

SLF EQUALITY IMPACT ASSESSMENT REPORT COVERING STATEMENT

5th APRIL 2013

The attached SLF Equality Impact Assessment (EIA) report is an interim EIA which has been developed during the Programme phase of SLF. The SLF Service will be launched on 8th April 2013 and will continue to develop over the coming months. As a result there will be further iterations of this EIA as policies, processes and procedures are implemented and data in relation to protected characteristics is collected.

Current Situation

1. Data

A comprehensive 'Insight Phase' was undertaken in 2011 which included the identification, geographical mapping and profiling of 1300 families in Leicestershire who met the agreed criteria for complex needs, as well as a further 2000 families who were identified as having some of the risk factors that could result in families becoming complex. However, data was not available in relation to the protected characteristics of these families. It is therefore not possible to fully identify any potential barriers or adverse impacts until the service is operational and the data can be collected and analysed.

2. Existing policies, procedures & guidance

The SLF Programme has adhered to existing County Council guidance, policies and procedures. It has been agreed that the SLF Service will also utilise existing policies and procedures which have been subject to separate Equality Impact Assessments. However, the SLF service is working in conjunction with the new Early Help service in CYPS and therefore, the request for service process which is key to Early Help needs to be jointly assessed with CYPS.

Next Steps

- Collect protected characteristics data via the First Response request for service e-form and directly from families via the assessment process
- Analyse data to fill gaps in understanding the impact of the SLF service
- Review equality impact of existing policies, procedures and guidance when implemented by the SLF Service, in conjunction with relevant service
- Consultation, as required, with specialist support service and/or families to assess and mitigate any impacts.

Equality Impact Assessment (EIA) Report

For further information on undertaking and completing an Equality Impact Assessment, please see the [guidance](#).

Name of policy/ procedure/ function/ service being assessed:	Supporting Leicestershire's Families
Department and Section:	Chief Executives
Name of lead officer and others completing this assessment:	Jane Moore, Sue Haslett, Mona Cook
Contact telephone numbers:	0116 305 0030
Date EIA assessment completed:	February 2013

Step 1: Defining the policy/ procedure/ function/ service

Using the information gathered within the Equality Questionnaire, you should begin this full EIA by defining and outlining its scope. The EIA should consider the impact or likely impact of the policy in relation to all areas of equality, diversity and human rights, as outlined in the Equality, Diversity and Human Rights Strategy of Leicestershire County Council.

What are the main aims, purpose and objectives of the policy/ procedure/ function/ service? How will they be achieved?

The Prime Minister David Cameron received a report in the summer of 2010 which outlined the cost of Troubled Families (previously called Families with Complex Needs). A study had found that 120,000 families nationally cost nearly £9bn a year in public services. He pledged to turn around the lives of these families with consequent reduction in public service costs by the end of the Parliament.

In October 2010 the Chancellor announced a programme for Families with Complex Needs (FCN) beginning with 16 local authority areas including Leicestershire. The programme in Leicestershire was established in 2011 with the dual aims of:

- i) Improving outcomes for England's most complex families; and
- ii) Reducing the public service costs resulting from addressing the needs of these families.

Since then the Government has created a new Troubled Families Unit (TFU) headed by Louise Casey in the Department for Communities and Local Government (DCLG) to ensure consistent activity across England and to ensure the Prime Minister's ambition is achieved. A pooled budget from 4 Government departments totalling nearly £0.5bn has been created to support 152 local authority areas across the country to improve services to Troubled Families in their areas. In April 2012, the TFU launched funding support for the Programme based upon Payment by Results (PBR).

Leicestershire Together partners are committed to provide support not only to the families identified by the TFU criteria, but also to the wider 3,300 families identified through the Insight Phase of the Programme who either have multiple and complex needs, or are at risk of going on to have these needs if their current needs are not met more effectively.

It was agreed to name the service 'Supporting Leicestershire's Families' (SLF) to illustrate the wider ambition of Leicestershire Together partners to work with a range of families and to use a term more acceptable to families. The national Troubled Families initiative will be included within the service.

The service was launched on 8th April 2013. Partner agencies (County Council, JCP, District/Borough Councils, Police) have committed to providing resources (both financial and in-kind) to deliver the outcomes until March 2016.

By 2014/15 we will aim to:-

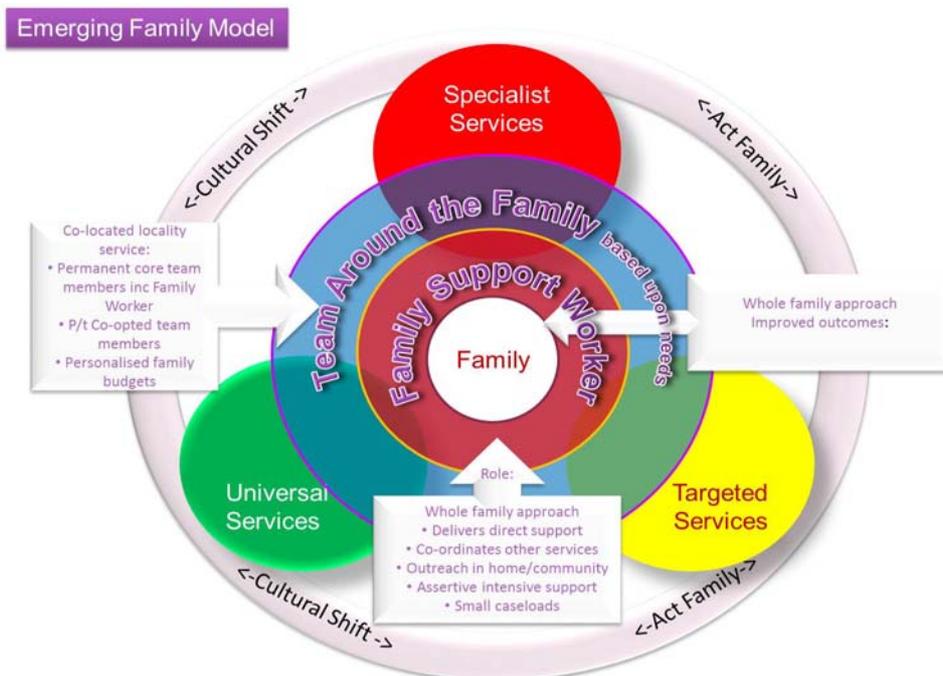
- have a shared knowledge of Leicestershire's troubled and 'at risk' families.
- streamline our services, addressing the needs of these families, improving their lives and reducing the cost to the public purse

- integrate the public and voluntary sectors to deliver these focused services
- re-balance the way we deliver services - so we are focused on those that are needed rather than providing universal services
- have a Leicestershire wide approach to commissioning services from a single shared budget

At the end of year 2 (2014/15), a formal review will take place between the SLF Commissioning Board and the Locality SLF partnership. The review will make provisional decisions about the future of the programme after the 3-year funding period (March 2016).

What are the main activities relating to this policy/ procedure/ function/ service and distinguish who is likely to benefit from these activities.

The SLF model seeks to better meet the needs of these families through a more cohesive and joined up approach and is shown in diagrammatic form below. It involves locality based teams providing families with longer term, personalised support and redesigning services to provide a 'team around the family'.



Family Support Workers (FSW) are the key to success providing longer term and consistent support to the family, both directly by providing practical support and by bringing in the services that they need at the right time. FSWs work in district localities supporting families in their homes and communities.

They will have a maximum caseload of 10 families depending on case mix. They will work with the family on a voluntary basis but will use statutory levers when required.

Team around the Family - FSWs work with other 'Team around the Family' services i.e. housing, benefits, debt advice etc. and also with other services, both statutory and non statutory. European Social Fund (ESF) Workers are also part of the wider SLF locality Team around the Family.

Senior Family Support Workers based in localities provide supervision, support and manage risks for families & Family Support Workers. They will also have a small family caseload.

Locality Managers are responsible for the number of families being worked with and the performance of their locality against agreed outcomes. They are also responsible for compliance with the family model and the spirit of vision and strategy for Supporting Leicestershire's Families.

Head of Supporting Families based at County Hall within the Chief Executive's Department will oversee the Supporting Leicestershire's Families service. She will also seek to improve practice,

processes, policies and protocols, as well as assuring locality performance and delivery by Locality Managers.

The policies and procedures for the SLF Service are existing documents which have all been subject to separate Equality Impact Assessments.

Families in Leicestershire that require this type of support have been counted by identifying addresses that have individuals exhibiting one or more of a range of problems from service databases. The issues or risk factors used to identify families that may benefit from this family support are set out below:

- One or more family members with ASB or other crime issues
- Violence or abuse affects the family or is a significant risk
- Family does not make full use of education and training
- A child has significant difficulties at or with school and formal education (may be SEN or truancy)
- Poor parental educational attainment
- Family heavily or solely reliant on state benefits
- There are young people in the household who are not in employment, education or training
- Family has no or limited support network from family or friends
- Single parent family
- Unstable home life
- The security/safety of a child is at significant risk
- Difficulties looking after children/poor parenting skills
- Inability of parent(s) to manage finances leading to debt issues
- A teenager in the household is a mother or expectant mother
- Significant risk to a child's life (self harming)
- Child Protection Plan – Closed
- Child Protection Plan – Open
- At least one child of the family is or has been in care
- Family has at least one member with mental health issues or significant risk thereof
- Child is a carer
- Ability of one or more family members to communicate is significantly impaired
- Risk of neglect to a child or children
- One or more family members have a significant limiting disability or illness
- Alcohol misuse is a major issue for the family
- Drug misuse is a major issue for the family
- Other issues

Families with five or more of these problems were identified as 'Troubled/ High Risk' and those with 2-4 problems were identified as 'At Risk':

The likely beneficiaries are:

a. Families - The beneficiaries of this will be families whose quality of life will improve as their needs are addressed:

- To improve outcomes for the 1300 families in Leicestershire who have been identified as meeting an agreed criteria of multiple and complex needs
- To improve outcomes for the further 2000 families identified as being at risk of having multiple and complex needs if their current needs are not met more effectively
- To provide support to the 810 families who have been identified as meeting at least 3 of the following 4 criteria – crime/ASB, education, work and local discretion.

b. People who are affected by the behaviours of these families – potential for increased community cohesion as a result of reduced crime/ASB/ nuisance behaviour, greater participation in local events/activities, tolerance and respect.

c. Taxpayers and agencies - who currently resource the needs of these families at significant cost to the public purse. Funding is currently being spent on reacting to issues rather than providing lasting results and changing lives.

What outcomes are expected?

The SLF programme is aimed at improving outcomes for families demonstrated through the achievement of objectives and measures set out by government and the SLF Commissioning Board. These are outlined below:

- Number of households with a persistent absentee issue
- Number of households with an exclusion issue
- Number of households with an SEN child
- Number of households where a child has a learning difficulty
- Number of households with a child diagnosed with ADHD
- Number of household with a child registered at Pupil Referral Unit
- Average Family Star score for Supporting learning scale
- Number of households identified where drugs misuse is an issue
- Number of households identified where alcohol is an issue
- Number of households identified where drugs or alcohols is an issue for the child or young person
- Number of households identified where drugs or alcohols is an issue for the adult
- Number of households where a family member is engaged in drug or alcohol treatment
- Number of households where a child is receiving treatment from CAMHS
- Number of households where an adult is receiving mental health service treatment
- Number of households identified where parental mental health as an issue
- Number of households identified where child mental health is an issue
- Number of households where a child is eligible for FSM
- Number of households on out of Work Benefits
- Number of households with adults receiving working-age benefits
- Number of households with adult on the Work Programme or ESF provision in the last 6 months
- Number of households identified where an adult is in employment, education or training
- Number of households identified with rent arrears
- Number of households identified as having financial issues
- Number of households where a young person is NEET
- Number of households identified where family debt is an issue
- Average Family Star score for Providing home and money scale
- Number of households identified as living in temporary accommodation
- Number of households identified as living in poor quality/overcrowded housing
- Number of households identified as at risk of eviction
- Number of households identified as at risk of homelessness
- Number of households where a young person has an ASB sanction
- Number of households where a young person has a crime issue
- Number of households where an adult has an ASB sanction
- Number of households where an adult has a crime issue
- Number of households subject to an housing ASB sanction
- Number of households where a family member is a PPO
- Number of households where a member reports they are a victim of crime
- Number of households where there are frequent police callouts
- Number of households identified where there is a child neglect issue
- Number of households identified where there is a child neglect or abuse issue
- Number of households identified where there is a self harm issue
- Number of households with a child protection plan closed
- Number of households with a child protection plan open
- Number of households identified where there is a domestic violence issue
- Number of households where a parent is known to MARAC
- Number of households identified where security/safety of a child is at significant risk
- Number of households identified where children are violent to parents/siblings
- Number of households where a family member is currently in care

- Average Family Star score for Keeping your child safe scale
- Number of households where members are not registered with GP
- Number of households where members are not registered with a dentist
- Number of households with frequent hospital admissions
- Number of household where a member has had a hospital admissions for violence
- Number of households where a member has had a hospital admissions for drugs/alcohol
- Average Family Star score for Promoting good health scale
- Number of households identified where a parent has parenting difficulties
- Number of households identified with no or limited support network from family or friends
- Number of households identified with a child who is a victim or perpetrator bullying
- Number of household identified where there are unstable relationships
- Number of households identified where a parent has poor attainment
- Average Family Star score for Meeting emotional needs scale
- Average Family Star score for Setting boundaries scale
- Average Family Star score for Keeping a family routine scale
- Average Family Star score for Social networks scale
- Number of households identified where there is a single parent
- Number of households identified where an adults has learning difficulties
- Number of households identified where a child has a limiting disability or illness
- Number of households identified where a parent has a limiting disability or illness
- Number of households identified where there is a Teenage Pregnancy
- Number of households identified where there is a Teenage Mother
- Number of households identified where communicate is significantly impaired
- Number of households identified with a child carer
- Average number of known agencies in contact with the family
- Number of households receiving 'named' intervention (e.g. FNP, MST, FIP, Other)
- Average number of adults in households
- Average number of children in households

Step 2: Potential Impact

Use the table below to specify if any service users or staff who identify with any of the 'protected characteristics' below will be affected by the policy/ procedure/ service you are proposing (indicate all that apply) and describe why and what barriers these individuals or groups may face.

Who is affected and what barriers may these individuals or groups face?	
Age	The service works on a whole family approach but considers the needs of individuals within the family. The aim of the service is to meet the needs of whole families and improve their quality of life. It will be mindful of intergenerational impacts in terms of cyclical risks, vulnerabilities and future opportunities to improve outcomes. The service will therefore cover all ages from unborn children to the elderly.
Disability	The service works on a whole family approach but considers the needs of individuals within the family. Intervention types will be adjusted to reflect the needs of the family e.g. accessibility of support services. The criteria for selection includes those with a significant limiting disability or illness.
Gender Reassignment	The service works on a whole family approach but considers the needs of individuals within the family.
Marriage and Civil Partnership	The service works on a whole family approach but considers the needs of individuals within the family. It will support any form of relationship within a family. The criteria for selection includes single parent families.
Pregnancy and Maternity	The service works on a whole family approach but considers the needs of individuals within the family. The criteria for selection for the service includes teenagers who are mothers or expectant mothers.
Race	The service works on a whole family approach but considers the needs of individuals within the family. Local race organisations will be

	engaged where appropriate to support families within their own communities.
Religion or Belief	The service works on a whole family approach but considers the needs of individuals within the family. Local religious and faith organisations will be engaged where appropriate to support families within their own communities.
Sex	The service works on a whole family approach but considers the needs of individuals within the family.
Sexual Orientation	The service works on a whole family approach but considers the needs of individuals within the family. The service will be inclusive of all individuals and will offer additional resources from LGBT groups if required.
Other groups e.g. rural isolation, deprivation, health inequality, carers, asylum seeker and refugee communities, looked after children, deprived or disadvantaged communities	The service will narrow the gap for those families who face multiple disadvantage. It will provide increased access to opportunities that increase participation in education and training, decrease offending rates, reduce levels of ASB, improve health and improve progress to work.
Community Cohesion	This service may reduce the disruption experienced in some communities by families with multiple and complex needs. These interventions should enable them to become more integrated in their neighbourhood and could potentially improve community cohesion in local areas.

Step 3: Data Collection & Evidence

In relation to your related findings in 'Step Two' are your presumptions on these barriers based on any existing research, data evidence or other information?

What evidence, research, data and other information do you have which will be relevant to this EIA?

What does this information / data tell you about each of the diverse groups?

A comprehensive 'Insight Phase' was undertaken which included the identification, geographical mapping and profiling of 1300 families in Leicestershire who met the agreed criteria for complex needs, as well as a further 2000 families who were identified as having *some* of the risk factors that could result in families becoming complex. The report is available at:

http://www.leicestershiretogether.org/index/strategy_and_delivery-2/community_budgets-6/fwcn-2/insightphase-2.htm

This research reveals that there are a number of factors which interrelate which manifest to varying degrees in the fragile families' breakdowns and relationships with wider society. These environmental factors are social, economic and cultural. They include housing issues including homelessness, high risk behaviour, poverty, health, crime, education, domestic violence, poor parenting, difficulties maintaining relationships, lack of resilience and choice, adverse effect on aspirations/ social mobility and employment. These many affect the 'other groups' and 'community cohesion' characteristics.

More specifically, the insight states that:

- Many SLF families are those experiencing mental health and disability issues.
- Children who have spent time in foster or care homes are more likely to be part of a SLF
- 59% of families of FCN families in Melton and Hinckley & Bosworth were lone parents. may correspond with The number of individuals being married or in a civil partnership may impact on the number of lone parents in FCN.
- Many SLF families are facing isolation and social marginalisation. They feel that they are living

on the fringe of society and experiencing prejudice.

However, this evidence contains minimal detail in relation to the protected characteristics of family members.

What further research, data or evidence may be required to fill any gaps in your understanding of the potential or known affects of the policy?

Have you considered carrying out new data or research?

As there is limited data in relation to the protected characteristics of the families with whom the service will engage, it is not currently possible to fully understand the impact of the service. It will be necessary to collect data in relation to the protected characteristics of the family members so that the way in which they are affected by the service can be identified.

The protected characteristics data will be collected via the First Response request for service e-form and the assessment process.

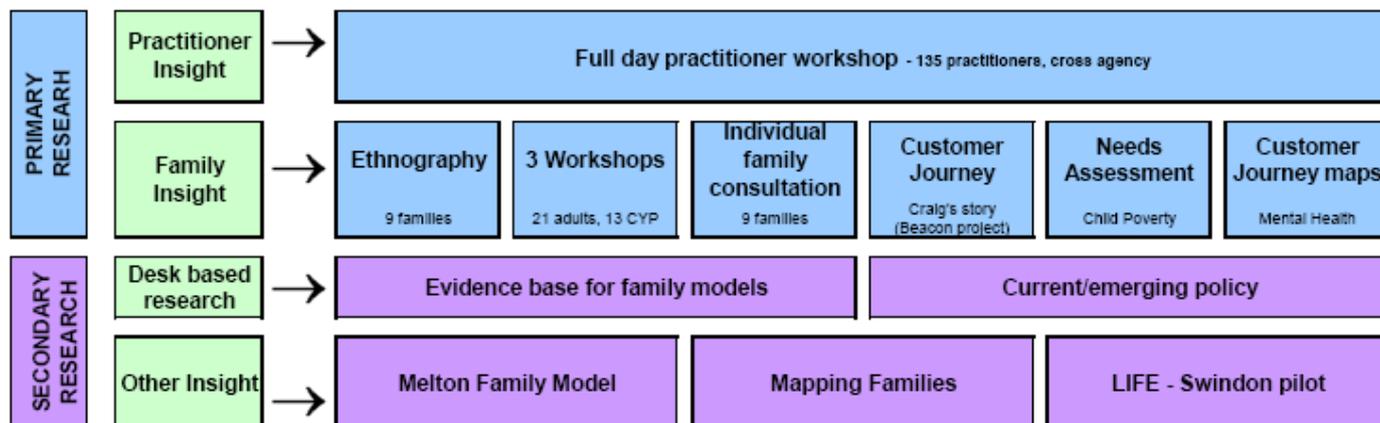
Step 4: Consultation and Involvement

When considering how you to consult and involve people as part of the proposed policy/ procedure/ function/ service, it is important to think about the service users and staff who may be affected as part of the proposal.

Have you consulted on this policy/ procedure/ function or service?

Outline any consultation and the outcomes of the consultation in relation to this EIA.

The insight phase of the programme included the following components:



Full details of consultation and outcomes are available at:

http://www.leicestershiretogether.org/index/strategy_and_delivery-2/community_budgets-6/fwcn-2/insightphase-2.htm

In terms of consultation, the family model has been presented to a variety of boards and interested parties who have received regular progress reports. Specifically in relation to equalities, the Programme Manager also attended a meeting of the Leicestershire Working Together Equalities and Challenge Group in November 2012 to discuss the proposed SLF service. The Group provided positive feedback regarding the introduction of the new service and did not express any specific concerns in relation to potential adverse impacts.

Do any of the barriers you identified *actually* exist based on this consultation?

N/A – no barriers identified

Step 5: Mitigating and assessing the impact

In relation to any research, data, consultation and information you have reviewed and/or carried out as part of this EIA, it is now essential to assess the impact of the policy/ procedure/ function/ service and distinguish whether a particular group could be affected differently in either a negative or positive way?

If you consider there to be actual or potential adverse impact or discrimination, please outline this below. State whether it is justifiable or legitimate and give reasons.

There is a lack of knowledge about the protected characteristics of people within the identified families and thereby understanding the impact on these groups of the work undertaken. This is considered to be justifiable until the actual families and their characteristics are identified and worked with.

N.B.

a) If you have identified adverse impact or discrimination that is illegal, you are required to take action to remedy this immediately.

b) If you have identified adverse impact or discrimination that is justifiable or legitimate, you will need to consider what actions can be taken to mitigate its effect on those groups of people.

What can be done to change the policy/ procedure/ function/ service to mitigate any adverse impact?

Consider what barriers you can remove, whether reasonable adjustments may be necessary and how any unmet needs that you have identified can be addressed.

Data on protected characteristics will be collected as part of the First Response 'request for service' and via the assessment process. Any potential adverse impact or barriers will then be discussed with an appropriate focus group/ support service prior to amending the relevant part(s) of the process e.g. request for service, casework or support service referral, if necessary.

Step 6: Making a decision

Summarise your findings and give an overview of whether the policy will meet Leicestershire County Council's responsibilities in relation to equality, diversity and human rights.

It is our opinion that the SLF service complies with the responsibilities of the partners involved. However, it is also acknowledged that equality issues will need to be reviewed as the service continues to develop. All staff will receive equality and diversity training. They will also have access to

a directory of support organisations who are able to provide specialist support regarding protected characteristics.

The service recognises that some families have, or are at risk of developing, multiple and complex needs and seeks to:

- improve their life chances, opportunities and remove the reliance on public services;
- prevent vulnerable families and individuals from developing complex needs; and
- help lift families and communities most in need, out of need.

Step 7: Monitoring, evaluation & review of your policy/ procedure/service change

How will you monitor the impact and effectiveness of the new policy/ procedure/ service change and what monitoring systems will you put in place to monitor this and to promote equality of opportunity and make positive improvements?

The outcomes outlined will be monitored through the SLF performance management framework as follows:

- Quarterly - Performance report within four weeks of the quarter end.
- Annually - Annual report within two months of the financial year end, including the annual performance report.
- Annual Conversation in November.

Quantitative and qualitative base line data will be gathered that relates to individuals and families. Also on service entry and exit, data will be collated and used to evidence outcomes for families.

How will the recommendations of this assessment be built into wider planning and review processes?

e.g. policy reviews, annual plans and use of performance management systems.

The recommendations of this assessment will be built into the annual report and formal review.

Equality Improvement Plan

Please list all the equality objectives, actions and targets that result from the Equality Impact Assessment (continue on separate sheets as necessary). These now need to be included in the relevant service plan for mainstreaming and performance management purposes.

Equality Objective	Action	Target	Officer Responsible	By when
Examine data collection needed to address inequality on an ongoing basis	To establish a process/system to record all 9 protected characteristics for those families being supported by the service.	System in place	Janet Gower Johnson	30 th June 2014
	To review the data collected to identify any adverse impact on individuals/groups, and address as necessary	Review completed	Janet Gower Johnson	31 st March 2014
	Repeat Equality Impact Assessment for SLF	EIA completed and approved	Janet Gower Johnson	31 st March 2014

1st Authorised Signature (EIA Lead):

Date:

2nd Authorised Signature (Member of DMT):

Date:

Once completed, please send a copy of this form to the Departmental Equalities Group for quality assurance. Once authorised, this Equality Impact Assessment (EIA) Report will need to be published on our website. Please send a copy of this form to the Members Secretariat in the Chief Executives Department to louisa.jordan@leics.gov.uk.