage with families to fit in with schools and parents and carers working patterns.

Maternity & Pregnancy: YEW staff will take advice from experts namely Midwifery and the health visiting service provide services both universally and for those who have specific needs.

Religion and belief: Individual customs, traditions and beliefs may be a barrier to access.

Sexual Orientation: There are no current identified issues.

Socio-Economic: The reduced service will cover the whole of Swindon. Access in rural areas may be more difficult for families without access to, or who cannot afford transport. The YEW workers outreach to their geographical areas and also to individual families to give greater equality of access.

The YEW service comply with relevant duties under the Childcare Act 2006 and relevant associated guidance. Section 1 of the Childcare Act places a duty on Local Authorities to improve the well-being of children in their area and reduce inequalities between them. Section 3 Places a duty on local Authorities to make arrangements to secure that early childhood services in their area are provided in an integrated manner in order to facilitate access and maximise the benefits of those services to young people and their parents.

What are the barriers to meeting this potential?

These proposals will make it more challenging to support children and young people in a preventative role before they are identified as being at a higher level of vulnerability as a direct result of reduced staffing levels.

2 Who is using it?

Refer to equality groups

What data/evidence do you have about who is or could be affected (e.g. equality monitoring, customer feedback, current service use, national/regional/local trends)?

In 2014 there were 48,604 under 18s in Swindon and 15,063 children aged 0 to 4 (6.7% of the population). The highest numbers of both under 18s and 0 to 4 year olds are in the wards of Priory Vale, St Andrews and Walcot and Park North. Over the next 20 years, Swindon's population of 0 to 18 year olds is predicted to increase by 19%.

YEWs predominantly work with 13 to 18 year olds for up to 12 months, although there are circumstances where support is offered below and above that range, for example when working with a whole family. The average open involvements is 22 young people per worker at any one time totalling around 400 open to the service per year. Summary;

- Gender - 47% Female 53% Male
- Ethnicity – 86% White British, 1.3% Asian, less than 1% Black & Chinese, 4.8% Mixed.
- Age – 50% are age 16 & 17, 23% under 14 and the remainder 18+.
- Vulnerabilities – the highest are not in education, excluded, offending, Troubled Families and in need of social care support.

Who is missing? Do you need to fill any gaps in your data? (pause DIA if necessary)

There will be a consultation and engagement exercise undertaken with staff, service users, and other stakeholders. During this process, staff and service users will be involved in helping to develop and shape the review (see below). A report on the outcome will be taken to Cabinet in February 2017.

3 Impact

Refer to dimensions of equality and equality groups

Show consideration of: age, disability, sex, transgender, marriage/civil partnership,

maternity/pregnancy, race, religion/belief, sexual orientation
and if appropriate: financial economic status, homelessness, political view

Using the information in parts 1 & 2:

- a) Does the proposal create an adverse impact which may affect some groups or individuals?
Is it clear what this is? How can this be mitigated or justified?

The proposal has 4 options

Option 1 Reduction in 4.04 full time equivalent (FTE) posts in total
Maintain 16 FTE youth engagement workers

Option 2 Reduction in 8.04 full time equivalent (FTE) posts in total
Maintain 12 FTE youth engagement workers

Option 3 Reduction in 13.04 full time equivalent (FTE) posts in total
Maintain 7 FTE youth engagement workers

Option 4 Reduction in 20.04 full time equivalent (FTE) posts in total
Maintains no posts

Summary of impact against these options

Option 1 and 2 Services would remain largely unchanged. No identified adverse impact other than the closure of centre based youth activity. Although the targeted work will continue in some form, the open invitation for young people not known to YEW services to attend a 'youth centre' will no longer remain.

Option 3 Would maintain a service for the most vulnerable which is based on a clear established criteria of referral and assessment that does not adversely impact on any protected characteristic or status when considering vulnerability and access to services where they are needed.

Option 4 would put the most vulnerable children and young people at risk of an adverse impact due these being the most vulnerable and by the majority being male, white, with a low income and poor educational attainment. There would be no direct mitigation in this option.

Reduction in staff.

Dependent on the outcome of the review any reduction in staff proposed will likely impact on the number of service users receiving a service. Hence we will need to ensure that the most vulnerable will continue to receive a targeted service where possible. There will possibly be an impact on young people being tracked and targeted due to being NEET and those attending centre based youth activities. However It is not planned that any other specific group will be adversely affected.

Children Families and Community Health services have a well-established process in place for assessing need and bringing people together to find solutions when a rising vulnerability or concern has been identified. This is known as the single assessment, which begins with the completion of an Early Help Record and Plan and to a Team around the child meeting and may lead to a referral into Social Care for child protection concerns. The majority of these assessment and plans are generated by schools and other professional. Although there will be a reduced pool of professional to work due to the reduction of the YEW workforce there would continue to be a range of professional who can work together around the wider needs of the child and family.

Other tactical back office savings

A reduced workforce would result in less support services being required and may make savings in business support office and building costs etc.

b) What can be done to change this impact?

A programme of continuous improvement in the completing of Early Help Records and Plans is improving practice in assessment skills and planning SMART interventions. This is helping to ensure that services are targeted at those in the most need of help to stay safe and to thrive.

Where YEW staff may no longer be available to provide Centre based Youth Activity it is possible that the local community might wish to come together and continue with volunteers or making use of other funding available to communities. This could be considered as part of a consultation

c) Does the proposal create benefit for a particular group? Is it clear what this is? Can you maximise the benefits for other groups?

There is no specific group that would benefit from this proposal

Does further consultation need to be done? How will assumptions made in this assessment be tested?

There has been a consultation with staff, service users and the community which conclude on the 12th of December 2016. Subject to decisions made by Lead Members of the Council there may be a need for further consultation.

4 So what?

[Link to business planning process](#)

What changes have you made in the course of this DIA?

This DIA was produced as a consultation draft and subsequently updated. It will be regularly updated to reflect developments.

What will you do now and what will be included in future planning?

Within and following the consultation period we will need to test our assumptions about the service with current users of the stock and acquisition, events teams, which will then feed into future Cabinet reports.

Consider the feedback from the staff consultation re the changes that will impact the staff groups affected and continue planning the detail of the new service.

When will this be reviewed?

February 2017

How will success be measured?

Success will be measured through data analysis and feedback from staff and service users considering individual expectations and achieving positive results against the key outcomes.

For the record	
Name of person leading this DIA Kevin Leaning	Date completed 31.10.16 Updated 12.01.17 section 3
Names of people involved in consideration of impact	
Name of manager signing DIA Karen Reeve	Date signed 10.11.16

Diversity Impact Assessment – an inclusive business planning tool

1. What's it about? refer to equality duties

- What is the proposal? What outcomes/benefits are you hoping to achieve
- Who's it for?
- How will this proposal meet the equality duties?
- What are the barriers to meeting this potential?

2. Who's using it? consider all equality groups

- What data/evidence do you have about who is or could be affected? (e.g. equality monitoring, customer feedback, current service use, national/regional/local trends)?
- How can you involve your customers in developing the proposal?
- Who is missing? Do you need to fill any gaps in your data?

3. Impact consider dimensions and equality groups

Using information in parts 1 & 2:

- a) Does the proposal create an adverse impact which may affect some groups or individuals? How can this be mitigated or justified?
> What can be done to change this impact?
- b) Does the proposal create benefit for particular groups or individuals. Is it clear what this is? Can you maximise the benefits for other groups?
 - Does further consultation need to be done? How will assumptions made in this assessment be tested?

4. So what?

- What changes have made in the course of this DIA?
- What will you do now and what will be included in future planning?
- When will this be reviewed?
- How will success be measured?

Considerations

Our equality duties

1. Eliminate discrimination, harassment and victimisation
2. Advance equality of opportunity
3. Foster good relations

Equality groups

For the following equality groups: age, disability, sex, transgender, marriage/civil partnership, maternity/pregnancy, race, religion/belief and sexual orientation.

Extended by SBC policy to include: financial economic status, homelessness, political view.

Dimensions of equality

How will the proposal affect Human Rights and life chances of different groups? Consider how the proposal affects

1. Longevity.
2. Physical security.
3. Health.
4. Education.
5. Standard of living.
6. Productive and valued activities.
7. Individual, family and social life.
8. Participation, influence and voice.
9. Identity, expression and self-respect.
10. Legal security.