

Democratic Services

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Date: 7th October 2013

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To: All Members of the Early Years, Children and Youth Policy Development and Scrutiny Panel

Councillors: Sally Davis, Sarah Bevan, Liz Hardman, David Veale, Nicholas Coombes (substitute for Loraine Morgan-Brinkhurst MBE) and Michael Evans

Co-opted Voting Members: David Williams

Co-opted Non-Voting Members: Chris Batten, Peter Mountstephen and Mike Fidanoglu

Cabinet Member for Early Years, Children and Youth: Councillor Dine Romero

Chief Executive and other appropriate officers
Press and Public

Dear Member

Early Years, Children and Youth Policy Development and Scrutiny Panel: Monday, 14th October, 2013

You are invited to attend a meeting of the **Early Years, Children and Youth Policy Development and Scrutiny Panel**, to be held on **Monday, 14th October, 2013 at 4.30 pm** in the **Brunswick Room - Guildhall, Bath**.

The agenda is set out overleaf.

Yours sincerely



Mark Durnford
for Chief Executive

If you need to access this agenda or any of the supporting reports in an alternative accessible format please contact Democratic Services or the relevant report author whose details are listed at the end of each report.

This Agenda and all accompanying reports are printed on recycled paper

NOTES:

- 1. Inspection of Papers:** Any person wishing to inspect minutes, reports, or a list of the background papers relating to any item on this Agenda should contact Mark Durnford who is available by telephoning Bath 01225 394458 or by calling at The Guildhall, Bath (during normal office hours).
- 2. Public Speaking at Meetings:** The Council has a scheme to encourage the public to make their views known at meetings. They may make a statement relevant to what the meeting has power to do. They may also present a petition or a deputation on behalf of a group. Advance notice is required not less than two full working days before the meeting (this means that for meetings held on Wednesdays notice must be received in Democratic Services by 4.30pm the previous Friday)

The public may also ask a question to which a written answer will be given. Questions must be submitted in writing to Democratic Services at least two full working days in advance of the meeting (this means that for meetings held on Wednesdays, notice must be received in Democratic Services by 4.30pm the previous Friday). If an answer cannot be prepared in time for the meeting it will be sent out within five days afterwards. Further details of the scheme can be obtained by contacting Mark Durnford as above.

- 3. Details of Decisions taken at this meeting** can be found in the minutes which will be published as soon as possible after the meeting, and also circulated with the agenda for the next meeting. In the meantime details can be obtained by contacting Mark Durnford as above.

Appendices to reports are available for inspection as follows:-

Public Access points - Riverside - Keynsham, Guildhall - Bath, Hollies - Midsomer Norton, and Bath Central, Keynsham and Midsomer Norton public libraries.

For Councillors and Officers papers may be inspected via Political Group Research Assistants and Group Rooms/Members' Rooms.

- 4. Attendance Register:** Members should sign the Register which will be circulated at the meeting.
- 5. THE APPENDED SUPPORTING DOCUMENTS ARE IDENTIFIED BY AGENDA ITEM NUMBER.**
- 6. Emergency Evacuation Procedure**

When the continuous alarm sounds, you must evacuate the building by one of the designated exits and proceed to the named assembly point. The designated exits are sign-posted.

Arrangements are in place for the safe evacuation of disabled people.

**Early Years, Children and Youth Policy Development and Scrutiny Panel - Monday, 14th
October, 2013**

at 4.30 pm in the Brunswick Room - Guildhall, Bath

A G E N D A

1. WELCOME AND INTRODUCTIONS

2. EMERGENCY EVACUATION PROCEDURE

The Chair will draw attention to the emergency evacuation procedure as set out under Note 6.

3. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

4. DECLARATIONS OF INTEREST

At this point in the meeting declarations of interest are received from Members in any of the agenda items under consideration at the meeting. Members are asked to indicate:

(a) The agenda item number in which they have an interest to declare.

(b) The nature of their interest.

(c) Whether their interest is a **disclosable pecuniary interest** or an **other interest**,
(as defined in Part 2, A and B of the Code of Conduct and Rules for Registration of Interests)

Any Member who needs to clarify any matters relating to the declaration of interests is recommended to seek advice from the Council's Monitoring Officer or a member of his staff before the meeting to expedite dealing with the item during the meeting.

5. TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

6. ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING

7. RE-STRUCTURING OF THE EARLY YEARS, CHILDREN'S CENTRE AND EARLY HELP (0 - 11 YEARS) SERVICES 2014 - 2016 (Pages 7 - 22)

In March 2013 a request was made for the Early Years, Children and Youth Policy Development and Scrutiny Panel to review proposals to re-structure the Early Years and Children's Centre Services in order to deliver the overall saving of £2.335m as part of the Medium Term Service Resource Plan 2013 – 2016 for the Children's Service.

The Committee Administrator for this meeting is Mark Durnford who can be contacted on 01225 394458.

Bath & North East Somerset Council	
MEETING:	Early Years, Children & Youth Policy Development & Scrutiny Panel
MEETING:	14th October 2013
TITLE:	Re-structuring of the Early Years, Children's Centre and Early Help (0 - 11 years) Services 2014 - 2016
WARD:	All
AN OPEN PUBLIC ITEM	
<p>List of attachments to this report:</p> <ol style="list-style-type: none"> 1. Appendix 1 - Terms of Reference for the Task & Finish Group 2. Appendix 2 – Design and Commissioning Principles 3. Appendix 3 - Proposed Children’s Centre Hub model 4. Appendix 4 – Proposed staffing structure for the Children’s Centre Hub model 	

1 THE ISSUE

In March 2013 a request was made for the EYCY PDSP to review proposals to re-structure the Early Years and Children’s Centre Services in order to deliver the overall saving of £2.335m as part of the Medium Term Service Resource Plan 2013 – 2016 for the Children’s Service. Each Department had been tasked with identifying areas of activity where either efficiencies or service reductions could be made. Within the Children’s Service the Early Years and Children’s Centre Services area was identified as an area for significant savings. This recommendation followed considerable service deliberation and reflected the fact that other service areas had been subject to substantial levels of savings in previous years. The proposed reductions were as profiled below:

2013 – 14	£ 273,000
2014 – 15	£ 228,000
2015 – 16	£1,834,000

At Council on 19th February 2013, which agreed the MTSRPs and budget for 2013 – 16, an amendment was agreed deferring the implementation of this budget reduction until 2014 – 15. The revised savings profile is set out below:

2013 – 14	£	0
2014 – 15	£	501,000
2015 – 16	£	1,834,000

The amendment included an instruction to ‘provide a report to the Early Years, Children and Youth Policy Development and Scrutiny Panel to allow further consideration of the implications of these savings and for potential alternative options to be reviewed.’ This was agreed at the Early Years, Children and Youth Policy Development and Scrutiny Panel at its meeting on 25th March 2013.

Subsequently Terms of Reference were developed for a Task & Finish Group to consider the proposed reductions in budget and services (Appendix 1)

2 RECOMMENDATIONS

The Task and Finish Group make the following recommendations to the Panel for discussion, amendment and agreement and onward transmission to the Cabinet on 13 November 2013: The EYC&Y Panel agrees;

- (1) That the design and commissioning principles set out in Appendix 2 are adopted and applied to any future model of service delivery.
- (2) That the approach to Play; Specialist Family Support and the Early Years Foundations Stage are dealt with separately from Children’s Centres
- (3) That funding reductions for these services are considered separately in line with service models
- (4) To recommend the emerging hub model as the basis for delivery of Children’s Centre Services recognising the reduced budgets (*see Appendix 3 & 4*)
- (5) To retain all existing Children’s Centre buildings.
- (6) To further explore the potential of commissioning an integrated model with health services
- (7) To acknowledge the impacts and risks associated with these reductions.
- (8) To propose that Cabinet reconsiders the overall Council budget to determine if alternative areas of saving can be identified. The reasons being:
 - a) Information gained by the Task & Finish Group shows that early support to vulnerable people can lead to savings overall, There is concern that such significant cuts could lead to more costly interventions by statutory services of the council at a later stage.
 - b) A commitment by the Panel to recommend some changes to services to meet part of the potential savings if the Cabinet are prepared to do likewise.

3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

The proposed savings are: £501,000 for 2014-15 and £1,834,000 for 2015-16. This budget resources:

- Children’s Centres in the voluntary and statutory sectors
- support to early years and childcare settings from the Early Years Foundation Stage Team;
- voluntary sector services for Play and specialist Family Support.
- Parent Support Advisers for targeted primary schools
- Some commissioned health services

The proposals will result in significant staffing reductions via redundancy, the number of posts to be deleted is yet to be fully determined. With regard to property, the 9 Council run Children’s Centres were built with Sure Start Capital Grant from the DfE, conditions of this grant require the LA to continue to utilise the building for the purpose for which the capital grant was allocated otherwise a grant “Claw back” can be instigated by the DfE. This means that the Council has to seek to retain all of the buildings with a “core” Children’s Centre service offer. This does not preclude the option of seeking alternative agencies to run the Centres and /or deliver the core service.

The reductions are significant and form a major part of the MTSRP for the Children’s Service, there are no alternative options available to the service.

4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL

Consideration has been given through all the preparatory and on-going work of the Task & Finish Group, of issues relating to need, poverty, disability and disadvantage of children and families. Service reductions have been designed to ensure those children most in need of help continue to receive “early help” services.

5 THE REPORT

After the March 2013 panel decision to request further consideration of the implications of these savings, and for potential alternative options to be reviewed, two presentations were provided by Officers:

- (1) In May, the presentation outlined the current scale of need across Bath & North East Somerset 0-11 years using both national and local data sets; the national and local drivers (including statutory duties for the local authority); data illustrating who is currently reached through services; current staffing levels and the buildings used to provide services and finally the proposed budget reductions.
- (2) In June, the presentation outlined the evidence base used to deliver all early years services, including those delivered in or through Children’s Centres and by the Early Years Foundation Stage Team. This included evidence from families of the outcomes achieved; national evidence of need including increases in poor communication skills in very young children, increases in numbers of children with complex special needs, emergent neurological research into the brain development in babies and evidence of impact through the home learning programme. The service also provided evidence of reach and impact from all Children’s Centres, Parent Support Advisers, Southside Family Project and Family Play Inclusion work.
- (3) Following these meetings a Task & Finish Group was set up from 5 of the Councillors represented on the Panel, and supported by Officers. This report provides the recommendation and conclusions of this Task & Finish Group.

- (4) Over the course of the Task & Finish Group meetings were held to consider three options of delivering services. These options were: (i) to reduce all budgets as proposed with existing services scaled back accordingly, offering targeted services only; (ii) option 2 was a model that reduced budgets and considered a health provider to run an even more integrated model of delivery of all services; (iii) option 3 was a model to reduce budgets and outsource all services to the third sector. All models considered a small commissioning team remaining in the Council. Models were tested throughout the process and led to some of the proposed recommendations above.
- (5) Information was provided on what a more targeted and reduced “Hub and Community Children’s Centres” model (*see Appendix 3*) would provide. In investigating this model it was proposed that partners such as relevant schools would be asked to consider running buildings on behalf of Children’s Services, so that they could be sub-let back to Children’s Centres for part-time delivery: thus ensuring that services could still run in local communities, albeit at a reduced timetable and no permanent presence of Children’s Centres staff. Where building partners have been consulted on this proposal the response has been positive.
- (6) Information was sought and provided about whether other partners in the wider market, consisting of both national and local providers, would consider tendering for 0-11 Preventative Services, as an initial testing of the market. 12 organisations expressed an interest.
- (7) A set of design principles were considered, alongside the “hub” model proposed for Children’s Centres, for any future commissioning of these services.
- (8) Over August and September over 80 parents were consulted on questions about how they accessed services; whether they were happy with the services they received and what impact they had had on their lives. Responses were largely very positive and services were valued, whether they were run by the voluntary sector or the Council.
- (9) A series of meetings were held with the 5 Children’s Centre Boards; the voluntary Play and Specialist Family Support Services and the 0-11 Multi-Agency Group that reports to the Children’s Trust Board. These meetings were attended by members from the Task & Finish Group who asked questions relating to the impact of reduced budgets; how this could be delivered better or differently and whether income could be sought from elsewhere to support delivery.
- (10) The Task & Finish Group are indebted to all those who took part in the research, they have appreciated everyone’s input & honesty whether it be the effort that went into preparing the background information or being prepared to share the personal stories with the Task & Finish Group on the reason for using the services. All of this gave the Group a clear understanding of the role these services play in children & families lives.
- (11) A final meeting of the Task & Finish Group was held in early October and reviewed all the information and views provided over the last 5 months. The meeting considered the recommendations contained in this report (see section 2 above).

6 RATIONALE

Recommendations contained in this report take into account local data; statutory requirements under the Childcare Act 2006 (sufficient Children's Centres; sufficient quality places for 2, 3 and 4 year olds) the public sector Equalities Duty and the local authority's duty to moderate the Foundation Stage Profile at the end of Reception Year in school. The outcome of any change will be to secure statutory duties and target resources upon those children and families in greatest need.

7 OTHER OPTIONS CONSIDERED

None

8 CONSULTATION

Consultation took place during September. The Task & Finish Group visited the Children's Centre Boards and consulted with 2 voluntary sector Play providers; 1 voluntary sector Family Support service and 1 strategic multi-agency group representing services 0-11 years. Parents/users were present in most of these meetings.

9 RISK MANAGEMENT

A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

Contact person	<i>Sara Willis, Service Manager 0-11 Outcomes x5023</i>
Background papers	<i>Ofsted Inspections of nurseries, including those run by Children's Centres</i> <i>Ofsted Inspections of First Steps Children's Centre & St Martin's Garden Children Centre</i> <i>Ofsted Inspection of Children's Services – March 2013</i>
Please contact the report author if you need to access this report in an alternative format	

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(Appendix 1)

Early Years, Children and Youth Policy Development and Scrutiny Panel

Proposal and Terms of Reference

Re-structuring of the Early Years, Children's Centre and Early Help (0 – 11 years) Services 2014 – 2016

1. Background and Introduction

- i. This review flows from the development of the Medium Term Service Resource Plan 2013 – 2016 for the Children's Service. Each Department was tasked with identifying a range of areas of activity where either efficiencies or service reductions could be made. Within Children's Services the Early Years and Children's Centre Services area was identified for savings as profiled below:

2013 – 14	£ 273,000
2014 – 15	£ 228,000
2015 – 16	£1,834,000

- ii. At the meeting of Council on 19th February 2013 which agreed the budget 2013 – 2016 an amendment was agreed which deferred the implementation of budget reductions in Early Years and Children's Centre Services until 2014 – 15. The revised savings profile is set out below:

2013 – 14	£ 0
2014 – 15	£ 501,000
2015 – 16	£1,834,000

- iii. The amendment is shown as Appendix A and included an instruction to 'provide a report to the Early Years, Children and Youth Policy Development and Scrutiny Panel to allow further consideration of implications of these savings and for potential alternative options to be reviewed.' This paper is the start of that process as agreed at the Early Years, Children and Youth Policy Development and Scrutiny Panel at its meeting on 25th March 2013 (Item covered in Strategic Directors' Briefing).

2. The issue

- i. During the MTSRP process the service was clear that no definitive proposals had been developed to deliver the total saving of £2,335k. It was stated that detailed proposals would have to be brought forward to fully re-structure the Early Years and Children's

Centre Service area with that work beginning in 2013 ready for complete implementation by April 2015.

- ii. This timescale was identified because of the scale of the reduction to be made; the need to ensure a continuing focus on the most vulnerable young children and their families; the critical interface between Early Years and Children's Centre Services and the statutory social care services and the range of community, voluntary and private sector partners, along with statutory partners with which the Council works to deliver its Early Years, Children's Centre and Early Help Services/offer.
- iii. Given the above, the issue is: How to develop a range of service delivery models for Early Years and Children's Centre Services which recognise and accommodate
 - The reduced financial envelope available over 2014 – 2016.
 - A focus of council resources on those young children and their families in need of effective early help and support
 - The role and 'value added' of community, voluntary and private providers in the wider Early Years and Children's Centre landscape.
 - A clarified role for statutory partners particularly Health Services around early identification, help and support.
 - The 'threshold' for referral/access to statutory social care services for children deemed 'in need'.
 - A clear policy/strategy for 'Early Help' as defined in the Munro Review and the role of Early Years and Children's Centre Services in that policy.

3. Outcomes

- i. 3 possible models of operation based upon an evaluation of each against Section 2 and taking into account any relevant statutory guidance from the DfE for Early Years Services and Children's Centres.
- ii. Recommended option for re-structure of service to Cabinet for consideration and future implementation.
- iii. Children's Service in a position to make initial changes from April 2014 in order to make savings of £501k in 2014 – 15 in alignment with final service model which will be consulted upon and implemented from 1st April 2015.

Ashley Ayre
Strategic Director: People and Communities

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Appendix 2

Service Design & Commissioning Principles for:

The Children's Centre Hub Models

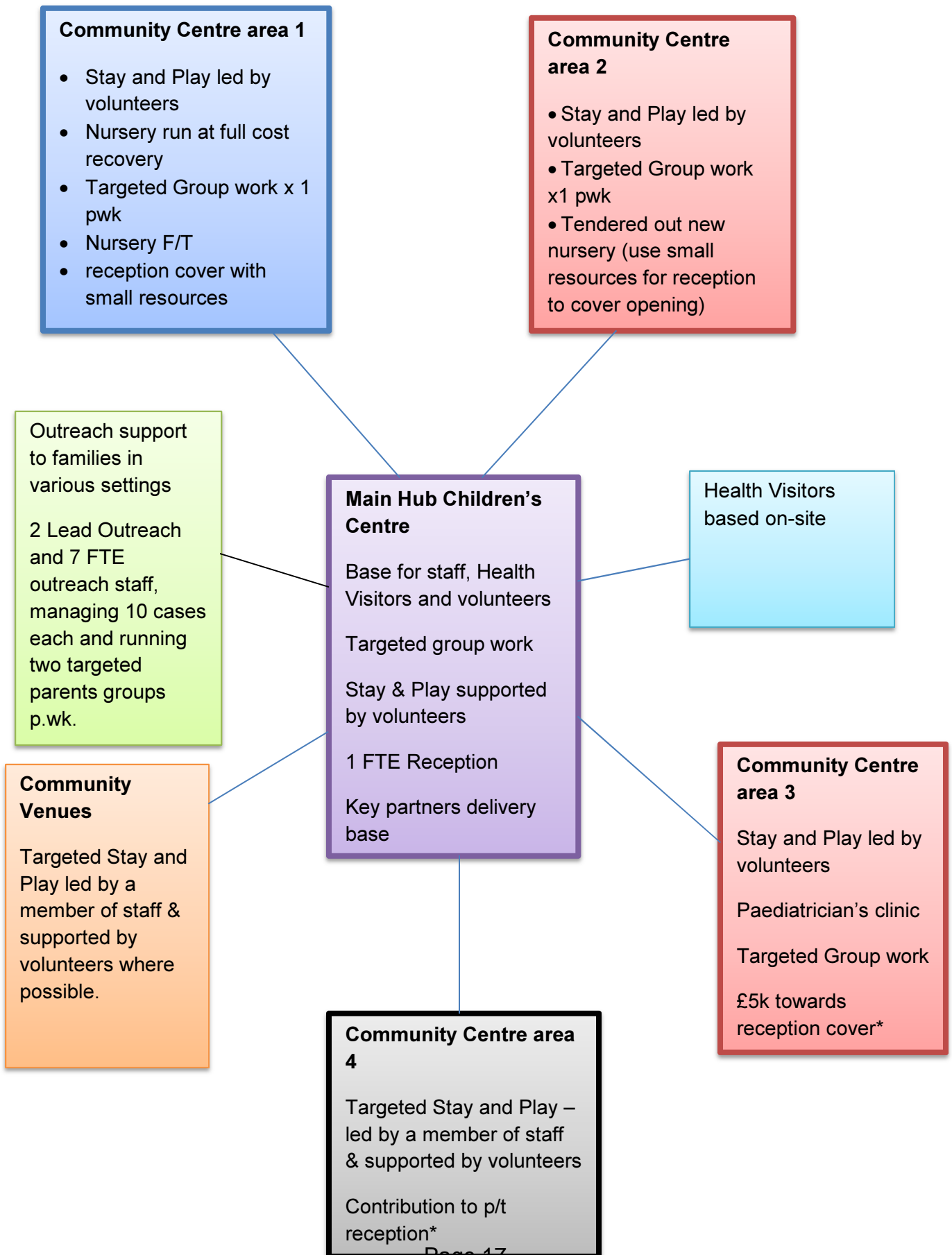
1. Together with our partners, to assess and respond early to the needs of individual children, families and communities in order to keep them safe and help them thrive and avoid their needs escalating to specialist (costly) services
2. Using evidence based approaches to reduce inequalities for targeted groups, through tracking individual children's progress
3. Providing a mixed economy of provision that ensures strong integrated working across agencies and settings
4. The voice of the child is heard and listened to
5. All Children's Centres are available and all Children's Centre Hubs are open full-time
6. Support children to develop secure attachments and emotional resilience
7. Supports children and families to have healthy lifestyles
8. Supports parents to have positive parenting aspirations and parenting skills
9. Supports children across all early years settings to develop well and be ready for school

Model Ensures

10. We meet Statutory Guidance to reach a "Good" Ofsted judgement at Children's Centre Inspections and ensure children develop well and are ready for school

11. Families and communities are enabled to participate fully in their community
12. We focus resources on reducing inequalities and narrowing the gap for those most in need
13. We are able to respond to the emerging “Local Offer” as part of the SEND Reforms for children with additional needs
14. We strengthen the integration and information sharing with health partners
15. There is a linked social worker and ensures a robust arrangement for the safeguarding and protection of children
16. There is a linked Health Visitor in each Hub, and where possible, premises remained shared with Health Visitors
17. Value for money by ensuring the effective and efficient delivery of services by targeting 75% of the spend on front facing service delivery and less than 25% on overheads. The model should ensure back office functions are delivered as efficiently as possible

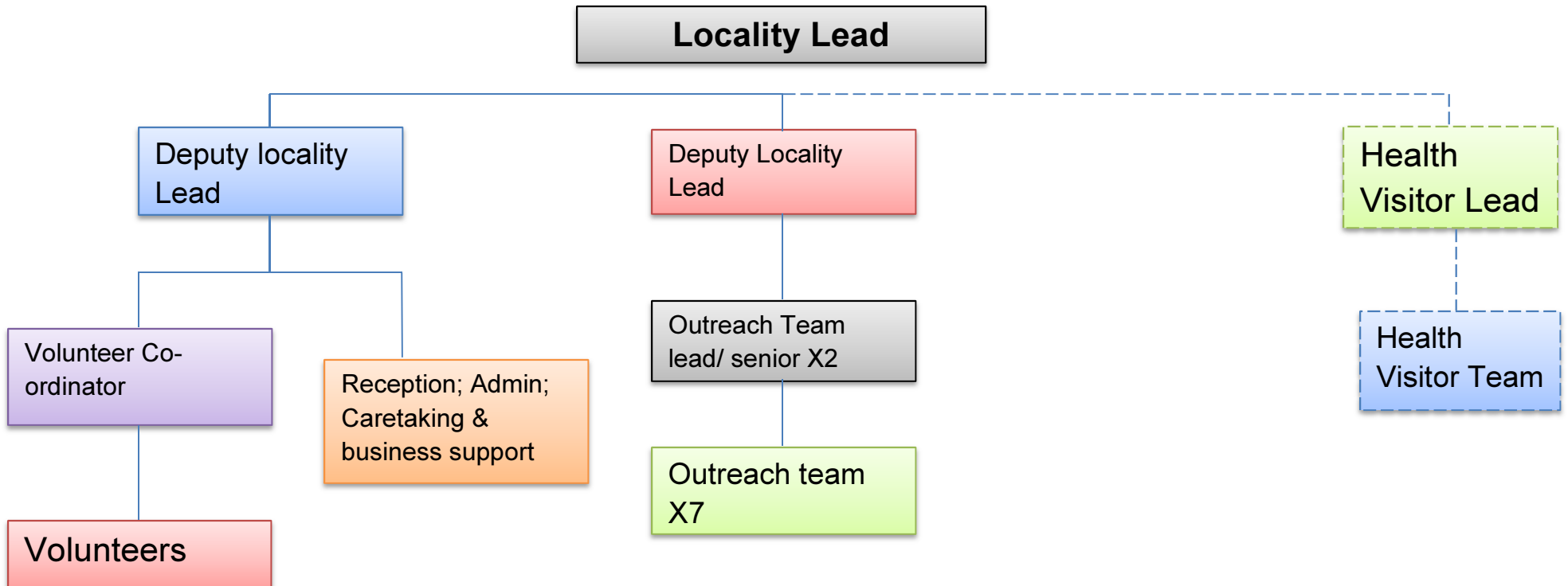
Emerging Basic hub model for a Locality Children’s Centre (**Appendix 3**)



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Emerging Children's Centre Hub Structure for One Hub (Appendix 4)

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This model will be scaled up or down depending on the size, needs of a locality and assumes one Hub for Bath; one for Keynsham & Chew Valley and one for Somer Valley

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