

# EQUALITY IMPACT ASSESSMENT

Young People's Service Redesign: BCC Youth Service;  
Careers Service; 14 – 19 Participation and Skills; and  
and Services to Address Youth Violence

Reference: EIA000372



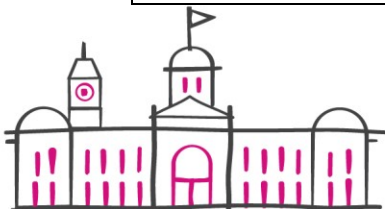
 **RESET**

 **RESHAPE**

 **RESTART**

**EIA Form – About your EIA**

|   |  |
|---|--|
| Reference number  | EIA000372  |
| Date Submitted  | 20/02/2024   |
| Subject of the EIA  | Young People’s Service Redesign: BCC Youth Service; Careers Service; 14 – 19 Participation and Skills; and and Services to Address Youth Violence  |
| Brief description of the policy, service or function covered by the EIA               | <p>Birmingham City Council (BCC) Youth Service: offers support to young people across the spectrums of strengths and needs including resilience, culture and the arts, education and skills, mental and emotional wellbeing, healthy relationships and sexual health. This includes targeted and focused support to address issues and challenges that young people might experience, including serious violence affecting young people, disrupted education, contextual safeguarding, substance misuse, homelessness, poverty and disadvantage.</p> <p>Birmingham Careers Service delivers careers information advice and guidance service for young people in line with the statutory responsibility of the Local Authority to encourage, enable and assist young people to participate in education, employment or training. This includes targeted and focussed support to those 16-18 year old NEET young people, with additional activity related to those at risk of NEET, year 11 elective home educated, teenage parents and a traded service for some schools. The service is delivered by level 6 and level 7 qualified Careers Advisers, in line with national Gatsby standards (guide to good careers guidance). The 14-19 Participation and Skills team undertake a range of activities to encourage, enable and assist young people to remain safe in education; actively participate; with the brokerage of support for those who are NEET. The team builds effective networks with providers to influence the provision of appropriate pathways, for all learners; secure appropriate levels of post 16 provisions; and reduce risk of NEET. The Council’s current financial position necessitates a whole-service redesign of the above three services with a view to achieving outcomes for Birmingham’s children and young people within a significantly reduced financial envelope.</p> |
| Equality Assessment is in support of...   | ["Amended service"]  |
| How frequently will you review impact and mitigation measures identified in this EIA? | Quarterly  |
| Due date of the first review  | 2024-07-01   |



### Directorate, Division & Service Area

|  |                           |
|--|---------------------------|
| Which directorate(s) are responsible for this EIA? | ["Children and Families"] |
| Division   | Children and Families     |
| Service area                                       | Children and Families     |
| Budget Saving                                      | Yes                       |

### Officers

|  |              |
|--|--------------|
| What is the responsible officer's email address? | Helen Price  |
| What is the accountable officer's email address? | Sue Harrison |

### Data Sources

|              |   |
|--------------|---|
| Data sources | ["Birmingham City Observatory data and insight", "Quantitative data (please specify in the box below)"] |
|--------------|---|

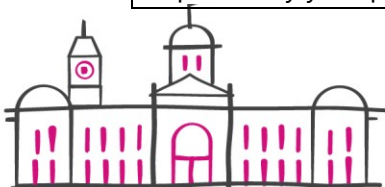


|                     |   |
|---------------------|---|
| Data source details | <p>Birmingham City Observatory data and insight, including</p> <p>Census 2021 data</p> <p>School census 2022/3</p> <p>Public Health Fingertips</p> <p>JSNA, 2022</p> <p>Oracle</p> <p>Characteristics of young people who are long-term NEET (February 2018, Department for Education)</p> <p>Disabled people in employment (ONS, 2023)</p> <p>Ministry of Justice (Transforming Youth Custody consultation 2013)</p> <p>Birmingham Children’s Trust, Youth Offending services (2022)</p> <p>Royal College of Paediatrics and Child Health, Health Behaviours (summary of evidence, 2023)</p> <p>Youth Justice Statistics, (Youth Justice Board, 2021-2022)</p> <p>Youth Statistics Update- Crime and Violence (Youth Endowment Fund, 2022)</p> <p>Ministry of Justice (Transforming Youth Custody consultation 2013)</p> <p>Royal College of Paediatrics and Child Health, Health Behaviours (summary of evidence, 2023)</p> |
|---------------------|---|

### Protected Characteristics

#### Protected Characteristic – Age

|   |   |
|---|---|
| Does this proposal impact people due to their age as per the Equality Act 2010? | Yes   |
| What age groups are impacted by your proposal?                                  | ["0-9 years", "10-19 years", "20-29 years", "30-39 years", "40-49 years", "50-59 years", "60-69 years"] |



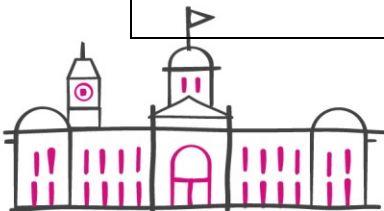
Please describe the impact to the age characteristic

The service areas within the scope of redesign primarily work with young people aged 10-25. The Youth service additionally works with young adults, supporting them at key transition points to adulthood and may support an older cohort of young people than the Careers and 14-19 P&S service. For children with SEND, all service areas provide support up-to age of 25 as a minimum.

Future proposals for a service redesign would lead to a reduction of the resources for 10-25 year olds. If that transpired, then there would be negative impacts on that age group, what we do not know at this stage is which specific areas would be affected and what specific impact that would have. Birmingham is a predominantly young city. More than half the population (51%) is aged under 35. Just 13% of the population of Birmingham is aged over 65. (JSNA, 2022). 45,979 young people are aged 12-25 in Birmingham, this means that these young people are most likely to be impacted by the proposed reduction in services to young people, this number is likely to grow over the next 5 to 10 years as the large group of 5 to 11 year olds grow older. Following that these numbers are likely to reduce.

Birmingham has a high proportion of free school meals eligible children. In 2022/2023 there were 79,485 such pupils equating to about 38.4% of pupils. This is significantly higher than national average, indicating that children and young people of school age could need access to positive activities and interventions provided by the impacted service areas.

None of the services affected currently capture the full range of protected characteristics information for young people who use these services. As such the exact breakdown of ages for all service cannot be reported at this time. The careers service works predominately with those aged 18 and under (79%). The youth service's core target age group is 13 to 19 with 69% of the young people they support coming from this age group. LSOA/MSOA level delivery data for the three service areas are not available. As there is variance in distribution and presence of young people at ward level in Birmingham, more localised insight could help consider geographical and hyper local contexts when conducting the redesign and finalising recommendations.



|   |  |
|---|--|
| <p>How will you mitigate against any negative impact to the age characteristic?</p> | <p>It is not possible to mitigate the impact of these savings for all young people in Birmingham. The service redesign will seek to prioritise support for the most vulnerable young people, those that the council has a statutory duty to support. The proposed service redesign will focus on ensuring this support is prioritised. As part of the review, options such as community asset transfers to credible voluntary sector partners, joining up and consolidation of our local Youth Offer, retention of some service areas through charging/levy could be considered.</p> <p>Where a gap in service whilst redesign is being considered is not acceptable, for example, to address serious youth violence, interim arrangements (with associated one off funding) will be designed.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p> |
|---|--|

**Protected Characteristic – Disability**

|   |            |
|---|------------|
| <p>Does this proposal impact those people with a disability as per the Equality Act 2010?</p> | <p>Yes</p> |
|---|------------|



Please describe the impact to the disability characteristic

Future proposals for a service redesign would lead to a reduction of the resources for young people with a disability. If that transpired, then there would be negative impacts, what we do not know at this stage is which specific areas would be affected and what specific impact that would have. Just over 27,000 young people with a disability were aged 10+ in 2021, in the coming years the census information indicates that this number may decrease a little. Of the 37,275 children and young people either with Education, Health and Care plans or receiving SEN support in school, just over 40% are aged 11+. Young people are most likely to have a moderate learning disability, Speech Language and communication needs or are neurodiverse. A significant proportion of young people have social emotional and mental health needs. (City Observatory, 2023).

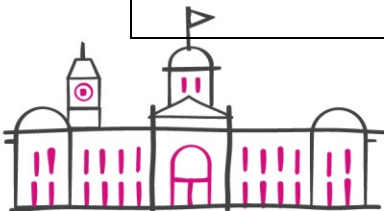
School Census data for 2022/23 evidences similar impact, with a total of 29,668 pupils recognised to be receiving SEN Support and 7,607 pupils have a EHC Plan in place in the city. The percentage of pupils with SEN support (14.3%) in Birmingham is above both the West Midlands (13.7%) and England (12.9%) average.

Although the proportion of children and young people who are NEET and are disabled is not routinely captured in England, in 2018, just over 20% of young people who were long term NEET either had SEN identified, had been excluded from school or had attended alternative provision or a pupil referral unit. (DfE, 2018).

Disabled adults (including young adults) are twice as likely to be unemployed than their non-disabled peers (ONS, 2023).

18% of sentenced young people in custody had a statement of special educational needs, compared to 3% in the general population (MOJ, 2013).

The services affected do not currently fully capture the full range of protected characteristics information for young people who use these services. As such it is not possible to identify the total number of young people using all the services have a disability or the nature of their needs. The 14 to 19 service does capture some information about young people who have a SEND or SEND support, of the



|   |  |
|---|--|
|   | NEET cohort they target 4,369 have support for SEND and 1459 have EHCP.  |
| How will you mitigate against any negative impact to the disability characteristic? | <p>The service redesign will look to prioritise the needs of the most vulnerable young people, including those with a disability. The national data above indicates that it's likely that young people with a disability are more likely to experience unemployment or become NEET. Given the statutory duties the council has in relation to identifying and supporting young people into education and employment, the redesigned service will need to have a strong focus on these young people. Young people with SEND are much more likely to be receiving youth offending services at the most acute level (Youth Custody), as such ensuring they are engaged with and taking part in training and education will need to be a priority.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p> |

**Protected Characteristic – Sex**

|   |                                  |
|---|----------------------------------|
| Does this proposal impact citizens based on their sex as per the Equality Act 2010? | Yes                              |
| What sexes will be impacted by this proposal?                                       | ["Male", "Female", "Non-binary"] |





Please describe the impact to the sex characteristic

The majority of young people impacted by these changes are male (52%), with 48% being female. Future proposals for a service redesign would lead to a reduction of the resources for young people who are male. If that transpired, then there would be negative impacts, what we do not know at this stage is which specific areas would be affected and what specific impact that would have.

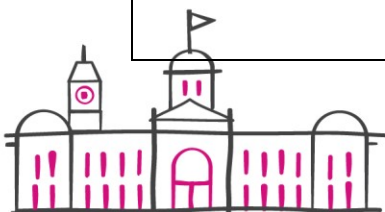
Young males are more likely to commit and be victims of serious youth violence. They are more likely to in receipt of youth offending services (Birmingham Children’s Trust, Youth Offending services, 2022). Black young men are also most likely to be disproportionately affected- nationally while there were 19% fewer arrests of young people aged 10-17, 85% of those arrested were boys, 30% of them identified as Black, despite accounting for only 18% of the population. Likewise 91% of stop and searches were carried out on boys/young men. (Statistics Update: The Latest data on Crime and Violence Affecting Young People, Youth Endowment Fund, 2022)

While the rate of first-time entrants to the Criminal Justice System is decreasing in Birmingham (145 children in 2022), it is difficult to say whether this decrease is significant without further longitudinal study. Nationally the rate is increasing (JSNA, 2022)

Children and young people at risk of offending often have unmet needs. Offending behaviours mask underlying vulnerabilities such as adverse childhood experiences (ACE), early childhood trauma, neglect, school exclusions, poor mental health or growing up in poverty (JSNA, 2022)

Asian and other women from global majority communities have significantly lower employment rates than white women. (City Observatory, 2023)

None of the services affected fully capture the full range of protected characteristics information for young people who use these services. The youth service and careers service do capture information about gender. There is a fairly even split between males (47%) and females (53%) in the careers service. Of the young people the youth service supports, 70% are male. Nationally, there is a gap in data and research on offending behaviour of young girls and women- traditionally the focus has been boys and young men.



|   |  |
|---|--|
| <p>How will you mitigate against any negative impact to the sex characteristic?</p> | <p>Vulnerable young men are most likely to be impacted and the service redesign will need to consider this. The focus on vulnerable young people means that the redesign will need to take account of evidence that young males are more likely to be victims of and commit serious youth violence and prioritise the needs of these young males. The impact of intersectionality will need to be considered.</p> <p>The service redesign will need to ensure that young women from global majority communities have good access to employment, training and education.</p> <p>Where a gap in service whilst redesign is being considered is not acceptable, for example to address serious youth violence, interim arrangements (with associated one off funding) will be designed.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p> |
|---|--|

### Protected Characteristic - Gender Reassignment

|  |            |
|--|------------|
| <p>Does this proposal impact people who are proposing to undergo, undergoing or have undergone a process to reassign one's sex as per the Equality Act 2010?</p> | <p>No</p>  |
| <p>Please describe the impact to the gender reassignment characteristic</p>  | <p>N/A</p> |
| <p>How will you mitigate against any negative impact to the gender reassignment characteristic?</p>  | <p>N/A</p> |

### Protected Characteristic - Marriage and Civil Partnership



|  |     |
|--|-----|
| Does this proposal impact people who are married or in a civil partnership as per the Equality Act 2010? | No  |
| What legal marital or registered civil partnership status will be impacted by this proposal?             | N/A |
| Please describe the impact to the marriage and civil partnership characteristic                          | N/A |
| How will you mitigate against any negative impact to the marriage and civil partnership characteristic?  | N/A |

### Protected Characteristic - Pregnancy and Maternity

|  |     |
|--|-----|
| Does this proposal impact people covered by the Equality Act 2010 under the protected characteristic of pregnancy and maternity? | Yes |
|--|-----|



|   |  |
|---|--|
| <p>Please describe the impact to the pregnancy and maternity characteristic</p>                         | <p>Future proposals for a service redesign would lead to a reduction of the resources for a small number of teenage parents or pregnant teenagers. If that transpired, then there would be negative impacts, what we do not know at this stage is which specific areas would be affected and what specific impact that would have.</p> <p>The 14 to 19 service currently supports 34 young people and the careers service 192 young parents or young women who are pregnant. Young women who have children or are pregnant in their teens are likely to be associated with poorer outcomes than their peers, they are less likely to achieve in education, more likely to be socially isolated and have poorer mental health. (RCPCH, 2023) Babies born to teenage mothers are likely to have a lower birthweight. There is significant geographical variation in rates of teenage conception, and the declines seen across the under-18 conception rate is not equal when broken down across socioeconomic group. (RCPCH, 2023) In Birmingham there is a higher rate of teenage pregnancy than the national average and babies in Birmingham are likely to have a significantly lower birth weight than the national average (Fingertips, 2016/17-2020/21). A more targeted service will need to understand and prioritise their needs, to offer the correct support to help mitigate these disadvantages.</p> <p>None of the services affected currently capture the full range of protected characteristics information for young people who use these services. As such it is not possible to identify accurately how many young people using these services are pregnant or have children</p> |
| <p>How will you mitigate against any negative impact to the pregnancy and maternity characteristic?</p> | <p>The service redesign will look at targeting these young people, preventing teenage pregnancy and supporting the needs young parents will need to be prioritised as the service develops and funding allows. Targeting interventions for young women in living in high risk or deprived areas will be important. Working with partners to ensure young parents are well supported by the range of services that could be helpful will be important.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p>  |

**Protected Characteristic - Ethnicity and Race**



|  |  |
|--|--|
| Does this proposal impact people due to their race as per the Equality Act 2010? | Yes  |
| What ethnic groups would be impacted by this proposal?                           | ["White British", "Other White", "Bangladeshi", "Chinese", "Indian", "Pakistani", "Other Asian", "African", "Caribbean", "Black British", "Other Black", "Arab", "Latin American", "Irish", "Gypsy or Irish Traveller", "Roma", "Central and Eastern Europe", "Western and Southern Europe"] |



Please describe the impact to the ethnicity and race characteristic

Future proposals for a service redesign would lead to a reduction of the resources for young people drawn from global majority communities. If that transpired, then there would be negative impacts, what we do not know at this stage is which specific areas would be affected and what specific impact that would have.

Birmingham's young population is 'superdiverse', with 63% of its 0-25 population being of Black, Asian and Minority Ethnic population, and 37% White ethnicity.

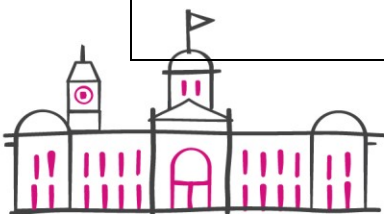
Unemployment of adults is likely to be the highest in wards with the most Black, Asian and other communities drawn from the global majorities. The employment rate for adults from these communities is lower than the national rate and white adults in Birmingham. Black or Black British adults have the lowest rates of employment in Birmingham, they are likely to have lower levels of qualifications as well. (City Observatory, 2023)

Young people who are drawn from Black, Asian and other global majority groups are more likely to be part of more vulnerable cohorts of young people. There are significant differences between different ethnic groups. They are more likely to be involved in serious youth violence (67%) and be subject to exploitation (67%). (Birmingham Children's Trust, Youth Offending services, 2022)

Whether young people of particular ethnic groups are more likely to be NEET in Birmingham is more difficult to interpret due to the large proportion of young people where ethnicity is not recorded. (78%) (DfE, 2020/23).

All of the affected services collect information about young people's ethnicity but the information is not collected in a standardised way, that reflects the EIA categories. Of all the young people the youth service supports across the city, 64% are drawn from global majority groups, within their target cohort this is 69%. The proportion of young people global majority groups is particularly high in youth services delivered in certain wards of the city, including Lozells, Soho and Jewellery Quarter, Alum Rock, Sparkbrook and Handsworth where more than 90% of the young people are drawn from these groups.

For the 14 to 19 service of those young people where ethnicity is known (90%) 27% of their young people



|   |  |
|---|--|
|   | identifying as white British with 25% identifying as Pakistani and 11% as Black British, Black African or Black Caribbean.   |
| How will you mitigate against any negative impact to the ethnicity and race characteristic? | <p>The superdiverse nature of Birmingham, meant that young people drawn from global majority groups are likely to be impacted. It is not possible to mitigate the overall impact on the whole Birmingham population however there is evidence to suggest young people drawn from global majority groups are more likely to be vulnerable and have needs that require more acute support. The service redesign will need to consider carefully how a more focussed service will support them. Given the council's statutory responsibility to help young people avoid unemployment and to support their engagement in education, the redesigned service will specifically need to consider this. A better understanding about which groups are more likely to be NEET (by reducing the number of young people supported where ethnicity is not recorded) will be required going forwards, this analysis will form part of the service redesign.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p> |

### Protected Characteristic - Religion or Beliefs

|  |   |
|--|---|
| Does this proposal impact people's religion or beliefs as per the Equality Act 2010? | Yes   |
| What religions could be impacted by this proposal?                                   | ["No religion", "Christian", "Buddhist", "Hindu", "Jewish", "Muslim", "Sikh"] |



|   |  |
|---|--|
| <p>Please describe the impact to the religion or beliefs characteristic</p>                         | <p>These changes will not on the ability to express or pursue religious beliefs. Future proposals for a service redesign would lead to a reduction of the resources for some young people. If that transpired, then there may be negative impacts for some groups, what we do not know at this stage is which specific areas would be affected and what specific impact that would have.</p> <p>According to census data 2021 43% of young people report their religion as Muslim in Birmingham, 23% as Christian and 27% as having no religion. There is very little information locally or nationally about whether identifying with a particular religion increases vulnerability which the redesigned service would seek to address.</p> |
| <p>How will you mitigate against any negative impact to the religion or beliefs characteristic?</p> | <p>This element of the EIA will be revisited and revised when the redesign is completed. There will be opportunities to positively impact this characteristic through the involvement of faith groups in developing community responses. The service redesign will need to ensure that the service reflects the religious beliefs of the young people it will be supporting.</p>   |

### Protected Characteristic - Sexual Orientation

|  |  |
|--|--|
| <p>Does this proposal impact people's sexual orientation as per the Equality Act 2010?</p> | <p>Yes</p>   |
| <p>What sexual orientations may be impacted by this proposal?</p>                          | <p>["Straight or heterosexual", "Gay or lesbian", "Bisexual", "Pansexual", "Asexual", "Queer", "All other sexual orientations"]</p>  |
| <p>Please describe the impact to the sexual orientation characteristic</p>                 | <p>Future proposals for a service redesign would lead to a reduction of the resources for young people. If that transpired, then there would be negative impacts, what we do not know at this stage is which specific areas would be affected and what specific impact that would have.</p> <p>The census categories reported do not exactly match the protected characteristics groups that form part of the EIA. This information is not reported for young people aged 15 and under. According to the census 2021, 83% young people aged 16 to 24 report as straight or heterosexual, 5% report as Lesbian, Gay, Bisexual, or Other (LGB+).</p> |





|  |  |
|--|--|
| <p>How will you mitigate against any negative impact to the sexual orientation characteristic?</p> | <p>However although proportions and numbers look small from census data, it is possible that young people may seek support or have additional vulnerabilities that the redesigned service will seek to address. The redesign will need to be cognisant of the small numbers and to tailor support.</p> <p>This element of the EIA will be revisited and revised when the redesign is completed. Following the service redesign this information will be collected.</p> |
|--|--|

### Monitoring

|  |  |
|--|--|
| <p>How will you ensure any adverse impact and mitigation measures are monitored?</p>                   | <p>Mitigation of data gaps- A service review is planned, and a supplier will be appointed to undertake a comprehensive review of the three services- further consultations with children, families and staff are planned which should help measure the impact on particular groups and provide further insight.</p> <p>The information from this EIA will inform the redesign alongside more detailed examination of particular issues and prioritisation of the most vulnerable young people. This EIA will be revised and refined as part of the redesign process. The new service will more robustly collect data across the protected characteristics.</p> |
| <p>Please enter the email address for the officer responsible for monitoring impact and mitigation</p> | <p>Helen Price</p>   |

