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**Date:** 22 Nov 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, Loraine Morgan-Brinkhurst MBE, Michael Evans and Dine Romero

Chief Executive and other appropriate officers  
Press and Public

Dear Member

**Early Years, Children and Youth Policy Development and Scrutiny Panel: Monday, 25th November, 2013**

Please find attached a **SUPPLEMENTARY AGENDA DESPATCH** of late papers which were not available at the time the Agenda was published. Please treat these papers as part of the Agenda.

Papers have been included for the following items:

11. **RE-STRUCTURING OF THE EARLY YEARS, CHILDREN'S CENTRE AND EARLY HELP (0 - 11 YEARS) SERVICES 2014 - 2016 (Pages 3 - 46)**

Yours sincerely

Mark Durnford  
for Chief Executive

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<b>Bath &amp; North East Somerset Council</b>		
MEETING:	<b>Early Years, Children &amp; Youth Policy Development &amp; Scrutiny Panel</b>	
MEETING:	<b>25<sup>th</sup> November 2013</b>	
		<b>E 2593</b>
TITLE:	<b>Call-in of decision relating to re-structuring of the Early Years, Children's Centre and Early Help (0 - 11 years) Services 2014 - 2016</b>	
WARD:	All	
<b>AN OPEN PUBLIC ITEM</b>		
<p><b>List of attachments to this report:</b></p> <ol style="list-style-type: none"> <li>1. Appendix 1 – Call-in request</li> <li>2. Appendix 2 – Report relating to called-in decision and associated papers</li> <li>3. Appendix 3 – Decision sheet</li> <li>4. Appendix 4 – Call-in guidance note</li> </ol>		

## 1 THE ISSUE

A call-in request relating to the Cabinet decision of 13<sup>th</sup> November 2013 concerning the re-structuring of the Early Years, Children's Centre and Early Help was received and validated on 21<sup>st</sup> November 2013. Appendix 1 sets out the reasons for the call-in request.

The Monitoring Officer, on behalf of the Chief Executive, has validated the call in and confirms that it conforms to constitutional requirements in terms of time of receipt and the number of Members validly subscribing to it.

## 2 RECOMMENDATIONS

### 2.1 THE PANEL IS ASKED TO:

- a) Consider the call-in request received (attached as Appendix 1).
- b) Decide if it requires any further information to enable it to make a determination of the call-in request and, if so, request this information and any contributions that will assist the Panel in determining the call-in either at this meeting or at a further meeting (e.g. from the Cabinet; Councillor(s) representing the call-in signatories; and any other internal or external contributors required by the Panel).
- c) Decide whether it will reach a conclusion about whether to uphold or dismiss the call-in at this meeting or if a further meeting is required. or refer the matter to the Council itself to undertake the role of the Panel,.

- d) If a further meeting is required to hear and determine the call-in, the Panel is asked to agree the date for this. The constitutional requirement is for that meeting to take place before the end of the 20<sup>th</sup> December 2013 (this timescale would not apply if the Panel decided to refer their role to the full Council).
- e) Following the examination, the Panel may either:
- Dismiss the call-in, in which case the decision shall take effect immediately;  
**OR**
  - Uphold the call-in and refer the decision back to the decision-makers for reconsideration, setting out why it has decided that the decision should be reconsidered;  
**OR**
  - Refer the matter to Council to itself undertake the role of the Panel [NB: the ultimate decision still remains with the original decision makers].

### 3 THE REPORT

At Council on 19<sup>th</sup> February 2013, which agreed the MTSRPs and budget for 2013/16, it was agreed to defer the implementation of this budget reduction until 2014/15. This decision 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.'

The Early Years, Children and Youth Policy Development and Scrutiny Panel agreed to undertake this work at its meeting on 25<sup>th</sup> March 2013. The PDS Panel looked to review proposals to re-structure the Early Years and Children's Centre Services in order to deliver savings from part of the Medium Term Service Resource Plan 2013 – 2016 for Children's Services. Subsequently Terms of Reference were developed for a Task & Finish Group to consider the proposed reductions in budget and services (Appendix 2.6). The Early Years, Children and Youth Policy Development & Scrutiny Panel received a report of the Task & Finish Group following their review of Early Years, Children's and Early Help (0-11years) Services at its meeting of October 14<sup>th</sup> 2013.

The Task and Finish Group made recommendations to the Panel for discussion, amendment and agreement and onward transmission to the Cabinet on 13 November 2013

At the Cabinet meeting on the 13<sup>th</sup> November 2013, the Panel's recommendations were considered, together with the Minority Report from Councillor Hardman. A resolution (E2593) was made by the Cabinet regarding the re-structuring of the Early Years, Children's Centre and Early Help (0 - 11 years) Services.

Under the Council's Constitution, any 10 Councillors not in the Council's Cabinet may request that a Cabinet or Single Member Decision made but not yet implemented be reconsidered by the person or body who made it. This is called a "call-in" and has the effect of preventing the implementation of the decision pending a review of the Decision by a Policy Development and Scrutiny Panel. This report sets out the call-in by 21 Councillors of the Cabinet decision concerning the Early Years, Children's Centre and Early Help (0 - 11 years)

Services. The role of the Panel is to consider the issues raised by the call-in and to determine its response. The relevant lead Cabinet Member is Councillor Romero.

### **3.1 Process**

Appendix 4 sets out the constitutional rules relating to the call-in process. In short, the Panel must EITHER:

- a) Dismiss the call-in, in which case the decision shall take effect immediately;  
**OR**
- b) Refer the decision back to the decision-makers for reconsideration, setting out why it has decided that the decision should be reconsidered;  
**OR**
- c) Refer the matter to Council to itself undertake the role of the Panel [NB: the ultimate decision still remains with the original decision maker].

If the Panel chooses option (b) above, the Constitution requires the decision-maker to reconsider the matter within ten working days from the conclusion of the PD&S Panel review meeting(s), and they may amend the decision or confirm the original decision, giving their reasons in either case. If the panel chooses option (c) these timescales would not apply.

### **3.2 Assessing the call-in request**

The Policy Development and Scrutiny Panel Chairs have approved guidance on the handling of call-in requests which make clear that there is a presumption that every validated call-in will proceed to a public meeting stage. The process for that meeting is set out in paragraph 3.4 below. If a second meeting of the Panel is required to complete the review it needs to take place no later than 20<sup>th</sup> December 2013 to comply with the constitutional requirement that the total period of overview and scrutiny involvement in a call-in must not exceed 21 working days.

### **3.3 Timescales.**

The Panel must hold its initial meeting within 14 working days to consider the call-in request. The Panel has a total of 21 working days to reach its decision.

- Initial Public Meeting must be held by 11<sup>th</sup> December 2013 [14 working days from receipt of validated call-in request]
- If meeting adjourned, second public meeting must be held by 20<sup>th</sup> December 2013 [21 working days from receipt of validated call-in request]
- If referred directly to Cabinet, a response must be received by 9<sup>th</sup> December 2013 [10 working days from date of 1<sup>st</sup> meeting]
- If adjourned and then referred to Cabinet, a response must be received by 8<sup>th</sup> January 2014 [10 working days from date of 2<sup>nd</sup> meeting]

### **3.4 Suggested format for the call-in meeting**

When the Panel determines the call-in, it is suggested that the following format be adopted:

- I. Remind itself of the issues to be considered and consider any additional written information supplied.

- II. Hear from and ask questions of the Cabinet and Lead (or other agreed) Officers.
- III. Hear from and ask questions of Councillor(s) representing the call-in signatories.
- IV. Hear from and ask questions of any appropriate external contributors (a “panel” style contributors` session is suggested).
- V. Discuss and draw conclusions from the written and oral information presented.
- VI. Consider and formulate the Panel’s determination of the call-in.

#### **4 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 4.1 The Panel should be aware that the Council’s Constitution (Part 4E, Rule 13) requires that
- 4.2 *“Where an Overview and Scrutiny Panel makes a recommendation that would involve the Council incurring additional expenditure (or reducing income) the Panel has a responsibility to consider and / or advise on how the Council should fund that item from within its existing resources or the extent to which that should be seen as a priority for future years’ budget considerations”.*
- 4.3 It is important, therefore, in its consideration of the call-in that the Panel gives consideration to the alternative options available to the decision-maker and the financial consequences of these.

#### **5 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.

#### **6 CONSULTATION**

This report has been prepared following consultation with the Chair and of the Policy Development and Scrutiny Panel.

<b>Contact person</b>	<i>Liz Richardson / Emma Bagley – Lead / Policy Development and Scrutiny Project Officer 01225 396053 / 6410</i>
<b>Background papers</b>	<i>Minutes of the Council’s Budget Meeting 19<sup>th</sup> February 2013 Minutes of the Early Years, Children and Youth Policy Development and Scrutiny Panel Meeting 14<sup>th</sup> October 2013</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	

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

**1 Context – The Council's Budget Meeting 19 February, 2013**

At the Council budget meeting on 19 February, 2013 Council was asked to agree an overall saving of £2.3m from 2013-2016 to the Early Years and Children's Centre Service.

The profile of the proposed savings was as follows:

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

An amendment was agreed deferring the implementation of the budget reductions until 2014-15, leaving the revised savings profile as follows:

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

It was further agreed that:

*the Early Years and Children's Centre savings in Years 2 and 3 are still subject to a detailed plan and would require a Budget vote in future years and that officers be instructed to provide a report to the Early Years, Children and Youth (EYCY) PDS Panel to allow further consideration of the implications of these savings and for potential alternative options to be reviewed.*

**2 Recommendations arising from the Early Years, Children and Youth Policy Development and Scrutiny Panel meeting on 14 October, 2013**

As a result of the Council decision, the EYCY PDS Panel considered the matter and subsequently established a Task and Finish Group which produced recommendations for consideration by the full Panel.

The following recommendations were made:

1. The design and commissioning principles set out in Appendix 4 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 services are dealt with separately from Children's Centres
3. That any funding reductions for these services are considered separately in line with service models
4. To recommend a hub and spoke model as the basis for delivery of Children's Centre Services, whilst recognising that the number of hubs, and the level of service at the non-hub Children's Centres, will be dependent upon the scale of budget reductions, ultimately agreed by Council in February 2014
5. To retain all existing Children's Centre buildings
6. To further explore the potential of a commissioned model and / or integrated model with health services, acknowledging the need for further market testing of potential providers
7. To undertake a full cost/benefit analysis of any service changes
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 Minority Report of the Early Years, Children and Youth Policy Development and Scrutiny Panel**

However, the extent of the concerns about the process adopted by the Panel also led to the production of a Minority Report by one member of the Panel which was published with the Cabinet papers.

This Minority Report recommended the following:

That Cabinet:

- a) Asks the EYCY PDS Panel to consider the implications of the proposed Early Years and Children's Centre savings and review potential alternative options with a report back to the December meeting of Cabinet identifying the following:
  - (i) The detailed implications of the proposed savings for frontline services under the proposed 38% cut to the budget of Children's Centres;
  - (ii) The potential for management and efficiency savings that would have no effect on frontline services;
  - (iii) A recommended model for the future of Children's Centre services based on management and efficiency savings; and
  - (iv) In light of (iii), a request to Cabinet that, should the recommended model be undeliverable within the proposed budget for Early Years and Children's Centres, resources are identified from elsewhere in order to offset the proposed savings target.

### **4 Officer Recommendations to the Cabinet Meeting on 13 November, 2013**

The Cabinet, at its meeting on 13 November, 2013 was recommended, in the officer report before it, to:

- Note that the Early Years, Children & Youth Policy Development and Scrutiny Panel had a number of questions, in particular which services will be provided at the Children's Centres under the proposed new model, who will run the various Children's Centres, and to whom these services will be available.
- Consider the recommendations as proposed by the EYC&Y Policy Development & Scrutiny Panel made at their meeting on 14th October 2013 and formulate their views from their recommendations which are laid out in Appendix 2; as well as considering the recommendations laid out in the Minority Report in Appendix 7.

### **5 The Cabinet Decision 13 November, 2013**

The Cabinet heard contributions from parents, members of the public, volunteers, the Chair of the EYCY PDS Panel, the author of the Minority Report and other councillors, following which, the Cabinet decided:

- 1) To NOTE that the Early Years, Children & Youth Policy Development and Scrutiny Panel had a number of questions, in particular which services will be provided at the Children's Centres under the proposed new model, who will run the various Children's Centres, and to whom these services will be available;
- (2) To NOTE the issues raised in the Minority Report; and
- (3) To FORMULATE their response to the Panel's recommendations and to the Minority Report.



## **6 The Call-in**

This decision is called-in on the grounds that the Cabinet has failed to respond adequately to either the recommendations of the EYCY PDS Panel or the recommendations contained in the Minority Report.

Specifically:

The Cabinet has not answered the questions raised by the EYCY PDS Panel including which services will be provided under the proposed new model, who will run the various Children's Centres and to whom these services will be available;

The Cabinet has not formulated any response either to the recommendations of the Early Years, Children and Youth PDS Panel or to the Minority Report

The Cabinet has provided no timetable for formulating such a response; and

The Cabinet has given no indication about whether it is prepared to reconsider its overall budget to identify alternative areas of saving, as recommended by both the EYCY PDS Panel and the Minority Report.

## **7 Call-in Signatories**

Cllr Liz Hardman – Lead Signatory

Additional signatures received by the deadline are listed on the next page

## Signatures

1. Liz Hardman – Lead signatory
2. Michael Evans
3. Eleanor Jackson
4. Robin Moss
5. Vic Pritchard
6. Rob Appleyard
7. Barry Macrae
8. Pete Edwards
9. Francine Haeberling
10. Martin Veal
11. Colin Barrett
12. John Bull
13. Alan Hale
14. Liz Richardson
15. Anthony Clarke
16. Patrick Anketell-Jones
17. David Veale
18. Bryan Chalker
19. Dave Laming
20. Les Kew
21. June Player

<b>Bath &amp; North East Somerset Council</b>	
MEETING/ DECISION MAKER:	<b>Early Years, Children &amp; Youth Policy Development &amp; Scrutiny Panel Committee</b>
MEETING/ DECISION DATE:	<b>14<sup>th</sup> October 2013</b>
	<b>E 9999</b>
TITLE:	<b>Re-structuring of the Early Years, Children's Centre and Early Help (0 - 11 years) Services 2014 - 2016</b>
WARD:	All
<b>AN OPEN PUBLIC ITEM</b>	
<b>List of attachments to this report:</b>	
<ol style="list-style-type: none"> <li>1. Appendix 1 - Terms of Reference for the Task &amp; Finish Group</li> <li>2. Appendix 2 – Design and Commissioning Principles</li> <li>3. Appendix 3 - Proposed Children’s Centre Hub model</li> <li>4. Appendix 4 – Proposed staffing structure for the Children’s Centre Hub model</li> </ol>	

## **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 19<sup>th</sup> 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 25<sup>th</sup> 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.

<b>Contact person</b>	<i>Sara Willis, Service Manager 0-11 Outcomes x5023</i>
<b>Background papers</b>	<i>Ofsted Inspections of nurseries, including those run by Children's Centres</i> <i>Ofsted Inspections of First Steps Children's Centre &amp; St Martin's Garden Children Centre</i> <i>Ofsted Inspection of Children's Services – March 2013</i>

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**Recommendations agreed and minuted at the Early Years, Children & Youth Policy, Development & Scrutiny Panel meeting on 14<sup>th</sup> October 2013**

The following recommendations were made:

1. The design and commissioning principles set out in Appendix 4 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 services are dealt with separately from Children's Centres
3. That any funding reductions for these services are considered separately in line with service models
4. To recommend a hub and spoke model as the basis for delivery of Children's Centre Services, whilst recognising that the number of hubs, and the level of service at the non-hub Children's Centres, will be dependent upon the scale of budget reductions, ultimately agreed by Council in February 2014
5. To retain all existing Children's Centre buildings
6. To further explore the potential of a commissioned model and / or integrated model with health services, acknowledging the need for further market testing of potential providers
7. To undertake a full cost/benefit analysis of any service changes
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

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## Appendix 3

# Budget 2013-2015\*

\*as at May 2013 – since this time budgets have been adjusted for IT centralisation & figures included originally that were not part of the B&NES baseline budget have been removed leaving a budget after proposed cuts of £2.592

Budget Area	Council income inc DSG 2012/13	Cuts 2014-15	Cuts 2015-16	Other cuts	Overall % cuts on budget
Early Childhood Commissioning	859,050	180,550	252,000	34,510	54.37%
0-11 Outcomes Central Team	214,367	19,667	12,000	0	14.77%
Play team & Commissioning	478,954	150,000	67,000	99,000	65.98%
Integrated Working inc. Parent Support Advisers 5-11 yrs.	158,371	5,000	79,464	0	53.33%
Early Years Foundation Stage	842,219	20,000	454,498	3,400	56.74%
EYFS Training	213,961	30,000	160,000	0	88.80%
Vulnerable under 2's inclusion funding	308,712	0	50,000	33,000	26.89%
Bath West Children's Centres	502,402	20,092	173,329	0	38.50%
Bath East Children's Centres	721,955	28,878	249,074	0	38.50%
Keynsham & C.Valley C.Centres	370,691	14,827	127,888	0	38.50%
Somer Valley C.Centres	593,287	23,731	204,684	0	38.50%
Parenting Programmes/creche	15,000	8,500	6,500	0	100.00%
<b>Total budget</b>	<b>5,278,969</b>	<b>501,245</b>	<b>1,836,438</b>	<b>169,910</b>	<b>47.50%</b>

# Children's Centre Staff and Buildings

## Keynsham & Chew Valley

- 2 Children's Centres + 1 linked site



- Base for 8 Health Visitors



- 9.1 FTE Council CC Staff
- **£254,983**



- One private nursery provider on Chew Valley site

## Somer Valley

- 4 Children's Centres + 1 linked site



- Base for 6 Health Visitors



- 14.4 FTE Council CC Staff
- **£434.723**



- One private nursery provide on Paulton site

# Children's Centre Staff and Buildings

## Bath East

- 3 Children's Centres + 1 linked site



- Base for 8 Health Visitors



- 19 FTE Council CC Staff
- **£582,284**



## First Steps (Bath)

- 2 Children's Centres + 1 linked site







- Base for 0 Health Visitors


- 11.6 FTE First Steps staff
- **£247,546**



## Staffing @ the Children's Centre Nurseries

- **St Martins Children's Centre Nursery – 12.98 FTE**
  - » **£286,679** (includes nursery income) Council Staff  

- **Radstock Children's Centre Nursery – 15.71 FTE**
  - » **£263,983** (includes nursery income) Council Staff  

- **Keynsham Childrens's Centre Nursery – 1.35 FTE**
  - » **£35,314** Council Staff  

- **First Steps Twerton and Moorlands Nurseries (Bath) – 35.2 FTE**
  - » **£614,772**  


# EYFS team – Advisory Support to Private, voluntary & maintained early years settings – birth to 5 years

Post description		FTE	TOTAL
Early Years Advisory Teacher and Area SENCos, including management 3 FTE		8.53	356,763

**Bath East:**

- 23 Pre-Schools / Nurseries & Independent School Nurseries

**Bath West**

- 20 Pre-Schools / Nurseries & Independent School Nurseries

**Keynsham & Chew Valley**

- 29 Pre-Schools / Nurseries & Independent School Nurseries



**Somer Valley**

- 18 Pre-Schools / Nurseries & Independent School Nurseries

**Reception Classes in School 58**

**Total 148 settings**

# EYFS team - by Settings Childminders

Post description		FTE	TOTAL
Childminding Coordinator		2.27	67,326
Lead Childminding Officer		0.68	23,319

**Bath East:**

- 35 Childminders

**Bath West**

- 40 Childminders

**Keynsham & Chew Valley**

- 41 Childminders

**Somer Valley**

- 61 Childminders



# Parent Support Advisors by School

Somer Valley Cluster  PSA supporting    Schools costing £22,565  
(St Nicholas, Westfield, Longvernal)

Bath Valley Cluster  PSA supporting     Schools costing £13,343  
(St Saviours Infants, St Saviour's Junior, St Stephen's Primary, Swainswick Primary)

Bath Cluster 1  PSA supporting    Schools costing £9,610  
(St Andrews, Twerton Infants, St Michaels)

Bath Cluster 2  PSA supporting      Schools costing £20,719  
(Combe Down, St Philips, Southdown Junior & Infants, St Michael's, Oldfield Junior & Infants)

Bath Cluster 3  PSA supporting   Schools costing £23,783  
(St Martin's Garden Primary, Moorlands Junior & Infants)

## **Overview of Services Provided by these budgets for 2013-14**

- Commissioning of services such as Breastfeeding support; Southside Specialist Family Support (£300k reaching over 350 families); infant mental health; post natal depression support groups; speech and language.
- Play Team and contracts to support better outcomes and targeted play opportunities through the voluntary sector (non statutory) but complementing early help for the 5-13 age group. Included in this is work with disabled children to ensure access to open air play opportunities. (£478,954 – 2,000 children reached in 2012-13)



## The Legislation

Legislation about children's centres and the Early Years Foundation Stage is contained in the Childcare Act 2006 (**referred to in this guidance as "the Act"**)<sup>1</sup>. This guidance refers to the following sections of the Act:

- **Section 1:** Duty on local authorities to improve the well-being of young children<sup>2</sup> in their Area and reduce inequalities between them.
- **Section 2:** Explanation of the meaning of early childhood services.
- **Section 3:** 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 children and their parents.
- **Section 4:** Duty on commissioners of local health services and Jobcentre Plus (as partners') to work together with local authorities in their arrangements for improving the well-being of young children and securing integrated early childhood services (see Chapter 3).
- **Section 5A:** Arrangements to be made by local authorities so that there are sufficient children's centres, so far as reasonably practicable, to meet local need. This section defines what a Sure Start children's centre is and what arrangements and services constitute a children's centre (see chapters 1 and 2).
- **Section 5C:** Duty on local authorities to ensure each children's centre is within the remit of an advisory board, its make-up and purpose (see Chapter 4).
- **Section 5D:** Duty on local authorities to ensure there is consultation before any significant changes are made to children's centre provision in their area (see Chapter 2).
- **Section 5E:** Duty on local authorities, local commissioners of health services and Jobcentre Plus to consider whether the early childhood services they provide should be provided through children's centres in the area (see Chapter 3).
- **Section 98C (Part 3A of the Act):** Duties on local authorities after receiving a report from Ofsted following the inspection of a children's centre. This includes preparing and publishing a written statement (an Action Plan) setting out the action to be taken in response to the report.

**Other Related Sections of the Statutory Duties Contained within The Childcare Act 2006 (revised) include:**

The act also lays out registration and inspection arrangements, providing for an integrated education and care framework for the Early Years and general childcare registers. The sufficiency, information and outcomes duties came into effect on 1 April 2008 and the remaining provisions came into effect from September 2008.

**Sections 6, 8-11 & 13** require local authorities to assess the local childcare market and to secure sufficient childcare for working parents. Childcare will only be deemed sufficient if it meets the needs of the community in general and in particular those families on lower incomes and those with disabled children. Local authorities take the strategic lead in their local childcare market, planning, supporting and commissioning childcare. Local authorities will not be expected to provide childcare direct but will be expected to work with local private, voluntary and independent sector providers to meet local need. Section 7 re-enacts the duty for local authorities to secure a free minimum amount of early learning and care for all 3 and 4 year olds whose parents want it.

**Section 12** extends the existing duty to provide information to parents, to ensure parents and prospective parents can access the full range of information they may need for their children right through to their 20th birthday. Local authorities will be required to ensure that this service is available to all parents and that it is pro-active in reaching those parents who might otherwise have difficulty accessing the information service.

Sections 39-48 introduce the Early Years Foundation Stage which will build on and bring together the existing Birth to Three Matters, Foundation Stage and national standards for day care and childminding. This new framework will support providers in delivering quality integrated early education and care for children from birth to age 5.

**Sections 31-38 & 49-98** reform and simplify the framework for the regulation of childcare and early education to reduce bureaucracy and focus on raising quality and standards. All providers caring for children up to age 5 will be required to register on the Early Years register and deliver the Early Years Foundation Stage (unless exceptionally exempted). Childcare settings providing for school age children will be judged against a streamlined set of Ofsted Childcare Register standards. These criteria will be compulsory for all settings caring for children under 8. Other providers may join the register on a voluntary basis.

**Sections 99-101** allow for the collection of information about young children to inform funding and support the local authority duties under the act.

**Service Design & Commissioning Principles for:**

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. Support children to develop secure attachments and emotional resilience
6. Supports children and families to have healthy lifestyles
7. Supports parents to have positive parenting aspirations and parenting skills
8. Supports children across all early years settings to develop well and be ready for school

**Model Ensures**

9. 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
10. Families and communities are enabled to participate fully in their community
11. We focus resources on reducing inequalities and narrowing the gap for those most in need

12. We are able to respond to the emerging “Local Offer” as part of the SEND Reforms for children with additional needs
13. We strengthen the integration and information sharing with health partners
14. There is a linked Social Worker in each Children’s Centre Hub to ensure robust arrangement for the safeguarding and protection of children
15. There is a linked Health Visitor in each Children’s Centre Hub, and where possible, premises remained shared with Health Visitors
16. 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 15% on overheads. The model should ensure back office functions are delivered as efficiently as possible

## Early Years, Children and Youth Policy Development and Scrutiny Panel

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### 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 19<sup>th</sup> 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 25<sup>th</sup> 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 1<sup>st</sup> April 2015.

**Ashley Ayre**  
**Strategic Director: People and Communities**





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

**Minority Report of the Early Years, Children  
and Youth Policy Development and Scrutiny  
Panel**

**Cllr Liz Hardman**

**November, 2013**

## 1 Introduction

At the Council budget meeting on 19 February, 2013 Council was asked to agree an overall saving of £2.3m from 2013-2016 to the Early Years and Children's Centre Service.

The profile of the proposed savings was as follows:

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

An amendment was agreed deferring the implementation of the budget reductions until 2014-15, leaving the revised savings profile as follows:

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

It was further agreed that:

*the Early Years and Children's Centre savings in Years 2 and 3 are still subject to a detailed plan and would require a Budget vote in future years and that officers be instructed to provide a report to the Early Years, Children and Youth (EYCY) PDS Panel to allow further consideration of the implications of these savings and for potential alternative options to be reviewed.*

As a result of the Council decision, the EYCY PDS Panel considered the matter and subsequently established a Task and Finish Group which produced recommendations for consideration by the full Panel.

Throughout the period of the review, I have expressed concern about both the process adopted by the Task and Finish Group and the recommendations produced as a result of that process and subsequently agreed by the EYCY PDS Panel. It is my contention that a flawed process resulted in a flawed model and that the EYCY PDS Panel missed an opportunity to develop a model for Children's Centres for B&NES in a principled way.

As will be made clear, the EYCY Panel manifestly failed to implement the resolution as agreed by Council. It is as a result of this failure that this Minority Report has been produced. It is hoped that this Report will serve as a vehicle for ensuring that both the Cabinet and, ultimately, the Council at its February, 2014 budget-setting meeting, have the opportunity to consider both the implications of the savings and review potential alternative options.

## 2 Recommendations

That Cabinet:

- a) Asks the EYCY PDS Panel to consider the implications of the proposed Early Years and Children's Centre savings and review potential alternative options with a report back to the December meeting of Cabinet identifying the following:
  - (i) The detailed implications of the proposed savings for frontline services under the proposed 38% cut to the budget of Children's Centres;

- (ii) The potential for management and efficiency savings that would have no effect on frontline services;
- (iii) A recommended model for the future of Children's Centre services based on management and efficiency savings; and
- (iv) In light of (iii), a request to Cabinet that, should the recommended model be undeliverable within the proposed budget for Early Years and Children's Centres, resources are identified from elsewhere in order to offset the proposed savings target.

### 3 A Flawed Process

The recommendations (above) arise from the need for the EYCY Panel to look again at the work it was asked to do by Council at the February 2013 budget-setting meeting. Despite the acknowledgement by Council that the savings for Years 2 and 3 would require a budget vote it is regrettable that both the full EYCY Panel and the Task and Finish Group set up by it, took it for granted that the savings target had been agreed. They assumed that Early Years and Children's Centres would have to carry the full burden of the cuts, and that any recommendations had to be deliverable within the proposed resources.

It was in that context that the Task and Finish Group undertook its work: instead of doing as Council had asked and considering the implications of savings of this scale, the meetings of the Task and Finish Group were focused on producing a model (The Children's Centre Hub Model) which would allow delivery of these savings.

The final meeting of the Task and Finish Group on 2 October, 2013, made recommendations to be considered by the full EYCY Panel at its meeting on 14 October, 2013 for agreement and onward transmission to the Cabinet. The Task and Finish Group agreed, amongst other things, to recommend the Hub model. I was unable to accept the recommendations and made my position clear at the meeting. Regrettably, I was the only member of the Task and Finish Group to do this.

The Liberal Democrat Group has three places on the EYCY PDS Panel. One of these places is vacant and was filled on a temporary basis at the meeting on 14 October, 2013 which considered the recommendations of the Task and Finish Group. Both of the two permanent members were absent with their places filled by substitutes. Whilst it was disappointing that these two substitutes had been poorly briefed in advance of the meeting, both also made the entirely reasonable point that the papers available to the meeting were inadequate and provided insufficient information, particularly financial information, upon which to make a decision. It is regrettable that despite making this point, the two substitutes proceeded to participate in both the discussions and the voting as if they were in full command of the facts.

Such was the inadequacy of the information available to the meeting on 14 October, 2013 that before considering in detail the recommendations of the Task and Finish Group, the Panel resolved the following:

"that there remain a number of questions over what services will be provided at the Children's Centres under the proposed new model, who will run the various Children's Centres, and to whom these services will be available. Noting these continued uncertainties..."

In view of the fact that the EYCY had been tasked with considering the implications of the savings, it is beyond belief that the Panel felt able to make any

recommendations at all when questions about the implications (i.e. what services would be provided, by whom, and to whom the services would be available) remained unanswered at the Panel meeting.

#### **4 The Recommendations: The Emerging Hub Model**

In spite of the request by Council to consider the implications of the savings, from the outset the Task and Finish Group was focused on how to deliver the savings.

This initially involved three options for delivering the service as follows:

Option 1: to reduce all budgets as proposed with existing services scaled back accordingly, offering targeted services only;

Option 2: to reduce budgets and identify a health provider to run an integrated model of delivery of all services;

Option 3: to reduce budgets and outsource all services to the third sector.

Questions were raised about all of these options, but the debate moved on without ever fully identifying the implications for the service of any one of these options. By this stage, the Hub model (with four hubs, although this was subsequently reduced to three) had emerged and was being promoted as the model for the future commissioning of Children's Centre services, delivered either by the Council, or by a Health-led provider, or by the voluntary sector. This model was not developed in a principled way as the best means of delivering Children's Centre services. Instead its main advantage was that it delivered the proposed cuts. I couldn't possibly support it.

At the eleventh hour, a further advantage of this model – that it can be scaled up or down according to the funds available – was identified. Again, this supposed advantage had nothing to do with the best means of providing Children's Centre services. Instead, it was an advantage entirely related to financial considerations.

Whether members of the Panel understood what the Hub model would look like in practice is unclear. The papers themselves gave no indication of which Children's Centres would remain open as Hubs (expected to be Keynsham, Parkside or possibly Weston and Radstock) and which would be subject to a reduced service. The Panel did, in its agreed recommendation (4) give a nod to the effect of budget reductions on non-Hub Children's Centres "*recognising that the number of hubs, and the level of service at the non-hub Children's Centres, will be dependent upon the scale of budget reductions...*" and speakers from Chew Valley Children's Centre expressed their concern about the implications of the Hub model for services in their area and the lack of connection between the Chew Valley and Keynsham – which would become the Hub for the Chew Valley. However, this was never fully explored by the Panel.

There was also no acknowledgement in the emerging Hub model of the B&NES Children's Centres located in Twerton and Moorlands, which are delivered by First Steps, Bath and are run as a local charity but are also funded by B&NES.

In respect of those Children's Centres which would not be identified as Hubs, it was suggested that other partners, such as schools could be asked to consider running the Children's Centre buildings on behalf of Children's Services, sub-letting back to the Children's Centres for delivery of services on a part-time basis. To date, it remains unclear whether schools or other organisations have expressed a

willingness either to take on the buildings themselves or to take on responsibility for sub-letting.

Despite this degree of uncertainty, the EYCY PDS Panel recommended the Hub model as the basis for the future delivery of Children's Centre services.

## **5 The implications of the savings**

At various points during the meeting of the EYCY PDS Panel on 14 October, 2013 the impression was given that cuts of nearly 40% of the budget for Children's Centres could be delivered through management changes and service efficiencies. As a result, and for the avoidance of any doubt, the Director of People reminded those at the meeting that the proposals are not about efficiencies: they would lead to service reductions.

Whilst it is clear that the Hub model would lead, at best, to a skeleton service in eight of the eleven Children's Centres, to date, the implications of the service reductions have not been subject to proper public scrutiny. They include:

An expectation that, in running universal services, centre staff would be replaced with volunteers with the risk that the identification of children and families needing help from a universal base would be lost;

Stopping funding to support breastfeeding with the risk that breastfeeding may decline further thereby impacting on obesity rates;

Stopping a contribution to the Child and Adolescent Mental Health Services with the risk that that children arrive at school with increased social, emotional and behavioural difficulties;

Stopping subsidies for the five nurseries that are attached to Children's Centres. Subsidies enable additional staff to be employed, offering a high quality setting to these nurseries which all take a high number of children with child protection plans, children in need and vulnerable children. These nurseries may restrict what they can offer and families will not access the support that is currently available, with the risk that some children will fall through the net and children at risk of poor outcomes will increase;

Stopping speech and language support to all early childhood settings, including Children's Centres, leading to a reduction in professional support for children with speech and language delay and the risk that children will arrive at school with poor communication skills;

Stopping all Children's Centres having a Children's Centre Co-ordinator thereby reducing the ability to plan services in a specific area, reducing the cover of buildings, and reducing the management to plan for Ofsted inspections;

Stopping automatic referrals from health visitors being picked up by Children's Centres leading to the potential loss of early intervention for children with emerging needs with the risk that children will slip through the net and not be picked up until nursery/school;

Restricting access to Children's Centres on a daily basis with the services less readily accessible for families leading to fewer families reached; and

Apart from at Hub buildings, stopping free access to Children's Centre buildings for integrated work by partner agencies and social care for contact with children and families. Appointments will be harder to arrange near where children live with the risk that families do not attend key appointments.

The EYCY PDS Panel should have had the opportunity to consider these implications. If it had done so, it is questionable whether the members would have supported the emerging Hub model as the means for delivering Children's Centre services.

## **6 An Alternative Approach**

It is clear that there are insufficient resources available from within the proposed budget for Children's Services to offset the cuts to Early Years and Children's Centres.

However, an opportunity was lost. Had the EYCY PDS Panel spent its time working on the kind of Children's Centre service it would like to see delivered in B&NES, the case could have been made by the Panel for asking the Cabinet to identify resources from elsewhere within this Council to deliver this service.

Instead, the focus was on delivering the cuts.

There is still, however a chance to retrieve the situation: by asking the EYCY PDS Panel to implement the resolution agreed by Council at its budget-setting meeting. Until such time that the implications of the proposed savings are considered and potential alternative options reviewed based on management and efficiency savings there can be no confidence that the Hub model is anything other than a means of delivering huge cuts to this most vital of services.

## **7 Evidence**

In producing this report, a wide range of evidence has been considered including:

- Visits to ten Children's Centres in B&NES;
- Further visits to those Children's Centres proposed to be Hubs;
- Discussions with parents and children;
- Discussions with staff;
- Discussions with health visitors;
- Discussions with members of the Children's Centre Advisory Boards;
- Consideration of documentation available to members of the Task and Finish Group;
- Presentations delivered by officers to members of the EYCY Panel in May and June;
- July 2013 Report from the All Party Parliamentary Sure Start Group; and
- October 2013 Children's Centre Census published by National Charity 4Children.

There are many people who feel passionately about the services we offer to the youngest and most vulnerable members of our community and I am grateful to those who have taken the time and trouble to discuss the future of Children's Centre services with me.

Liz Hardman  
November, 2013



Cabinet Meeting Resolution

Executive  
Forward Plan  
Reference

**E2593**

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

<b>Date of Meeting</b>	13-Nov-13
<b>The Issue</b>	<i>The PDS Panel received the report of the Task &amp; Finish Group following their review of Early Years, Children's Centre and Early Help (0 - 11 years) Services. Cabinet considered the Panel's recommendations at its meeting on 13<sup>th</sup> November 2013, together with the Minority Report from Councillor Liz Hardman.</i>
<b>The decision</b>	<p>(1) To NOTE that the Early Years, Children &amp; Youth Policy Development and Scrutiny Panel had a number of questions, in particular which services will be provided at the Children's Centres under the proposed new model, who will run the various Children's Centres, and to whom these services will be available;</p> <p>(2) To NOTE the issues raised in the Minority Report; and</p> <p>(3) To FORMULATE their response to the Panel's recommendations and to the Minority Report.</p>
<b>Rationale for decision</b>	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.
<b>Other options considered</b>	<p>The models considered by the Early Years Children and Youth Policy Development and Scrutiny Panel were: to reduce all budgets as proposed with existing services scaled back accordingly, offering targeted services only: Option 1 would be delivered within the existing structures of a mixed Council and voluntary sector model; 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; 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.</p> <p>Officers and the Task &amp; Finish Group considered closing some centres and keeping a smaller number open. This was rejected because of the presumption by central government not to close Children's Centres and the need to continue to provide some targeted services, and the cost of repaying the capital grant.</p> <p>Outsource all provision was considered. This was rejected because of the length of time to prepare a new service specification which would not achieve savings in timeframe required i.e. TUPE implications. Initial</p>

# Cabinet Meeting Resolution

<b>Executive Forward Plan Reference</b>	<b>E2593</b>
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	<p>review suggests the services required can most effectively be provided by a model of keeping all buildings but restricting their use for Children's Centres, whilst maximising community access to these assets. Following this restructure, outsourcing is not precluded as a future delivery option.</p> <p>Reduce all direct non statutory functions i.e. Play and Specialist Family Support functions. Rejected because the voluntary sector have and do bring in considerable leverage from other charitable groups, increasing the total funds available to children and families in the area, as well as bringing community capacity to the authority.</p>
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**The Decision is subject to Call-In within 5 working days of publication of the decision**

# **CALL-IN OF EXECUTIVE DECISIONS**

## **RULE 1 – WHO MAY REQUEST A CALL-IN?**

Elected members who do not sit on the Cabinet have the right to request a “call-in” of an executive decision which has been made by the Cabinet, or a person or body to whom the power to make executive decisions has been delegated, but not yet implemented.

These decisions could be made by;

- the Cabinet
- a Cabinet Member,
- a committee of the Cabinet
- an Officer taking a key decision acting on delegated authority from the Cabinet
- an area committee
- a body under joint arrangements

BUT NOT the decisions of quasi-judicial or Regulatory Committees.

Notice of the decision made shall be published to every councillor and the publicity shall specify the period in which the “call-in” right may be exercised.

## **RULE 2 – SUBMISSION OF A “CALL-IN” NOTICE**

A notice requesting a “call-in” of an executive decision shall be in writing and signed by 10 or more elected members (excluding Cabinet Members) making the request. The request shall be deposited with the Chief Executive.

The request shall include individual signatures on the notice or electronic communications from individual members signifying their support for the call-in. If a Member is unable to communicate in writing or electronically he/she may signify support by telephone.

The persons making the call-in request shall state the decision being called in, the decision maker, the date the decision was taken and shall give reasons for the call-in.

No member of the Council is entitled to sign up to more than 5 call-in requests in any Council year.

The Chief Executive shall determine whether a call-in is valid (ie whether it has been received within 5 working days of the decision being published and requested by the appropriate number of members and that the decision may properly be called in under the Constitution) and, if so, consult with Overview & Scrutiny Chairs to decide which Panel should consider it.

The Chief Executive shall make a report of any validated call-in to a meeting of the relevant Overview and Scrutiny Panel which shall meet wholly in public within 14 working days of a valid call-in notice being verified.

A decision may only be called in once.

## **RULE 3 – CONSIDERATION BY OVERVIEW AND SCRUTINY PANEL**

The Overview and Scrutiny Panel shall consider the issues raised in the “call-in” request and the stated reasons for the request. They have the following courses of action open to them;

- a) To dismiss the call-in: the decision shall then take effect immediately;
- b) To refer the decision back to the decision-making person or body for reconsideration, setting out in writing the nature of the Panel's concerns; or
- c) To refer the matter to Council to itself undertake the role of the Panel (which may necessitate an additional Council meeting to meet necessary timescales) [NB: the ultimate decision still remains with the original decision maker].

If the call-in is dismissed, notification will be made to all interested parties and the original decision can be implemented. No amendments can be made to the decision [Six-month rule applies – Part 4(D), rule 15]

If the Panel consider any aspect of the decision requires further consideration, it must refer it back to the decision maker.

In total, the Panel shall ensure that the period of overview and scrutiny involvement in an individual call-in shall not exceed 21 working days.

#### **RULE 4 – CONSIDERATION BY DECISION MAKER**

The person or body which made the decision shall consider the report of the Overview and Scrutiny Panel or Council and must;

- (a) confirm the original decision; or
- (b) make some changes to the original decision; or
- (c) make a different decision.

The decision maker may not ignore the report. The decision maker shall undertake this consideration within 10 working days from the date of the Overview and Scrutiny (or Council) meeting.

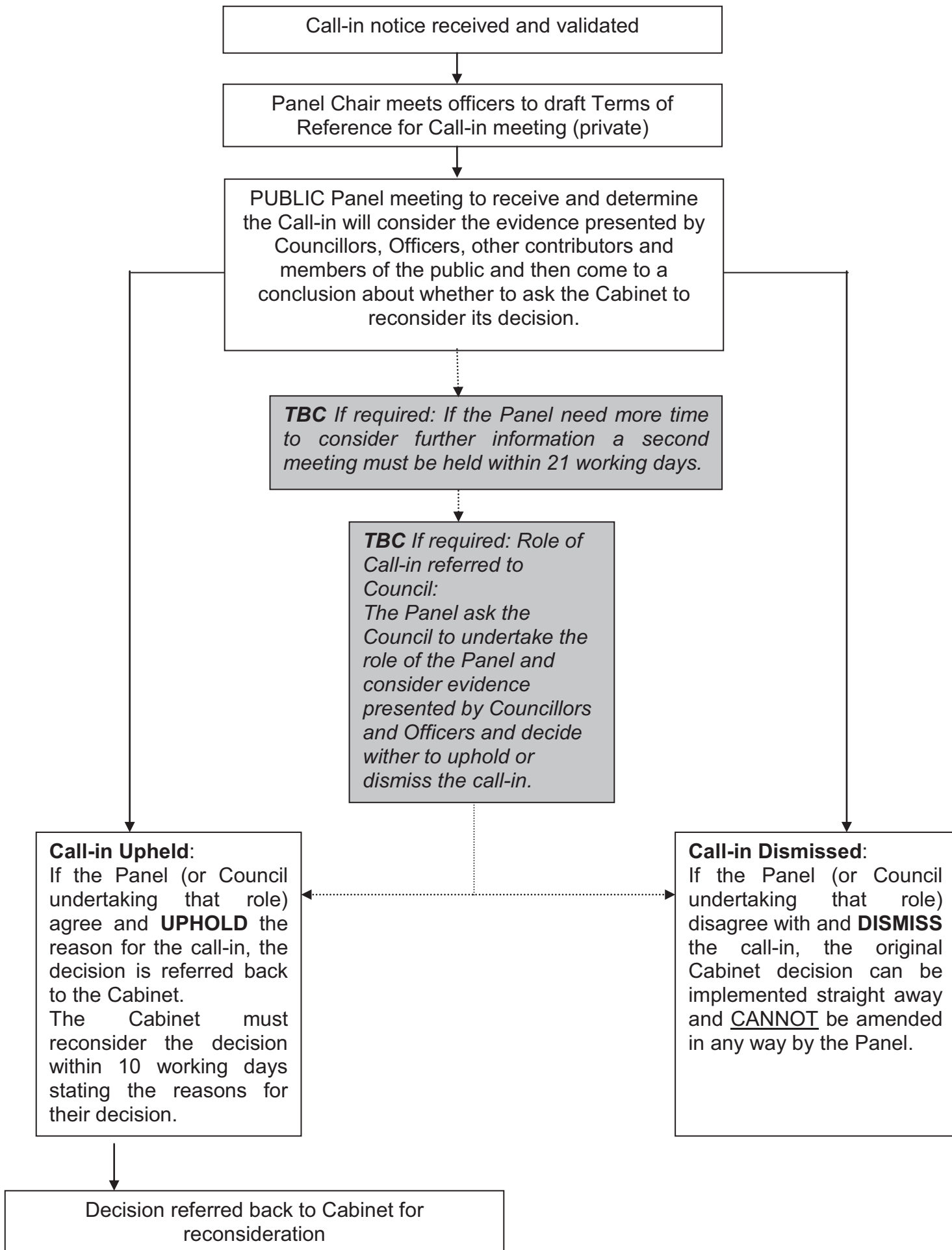
The decision made by the decision maker after considering the report of the Overview and Scrutiny Panel shall be final and will be implemented immediately. There is no further opportunity for “call-in” of the decision.

#### **RULE 5 – EXCEPTIONS TO “CALL-IN”**

The rights under this Procedural Rule shall not apply in the following circumstances:

- when the executive decision is urgent as defined in the Urgency Procedure Rules within this Constitution
- the effect of the call-in alone would be to cause the Council to miss a statutory deadline
- a decision taken under the General Exception and Special Urgency Access to Information Rules [Part 4B, rules 15 and 16].

**FLOW CHART:**



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