



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Children Young People and Families Service

Date: 12 December 2012

Subject: Redesign of Early Years Services

Author of Report: Julie Dale/ Julie Ward

Summary: This paper sets out in principle the proposals to redesign early years Services in Sheffield. If approved, these proposals will form the Early Years Strategy.

Reasons for Recommendations:

The purpose of this report is to inform Members and seek approval in principle for proposals to redesign and streamline early years services in Sheffield in order to make savings in management, administration and premises costs whilst maintaining universal, early intervention and family support services that are flexible, accessible and of high quality. This is the next phase in the development, which builds on the consultation and proposals that formed the conclusions of the Early Years Review. The size, depth of the savings proposed and the timescale are as a result of the severe Government cuts to funding and changes in Government Strategies for early years. Due to these changes the Council will concentrate on being the Champion and advocate for children and families, will have an increased focus on 'uptake', quality assurance and value for money.

Recommendations: Members are asked to approve in principle;

- The proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality early learning and health services with the resources available.
- The proposed action plan for a quality improvement programme for all early years settings.
- The proposed reorganisation of the management and co-ordination of 36 Children's Centres into 17 Children's Centre Areas
- The proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available. At the same time specifications for procurement of new targeted services will be developed.

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- The proposed cessation of grants to 16 childcare providers in the Private Voluntary and Independent sector and 4 in the statutory sector.
- The proposed reduction and transfer of the maintained childcare provision

Background Papers:

- The Review of Early years and Multi Agency Services 0-5 2012 incorporating a summary of the Review of Early Years and 0-5 multi agency services consultation
- Draft Children's centre programme
- Draft Childcare strategy
- Draft Quality improvement programme
- Draft LA Maintained Sector Childcare Provision (Young Children's Centres)

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
Cleared by: Patricia Phillipson
Legal Implications
Cleared by: Nadine Wynter
Equality of Opportunity Implications
Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES
Human rights Implications
NO:
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
YES –Cleared by Kath Selman
Property implications
YES
Area(s) affected
ALL
Relevant Cabinet Portfolio Leader
Cllr Jackie Drayton
Relevant Scrutiny Committee if decision called in
CYPF
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
YES

1. Summary

1.1 The purpose of this report is to inform members of and seek approval in principle for proposals to redesign and streamline early years services in Sheffield. Final plans for the children's centres will be informed by the outcome of consultation. This is the next phase of the proposed development of strategy as a result of the early years review; however the scale, depth and timeframe are as a result of the severe reduction in funding. The Council will have an increased focus on quality assurance and value for money.

1.2 Background

1.2.1 The funding available for early years services has reduced over the past two years and Sheffield City Council is expecting a further £6.8 million reduction to the Early Intervention Grant in 2013/14. The funding allocated to local authorities previously through the Early Intervention Grant (EIG) will now form part of the Revenue Support Grant which is facing further reductions in 2014/15. Free Early Learning Funding will be transferred to the Dedicated Schools Grant (DSG).

1.2.2 Therefore within this context, in 2011 there was a review of Sheffield's early years and multi-agency support services from pre-birth to early education. As part of the review extensive consultation took place with parents and users of the service and this has informed the redesign proposals to meet the needs of modern lifestyles and vulnerable families. This report outlines a substantial change programme for the early year's sector following the outcome of the consultation.

1.2.3 Both the reduction in Government Funding and the outcome from the consultations in the review have informed this report on the proposed redesign and streamlining of Sheffield's early years services.

1.3 The Strategic Vision

1.3.1 Our ambition for Sheffield is that every child, young person and family achieves their full potential by raising expectations and attainment and enabling enriching experiences. The Lead Member has given a strong commitment to high quality early years services with a key focus on school readiness and closing the equalities gap at the end of the foundation stage. This will be achieved by ensuring that "every school is a great school", "every child, young person and family is safe healthy and strong", "all young people are active, informed and engaged" and "every child has a great start in life", which will mean access to;

- High quality play, learning and support.
- Early health services
- Local services for all the family delivered through a whole household approach
- Flexible, accessible and affordable childcare

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- Timely interventions and support when needed.

1.3.2 We believe that providing parenting advice and support and early interventions will improve outcomes for young children and their families with a particular focus on the most disadvantaged, so children are equipped for life and ready for school no matter what their background or family circumstances. Evidence shows that development during the early years of a child's life lays an essential foundation for progress through out life, this impacts on families' ability to access education and improve their employment opportunities and life chances.

1.4 **How will the Vision be achieved?**

1.4.1 Our approach will focus on organisations working in partnership and demonstrating commitment to this vision which will maximise positive outcomes in communities, and lead to improved universal services and better targeted resources As a result of the reduction in resources available the strategic vision will be more difficult to achieve.

1.4.2 This report reflects the proposed changes necessary to redesign and streamline the service with the reduced funding available and will focus on;

- Confirming the role and responsibility of the local authority as an advocate and champion for children and families.
- Changing the local authority role from a main delivery role to a quality assurance one.
- Providing information, advice and guidance to providers and families.
- Managing the statutory responsibilities and priorities
- Managing the change process to ensure services are more flexible, accessible, locally available and targeted
- Achieving better value for money by procuring good quality services at the most economically advantageous price.
- Promoting and ensuring best practice through collaboration.

1.4.3 **Redesign Principles**

- **To ensure accessibility of services** – Our key partners are critical to the effectiveness of multi agency working and the delivery of flexible services within localities. Planning of prevention and early intervention services will take place within local areas and across partner organisations to include the implementation of the children's centre core purpose. (**Appendix 1 sets out the core purpose**). NHS Sheffield and Public Health play a central role in the delivery of these prevention and early intervention services, with health visitors and midwives in a key role. Therefore joint planning and commissioning of early health and support with our NHS partners will be a key feature in the future development of services. This will be supported by the City Council's procurement process which will

deliver a broad range of family support services. This will allow the Private Voluntary and Independent sector (PVI) the opportunity to participate in planning and delivery.

- **To drive up quality of provision with a focus on children's readiness to learn** – There will be a standard benchmark of quality in the delivery of early learning and childcare services. We will continue to support the early years workforce and ensure that every setting knows what high quality play and best practice look like in an inclusive setting which can support the needs of children from diverse communities and with special needs. There will be investment in early reach and engagement within the redesigned children's centre areas for hard to reach families and children not currently attending pre-school. The statutory duty carried out by the local authority will be achieved through a robust childcare sufficiency assessment which will inform and facilitate the childcare market and be closely monitored to ensure all settings in receipt of Free Early Learning (FEL) grants provide best value for money and high quality environments. Further information will be available in background papers.
- **To improve efficiency and make savings on management, administration and premises costs**– It is proposed to redesign and streamline the existing 36 children's centres into 17 children's centre areas, taking into account the levels of need, historic patterns of usage, existing locations and the use of other Local Authority and community buildings across the city. (**Appendix 2 details new areas**). There will be efficiency gains from the multiple use of buildings, sharing facilities and resources. Management and administrative staffing structures will be reduced and services delivered at point of need. Families will be able to access flexible services; including electronic and face to face communication dependant on need. Resources will be targeted to the most vulnerable families and there will be more opportunity for partnership working across the statutory and voluntary agencies. It is important to state that this is not reducing the number of sites and buildings where services are delivered. It is about how the service is managed and allows us to ensure that at far as possible we are delivering savings on management costs and not the front line services. Where as before we had 36 registered children's centre areas coming with management and administration costs we are reducing this to 17, but we will have services delivered in the same number of areas across the city it is just the categorisation and organisation of this that is changing.

1.5 The strategic vision makes a direct contribution to the 'Standing Up for Sheffield', Corporate Plan 2011-14 by delivering the best possible use of our limited resources to meet the needs of Sheffield children and families. The plan requires that we only invest in efficient flexible and accessible services that children and families really need and we need to make sure that we are targeting our support at the people and families that need it most - whoever they are and wherever they live.

- 1.6 This is part of the Council's wider vision for 'Successful Children and Young People, Safe Healthy and Strong Families' and the key imperatives of tackling poverty and improving health and wellbeing. If agreed, the implementation of the proposals will enable a step change to be made in the way that children and families experience high quality early health, education and childcare.
- 1.7 This vision must be delivered within one of the most challenging funding settlements ever for children. The Government has indicated its intention to severely cut back the early intervention grant, which currently funds children's centres, while providing extra funding through the schools grant for free early learning places for disadvantaged 2 year olds. The changes in funding also mean that there is no longer any identifiable funding for childcare sustainability and this will become more challenging as we roll out 2 year old free early learning places and develop more flexible services (not just term time).

2. What does this mean for the People of Sheffield

- 2.1 Despite recent funding cuts, families will be able to access good quality services locally, (within a reasonable distance from their home).
- All three and four year olds will still be able to access 15 hours of free nursery education.
 - More two years olds from disadvantaged areas will access free early learning that will give them a better start in life and more generally families from low income households will be able to access the full range of children centre services.
 - Services will be accessible and flexible to meet modern family lifestyles in convenient locations where families want to access them.
 - Information will be accessible through the channels families want when they need it.
 - Services will be delivered more efficiently ensuring that resources meet the needs of families at the point when they are needed.
 - There will be better integration of services supported by the development of a family Common Assessment Framework (CAF) and integrated screening which will;
 - reduce inequalities in child development and school readiness
 - improve parents aspirations, self esteem and parenting skills
 - improve child and family health life chances
 - There will be a clear strategy for communication with parents and those key partners involved in developing services for early years will contribute to the planning and evaluation of services.
 - We recognise that families will need to be supported through this period of change to early years services. Local forums and networks will be engaged and accessible to ensure that any impact will be minimal.

3. Outcomes and sustaining the future of early years services.

- 3.1 It is essential that the services provided across the city will become more effective through joint planning and commissioning arrangements with key partners to provide a more creative and flexible approach to different ways of working. This includes shared use of resources to ensure that the needs of vulnerable families are met through the CAF and MAST process. There will be a commitment to listening to and responding better to parents and planning and delivering services in the new Children's Centre Areas and communities. Working together with our partners from health and the Private Voluntary and Independent sector and by developing solutions together we aim to improve the effectiveness of universal services, thereby reducing the need for families to have to access specialist services.
- 3.2 The procurement process will identify organisations able to deliver the required good quality services at the most economically advantageous price, in line with Best Value Guidance. This will enable all providers to have the opportunity to participate and invest in their future sustainability and development of services aligning with the Government's aim to help the voluntary and community sector shift from a reliance on central and local council grant based funding to be able to compete in open markets. Service performance will be managed through the Council's contract management processes that will ensure fairness and stronger accountability.
- 3.3 There is also a strong emphasis on improving the quality and flexibility of early learning through high quality play and childcare, thereby ensuring that all children have access to excellent early development, improving their readiness to learn at school age. Sharing expertise across early years settings will enhance partnership working and benefit families.

4. Proposed Plans

4.1 The redesign and reorganisational structure of children's centre areas

- 4.1.1 Children's centres are defined in the Childcare Act 2006 as a place or group of places:
- which is managed by or on behalf of the local authority to secure that early childhood services are available in an integrated way
 - Through which early childhood services are made available –either on site or providing assistance on gaining access to services elsewhere
 - At which activities for young children are provided on site
- 4.1.2 Given the level of funding reduction it is our intention to reorganise the children's centre areas by taking into account the management, co-ordination and delivery of services. This includes analysis of levels of need, historic patterns of usage and the location and usage of other public buildings within

the City Council's capital portfolio. Making savings to management, administration and premises costs will ensure that funding is directed more towards frontline delivery of services rather than the organisation of centres which will impact on achieving better outcomes for children and reduce administrative costs.

4.1.3 It is proposed that the existing 36 children's centres will be reorganised into 17 designated children's centre areas with outreach venues in every area. The outreach venues could be Schools, GP surgeries, community buildings or libraries. It is the duty of the Local Authority to remain the accountable body for the 17 Children's Centre areas.

4.1.4 The local authority's responsibility will be to continue with robust management and governance arrangements and co-ordination of Children's Centre Area Forums in order to embed this reorganisation of areas. This will include monitoring and evaluation of services to ensure that they are high quality, flexible, responsive to local need, meet Ofsted requirements and inform future planning. A procurement process for support services will be developed.

4.1.5 The proposed new areas will, where appropriate, develop;

- Shared management facilities, functions and resources
- Shared planning of services within and across boundaries
- Shared staff development, training and good practice
- Children's Centres Area Forums

4.1.6 There will be increased benefits for children and families including;

- More flexible, innovative services where families need them
- Improved reach and registration of the most vulnerable families
- Guaranteed "good quality" settings
 - Better use of community assets
 - Services driven by local needs
 - Ability to monitor impact
 - Economic and social benefits to families
 - Provides a more accessible service for families including foster carers and where appropriate support contact arrangements between looked after children and their parents.
 - Ability to link flexible childcare support for parents/carers in Education, Training and Employment.

4.1.7 There will be improved partnership working in order to;

- Make decisions about sufficiency of provision in consultation with Public Health and NHS Sheffield, Jobcentre Plus and other Children's Trust partners, PVI Providers, schools, local families and communities.
- Determine the best arrangements locally taking account of local communities and needs. Value for money and the ability to improve

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outcomes for all children, but especially the most disadvantaged, will be important guiding considerations.

- Make resources available to facilitate services, in particular to support target groups and address the inequalities gap across the City.
- Establish forums in each children's centre area and link into the wider community networks to give a broader picture of the area to inform planning of services.

4.1.8 A full review of the reach areas of the centres based on the most up to date data available has been undertaken. It needs to be recognised that there will be efficiency gains from reorganising the centres and aligning them with other service delivery units. However it will be necessary to decommission a number of the existing children's centres, these may become outreach sites. In the majority of cases children who are suffering from the effects of deprivation are within the most deprived reach areas and will be able to access the full service offer. The small numbers of children suffering from effects of deprivation living in the least deprived areas, will be targeted by the centres in their areas through outreach work and linked sites. The reach area numbers appear very large in the most affluent areas of the city, but following analysis of historic usage, and parental preferences, the City Council are confident that they can meet the needs of these parents through the development of services in linked sites and other public buildings such as libraries. This reflects how service delivery has evolved in these areas.

4.1.9 At this time it is recognised that the Local Authority is in the best position to continue to develop and shape the management and coordination of the children's centres.

4.1.10 There will be little impact on current service delivery to parents, and it is essential that we increase the registration and reach to the most vulnerable families. There will be an increase of outreach services and early intervention services delivered when families need them.

4.1.11 OFSTED as the regulatory body for children's centre inspections will need to be informed of the proposed changes. They have already announced that they are moving to a locality based approach to children's centre inspection. This will mean that inspections are carried out at the locality level rather than separate inspections of individual centres and their individual reach areas. Ofsted is currently consulting on the new inspection framework which will be rolled out to all children's centre inspections from April 2013. The results of this consultation will be considered as part of the process to implement the proposed changes.

4.2 Development of a procurement process for the delivery of high quality support services

- 4.2.1 It is our intention to redistribute resources which currently support universal services to a targeted approach in order to meet the needs of the most vulnerable families with a view to driving up quality and providing best value for money. We intend to consult through the Multi Agency Allocation Meetings (MAAMS) in localities, on what future services will be required to meet families' needs. A service specification for family support services will be developed in preparation for procurement. Current contracts will not be renewed and will be part of the transition to a new commissioning framework. .
- 4.2.2 We propose to procure a range of support services which will include putting in place a framework contract to provide opportunities for smaller voluntary and community organisations to participate in delivering services along with larger organisations and charities that specialise in working with complex families.
- 4.2.3 The specifications for support services will reflect the City Council's whole family approach and the needs of the 0-19 age range and will incorporate procurement of services to support the building successful family's initiative. There will however be an increased focus on vulnerable families with children under 5.

4.3 Childcare

- 4.3.1 In Sheffield, there are over 200 childcare providers (including (Private, Voluntary & Independent (PVI) and Schools) and 500 childminders across the City. High quality childcare provision forms part of a menu of services that support improved life chances for children. It is one element of the Council's Early Years Strategy to improve outcomes for children, families and communities and for reducing inequalities in the long term. The long term benefits of high quality pre-school childcare provision where young children are supported to develop and learn has been well documented. In addition, by removing barriers to work for parents, childcare also supports the agenda to reduce poverty and the number of workless households where young children live. Parents cannot take up new job opportunities and progress in their careers without affordable, flexible local childcare to help them. Consequently childcare plays a crucial role in supporting the goal to reduce child poverty and in supporting wider economic development and regeneration.
- 4.3.2 The proposed key actions to take forward will be;
- To expand places for 2 year old Free Early Learning (FEL) from 700 to a possible 3000 by 2015, in line with Government proposals. It will be necessary to keep the childcare sector informed of the criteria for this expansion and facilitate development of the market to ensure sufficient places.

- To discontinue the funding of childcare grants to 16 PVI providers and 4 statutory organisations. Historically these grants were intended to be short term for settings to develop their infrastructure; however it is no longer equitable or appropriate for the LA to provide funding to providers to sustain their childcare businesses.
- To retain a small pot of funding to be used as and when necessary for:
 1. Targeted short term fund where individual families face exceptional circumstances and require immediate childcare provision.
 2. Targeted short term projects to deliver priorities.
- The LA will focus on it's childcare sufficiency duty in it's role as market facilitator and advisor providing ongoing sufficiency information by:
 - i. Assessing demand for childcare at all levels
 - ii. Assessing the supply of childcare and
 - iii. Analysing the gap between supply and demand
 - iv. Publishing a Childcare Sufficiency Assessment document (CSA)
 - v. Keeping the childcare market informed of potential surplus places and gaps in provision

4.4 Improving the Quality of Early Years Provision in all settings

4.4.1 High quality provision is the best foundation for reducing inequalities between young children, because the characteristics of high quality early learning for all children are those that enable a focus on meeting the needs of every individual child. The local authority will monitor quality improvement across all Schools and private, voluntary and independent organisations. The Lead Member has given a strong commitment to ensuring that all providers should achieve the Quality Mark and focuses on readiness to learn and closing the equalities gap at the end of the foundation stage. We will achieve this through;

- The development and implementation of a quality improvement audit tool covering the 5 main components of the Early Years Foundation Stage.
- A review and development of the Sheffield Charter for Quality that we would expect every setting to obtain, to enable providers to build a wider range of skills, knowledge and competencies which will underpin their practice. This will become the Sheffield quality badge.
- Investment in early reach and engagement within the redesigned children's centre areas for hard to reach families and children not currently attending pre-school.

- Monitoring the provision of funding for 2, 3 and 4 year old FEL to ensure high quality childcare services are available across Sheffield which meets the needs of children, parents and families.
- Extending services provided to families to include home based care for children and families with specific needs and provision which will be flexible to families extended working patterns.
- Ensuring that all early years providers are inclusive and promote the role of the Special Educational Needs Co-ordinator (SENCO) and Equalities Needs Co-ordinator (ENCO).
- An early years city-wide network which will influence decisions based on research and development, and will provide an opportunity to share and disseminate good practice.

5. Communication and Consultation

- 5.1 There was an extensive consultation with parents and stakeholders in 2011 as part of the Early Years Review which informed the redesign proposals.
- 5.2 A further communications strategy will be developed to include statutory and non-statutory consultation and provide information about the content of this report and the redesign of early years services. Information and consultation sessions will take place with families, providers, service users and employees.
- 5.3 Existing children's centre advisory boards will be brought together to form 17 proposed local forums which will come together as a city wide forum that focuses on business, sufficiency and local needs.
- 5.4 Additional forms of communication and consultation will be developed through the Community Assemblies, the Parent's Assembly and the BME Parent's Assembly and local networks. This will include support to families to ensure that any impact from the change to services is minimised.

6. Proposals

Areas	Proposed Activities	Dates
1. Improving the quality of early years provision in all settings	<ul style="list-style-type: none"> FEL Code of Practice distributed Quality audit of relevant provision identified through OFSTED. Begun through rolling programme. Audit of the Sheffield Charter for Quality 	<p>Oct 2012 Nov 2012</p> <p>Nov 2012</p>
2. Children's centre areas reorganised from 36 areas to 17	<ul style="list-style-type: none"> Communicate and consult with all key stakeholders regarding the reorganised children's centre areas. Fulfil statutory process for decommissioning of children's centres 	Dec-March 2013
3. Existing contracts for services will cease on March 31 st 2013 – see appendix 3. Implement a procurement process to deliver redesigned support services at the most economically advantageous price.	<ul style="list-style-type: none"> Notify existing contractors of appropriate notice periods Consult on impact and mitigation Develop service specification for family support services Assessment of TUPE implications In event TUPE applies embark on TUPE consultation process Implement the most appropriate procurement process and procurement timetable 	<p>Dec 2012</p> <p>Dec 2012/Jan 2013 Dec 2012/Mar 2013</p> <p>Jan 2013</p> <p>Jan 2013</p> <p>Apr 2013</p>
4. 16 Childcare grants currently allocated to the private voluntary and independent (PVI) sector will cease on March 31 st 2013	<ul style="list-style-type: none"> Consultation on impact and mitigation plan Assessment of TUPE implications In event TUPE applies embark on TUPE consultation process 	<p>Dec 2012 to Jan 2013</p> <p>Jan 2013</p>
5. Review of childcare maintained provision managed by the LA	<ul style="list-style-type: none"> MER for maintained provision launched with full consultation process Transfer and reduction of services 	<p>Jan/Feb 2013</p> <p>Jan/Feb 2013</p>
6. Redesigning of early years staffing structures to early years prevention teams	<ul style="list-style-type: none"> MER and achieving change 	April 2013 – March 2014

7. Financial Implications

- 7.1.1 The financial implications reflect the impact of the proposed actions which are in response to recent Government changes to early years funding and the transition from existing universal services to a more targeted delivery approach.
- 7.1.2 The Early Intervention Grant has reduced by 27% (£6.8m) and will from 2013 be absorbed within the councils overall revenue grant.
- 7.1.3 The recent policy shift from central Government will see an increase in the provision of 2 year old Free Early Learning (FEL), alongside the 3 & 4 year old FEL. Funding in the region of £5m for 2013/14 for Sheffield is anticipated to fund the growth targeted for 2-year old expansion. In 2012-13 this funding was allocated to Local Authorities through the Early Intervention Grant (£1.395m for Sheffield). From 2013-14 funding for this initiative will cease from the Early Intervention Grant and will be included within the Dedicated Schools Grant
- 7.1.4 The Human Resource implications of this report mentions the possibility of TUPE transfer between employers and the redesign of internal services. Any financial implications of this will have to be quantified, in liaison with Human Resources.

7.1.5 The following table shows the funding proposals;

Early Years Proposal (Net Numbers)

Expenditure Category		12-13 £'000	Saving £0	Resource for 13-14 £'000
Free Early Learning / Childcare (3-4 yr olds)	Schools	8,638	0	8,638
Free Early Learning / Childcare (3-4 yr olds)	PVIs	9,134	0	9,134
Funding for 2 year olds	School/PVIs	1,395	0	1,395 3,800*
Sub Total Free Entitlement		19,167	0	22,967
The following activities are funded from early years resources				
Children's Centres Hosting and Premises Contracts - External and New Childcare Grants Graduate Leader Funding Childcare Maintained Provision Early Years Teams Public Health Activities Quality Improvement Team		12,069	-3,578	8,491
Total Early Years Non-FEL		12,069	-3,578	8,491

* This figure is based on estimates of 2 Year old places required and these figures are not yet confirmed (estimates based on Government guidance).

7.2 Proposed Actions to Achieve Financial Implications

7.2.1 The children's centre areas will be reorganised from 36 areas to 17. This reflects the current usage by families across the city and the potential to minimise accommodation and central costs. The current hosting & premises funding will cease and a new arrangement will be put in place to ensure improved clarity, value for money and use of resources.

7.2.2 Existing contracts (**See appendix 3**) are due to end on March 31st 2013 and will not be renewed. Services will be reviewed in line with the Council's priorities and linking to a more targeted approach to support the most vulnerable children and families. Future procurement will provide opportunities for local providers to engage and will improve services to children and families.

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7.2.3. Childcare grants currently allocated to 16 private voluntary and independent (PVI) organisations and 4 statutory organisations will cease on March 31st 2013. Historically these grants were intended to be short term for settings to develop their infrastructure; however it is no longer equitable or appropriate for the LA to provide funding to providers to sustain their childcare businesses. This is in line with the Government's aim to help the voluntary and community sector shift from a reliance on central and local council grant based funding to be able to compete in open markets. It will be necessary to ensure the childcare strategy for the city focuses on the sufficiency and flexibility of high quality childcare by working in partnership with childcare providers and enabling providers to maximise the free early learning funding. The pot of emergency sustainability funding will also cease on March 31st 2013 and providers will need to make sure they develop contingency plans to sustain their businesses.

7.2.4 The childcare provision maintained by the LA has undergone a review which recommends that this will transfer in a staged approach to Schools and PVI settings and by 2014/15 the local authority will no longer deliver any childcare provision.

7.2.5 The key priority for Sheffield will be to reach and register the most vulnerable families within all our children's centre areas and focus on early intervention. Graham Allen's report **Early Intervention: The Next Steps**-January 2011 states that this is an opportunity to make lasting improvements in the lives of our children, to forestall many persistent social problems and end their transmission from one generation to the next, and to make long-term savings in public spending

8 Legal Implications

8.1 Sheffield City Council has a statutory duty under section 6 of the Childcare Act 2006 to secure sufficient childcare for parents in their area who require childcare in order to enable them to take up or remain in work, or to undertake education or training. The ability of councils to meet this duty is governed by the resources available to it – with the legislation framing sufficiency in terms of what is “reasonably practicable” within the funding available. In addition, section 7 of the Childcare Act 2006 places a duty on the Council to secure sufficient free early years provision for eligible children.

8.2 The proposed redesigning of the delivery of children's services in Sheffield must ensure that these and the other statutory duties are met. The Council must also have regard to any guidance given by the Secretary of State.

8.3 Local Authorities are also required by the Childcare Act 2006, as amended by the Apprenticeships, Skills, Children and Learning Act 2009, to make ‘sufficient provision’ of children's centres to meet local need and to review this on an on-going basis. The Council therefore needs to review all the children's centres to ensure they are providing the best possible, high quality provision with the funding that is available.

- 8.4 There are some potential legal implications from the proposed restructuring of children's centres as this will require the Council to undertake a statutory public consultation as part of the exercise. Section 5d of the childcare act 2006 requires consultation before providing or ceasing to provide children's centres and before making any significant change to the services they provide. A possible outcome of this consultation is that contractual and staffing adjustments may be required within individual children's centres. If adjustments are required, then the appropriate legal, procurement and HR processes will be followed as necessary.
- 8.5 It will be necessary to terminate any grant agreements or contracts in accordance with their terms. If they are due to expire in any event then at an appropriate point the providers should be reminded of this and any existing provisions implemented. The TUPE implications and any costs will need to be considered.

9 Equality of Opportunity Implications

- 9.1 The commitment to fairness, inclusion and social justice is at the heart of the Council's values. We believe that everyone must get a fair and equal chance to succeed and this starts in early years. We recognise however that some people and communities may need extra help to reach their full potential, particularly when they face multiple layers of disadvantage. In line with this commitment there has been comprehensive consideration given to the equality of opportunity implications including those on poverty in the implementation of the recommendations from the Review of Early Years and multi agency support (0-5) and each proposed activity has been subject to an EIA. The aggregate EIA highlights the potential implications of the change programme. However the focus of the proposed changes will be on meeting the needs of the most vulnerable children and families and so aim to reduce persistent inequalities that continue to exist. The role of the Equalities Needs Coordinator (ENCO) will be promoted across all early years provision. The EIA is attached as **appendix 4**.

10. Human Resource Implications

- 10.1 It is recognised that there will be some changes which will provide concerns for staff, it is anticipated that there will be some job losses, some movement between establishments and the possibility of TUPE transfer between employers which will be considered as part of a TUPE assessment process. There are 2 groups of staff potentially affected by these proposals, both SCC staff and those employed in the PVI sector. The MER process only applies to SCC staff and TUPE assessment will apply to PVI staff. There will also be a requirement for employees work in a more flexible and innovative way. Trade Unions will be fully consulted on specific proposals within appropriate timescales.

10.2 The HR Processes for managing change, reduction in numbers and TUPE Transfer will be worked through with HR and the full implications for staff including redeployment and redundancy options will be fully explored as part of this process.

11. Property Implications

11.1 As proposals are developed for the reorganisation of the children's centres, there will be property implications which will need to be taken into consideration. These will be identified during the implementation stage and managed as appropriate. It is the Council's intention to make use of existing property assets that are available so as to ensure best value and this will be a key consideration during the reorganisation process.

11.2 Existing capital investments will be utilised to avoid any financial claw back.

11.3 Reorganisation will take into consideration;

- Ensuring that the right localities are used for the required activities
- to optimise the contribution our property assets make to the council's strategic and service objectives;
- prioritise investment in our operational assets to meet service delivery needs;
- to seek innovative value for money solutions for our operational property
- to maintain the economic and service delivery values of our property investments.
- to reduce the environmental impact of our operational property assets and to use our assets to promote sustainable neighbourhoods

12. Environmental and Sustainability

12.1 It is not anticipated that there will be any negative effect on the environment caused by these proposals.

13 Recommendations:

13.1 Members are asked to approve in principal;

- The proposed redesign and streamlining of the organisational structure in early years services in order to maximise access to high quality early learning and health services with the resources available.
- The proposed action plan for a quality improvement programme for all early years settings.

- The proposed reorganisation of the management and co-ordination of 36 Children's Centres into 17 Children's Centre Areas
- The proposal that existing contracts with providers (due to end in March 2013) are not renewed where services are no longer required or funding is not available. At the same time specifications for procurement of new targeted services will be developed.
- The proposed cessation of grants to 16 childcare providers in the Private Voluntary and Independent sector and 4 in the statutory sector.
- The proposed reduction and transfer of the maintained childcare provision

**Children, Young People & Families
Sheffield City Council**

The Children's Centre Programme

Background paper

December 2012

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Better Services for Children and Families

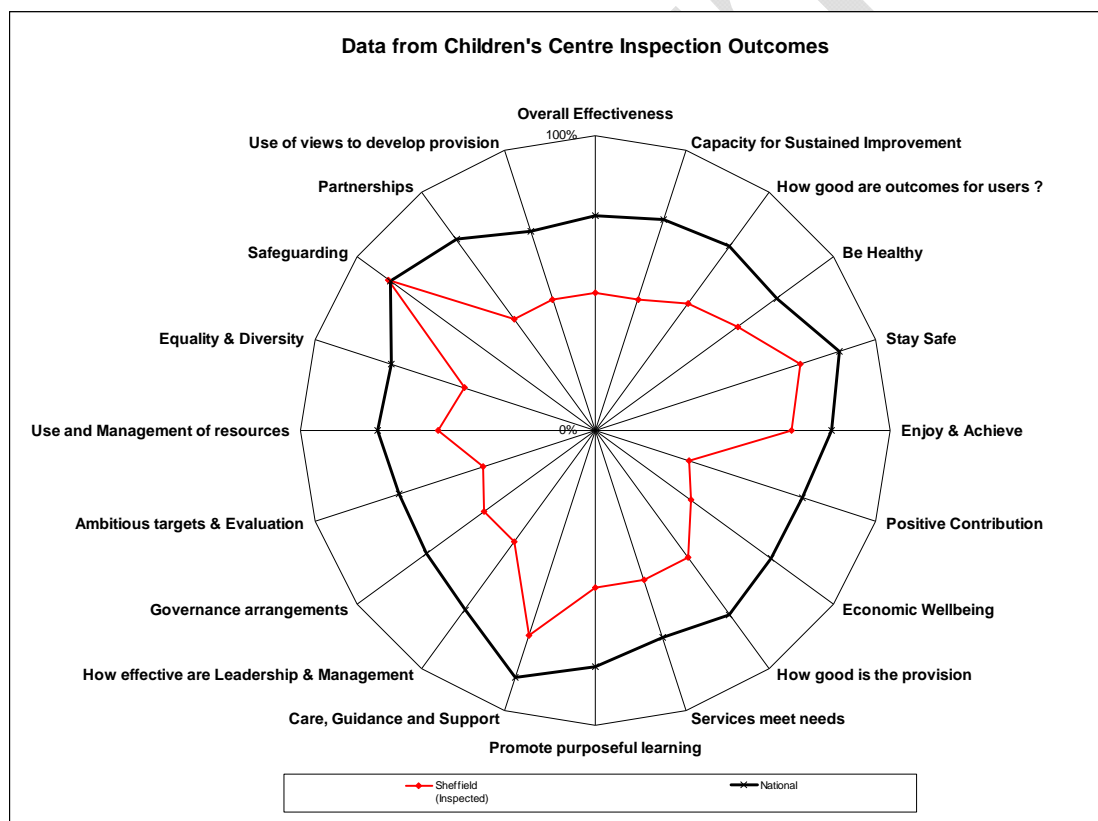
1. Background

- 1.1 Children's centres are a key mechanism for improving outcomes for young children while reducing inequalities between the poorest children and their peers, as well as helping bring an end to child poverty.
- 1.2 The Government has demonstrated its commitment to children's centres by legislating to give them a statutory basis. The Childcare Act 2006 imposed duties on local authorities to improve the well-being of young children in their area and reduce inequalities between them, and to make arrangements to secure that early childhood services are provided in an integrated way in order to improve access and maximise the benefits of those services to young children and their parents. It also placed duties on Primary Care Trusts, Strategic Health Authorities, and Jobcentre Plus (as statutory 'relevant partners' as defined in the Childcare Act) to work together with local authorities in their arrangements for securing integrated early childhood services.
- 1.3 In Sheffield the existing 36 children's centres were originally based on Government guidance relating to numbers of Children and areas of deprivation across the City, on the basis of each children's centre serving approximately 800 children.

2. Current Position

- 2.1 Sheffield continues to maintain 36 Children's' Centre areas serving between 600 – 1200 children aged 0-5 years. Each area has a named centre building which is expected to deliver services to children and their families. These buildings vary in size and layout. This model is proving to be an ineffective use of resources and does not meet the changing needs of families. There is currently inconsistency across the City and in some cases the original centre has not been fit for purpose as the role has grown; in some cases parents have found services more accessible at other delivery points in the area.
- 2.2 The location of the Children's Centre buildings is not always ideal for all families to access services, particularly those more vulnerable children and families harder to engage. As part of the early years review the parental consultation on access to services, or whether they were prepared to travel to access these services highlighted that parents preferred a single point of access for information within their neighbourhood and then more flexibility to use alternative venues for service delivery.

- 2.3 When Children's' Centres developed each area was required to have an advisory board. Sheffield had 36 advisory boards, requiring a range of professionals and families to engage in the development of the centres. This position created difficulties with key partners who found the time commitment to these advisory boards difficult. The statutory guidance now states that although each Children's' Centre area has to be covered by an advisory board a number can be brought together to cover several areas. In Sheffield, to support the engagement of professionals and parents, this has already started to take place and the number of advisory boards across the city is reducing.
- 2.4 The statutory legislation required OFSTED to inspect Children's' Centres. In Sheffield 18 centres have been inspected by OFSTED. If we compare Sheffield judgements to the national picture, we are underperforming in most areas except for safeguarding.



- 2.5 There is an increasing emphasis from the government, reflected in the OFSTED framework for Children's' Centres to maintain some universal services but target services to more vulnerable groups. There is a need to redistribute funding currently used for the premises, management and governance arrangements of the 36 existing centres to allow more flexibility for service delivery. In addition the priority for Sheffield is to integrate with the prevention and early intervention agenda.
- 2.6 When the 36 Children's Centres were first established there was very little data available in relation to the demographics and needs of each

local community. This data has been rapidly improving, and Sheffield now has available a wide range of demographic and health data at Children's Centre area level. We now have the ability to focus on smaller pockets of communities rather than areas as a whole which would enable us to allocate resources more equitably.

3. Local Authority Responsibility

3.1 Local authorities have been given strategic responsibility for the delivery of children's centres. They have a duty to:

- Make 'sufficient provision' of children's centres to meet local need (Local authorities may look beyond their geographic borders to meet the needs of local communities in as efficient a way as possible).
- Make decisions about sufficiency of provision in consultation with Primary Care Trusts and Jobcentre Plus, other Children's Trust partners and local families and communities.
- Ensure that universal access to children's centres is achieved, with children's centres configured to meet the needs of local families especially the most deprived. Local authorities should be able to demonstrate through their performance management arrangements and review processes that all children and families can be reached effectively.
- In undertaking such consideration, local authorities should be guided by demographic factors and demonstrate an understanding of the different communities – both geographically and socio-economically – children's centres will serve. Local authorities should also take into account views of local families and communities in deciding what is sufficient children's centre provision.
- Determine the best arrangements locally taking account of local communities and needs. Value for money and the ability to improve outcomes for all children, but especially the most disadvantaged, will be important guiding considerations.
- It is also the case that whilst children's centres can have the above nominal 'reach' areas for planning purposes, parents and carers are free to access early childhood services where it suits them best. In some areas local authority boundaries run through the middle of natural communities and families may 'cross the border' to access services in a children's centre in the neighbouring borough.

4. Way Forward

- 4.1 Sheffield City Council is clear about the need to maintain universal services and in addition target services to the more vulnerable members of our communities. Children's centre services must be offered both within the children's centre premises and by targeted outreach work to ensure vulnerable families are supported to engage with the children's centre and access services.
- 4.2 As the accountable body for children's centres, the governance and management will be clearly defined. Sheffield Local Authority will continue to lead, manage and coordinate the centres to meet the children's centre objectives. The service delivery will be carried out by both Local Authority staff and external providers.
- 4.3 Each Children's Centre area will have a Children's Centre advisory forum lead, key partners, parents/carers and representatives from other relevant local organisations. The Advisory forum works in partnership to identify local needs explore gaps in provision and direct the service planning and future work of the children's centre. This includes the need to consult with the community and key stakeholders regarding the needs of the community to support a gap analysis for the area.
- 4.4 Multi agency working and planning with key partners is essential to meet the scope and requirements of the services needed for the children's centre area.
These partners will include parents, schools, midwifery, health visiting teams, family learning, multi agency support teams (MAST), Jobcentre Plus, Citizens Advice Bureau, Family Support organisations.
- 4.5 Children's centres will play a key part in the delivery of the prevention and early intervention services and contribute to the following priorities;
- Whole family approach
 - Raising attainment and aspiration
 - Safeguarding
 - Prevention and Intervention
 - Supporting vulnerable families
 - Drive for increased efficiency and reduced budget.

5. The proposed reorganisation of Children's Centre areas

- 5.1 It is proposed that children's centres are reorganised into 17 areas informed by the Early Years review and from the review of reach and registration data.
- 5.2 In order to deliver better more targeted services provision for all families existing locations have been reviewed and an accommodation strategy developed to enable redistribution of resources to where families need to access them. This strategy has taken into consideration a rationalisation of buildings and the number of children's centre areas based on a needs led approach with the focus on improved outcomes for Children and Families, and services providing good value for money.
- 5.3 Each of the proposed children's centre reach areas has been aligned with the broader assets rationalisation programme for that area. This programme, undertaken by the property and facilities management team, ensures that the maximum benefit is achieved from the council's assets and is improving the condition, sustainability and sustainability of local authority built assets to ensure that they are fit for purpose.
- 5.4 It needs to be recognised that there will be no reduction in service delivery, and the efficiency gains will come from reorganising the management the centres and buildings.
- 5.5 The reorganisation of children's centres will take into consideration the consultation with parents and providers. Advice has previously been taken from DfE which supports the rationale and the plan to reorganise children's centre areas.
- 5.6 As a result the change outlined above means that in the majority of cases children who are suffering from the effects of deprivation are within the most deprived reach areas and will still be able to access the full service offer. The small numbers of children suffering from effects of deprivation living in the least deprived areas, will be targeted by the centres in their areas through outreach work and linked sites.
- 5.7 The reach area numbers appear very large in the most affluent areas of the city, but following analysis of historic usage, and parental preferences, we are confident that we can meet the needs of these parents through the development of services in linked sites and other public buildings such as libraries etc. This reflects how service delivery has evolved in these areas.
- 5.8 Proposed reorganisation of services is set within the context of the current financial climate and its impact on reducing Council resources. From its implementation Sheffield established a generous model of delivery of children's centres areas which we are unable to continue with the current budgetary restraints.

5.9 It is absolutely essential that the planning and allocation of funding is targeted to improve outcomes for children and families and that money spent provides good value for money. This will result in reduced management costs whilst ensuring continued delivery of essential services.

6. Benefits and Outcomes

6.1 The proposed reorganisation will enable:

- Families to access Children's Centre services locally (within a reasonable distance from their home)
- Services to be accessible and flexible and meet modern lifestyles
- Data sharing protocols to be in place and compatibility of systems
- Information accessible through the channels families want when they need it
- Families to be involved in decision making and planning of services
- An established and effective advisory forum in each area
- Easy and effective processes in place for the reach an registration of families
- Improved outcomes at the end of foundation stage
- Effective and efficient use of existing resources, reducing duplication.
- Early intervention and prevention services targeted at the most vulnerable families

**Sheffield LA maintained sector
childcare provision**

**-Young Children's Centres
(YCC's)**

**Background paper
December 2012**

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1. Background paper on Young Children's Centres (YCC's) maintained centres

- 1.1 This paper relates to the seven maintained Local Authority childcare settings.

Bankwood which is located on Bankwood school site
Broomhall which is located on Broomhall nursery school site
Chancet Wood which is a stand alone LA provision
Valley Park which is located on Valley Park school site
Burngreave which is a stand alone centre
Primrose which is a stand alone centre
First Start which is a stand alone centre

2 Background

- 2.1. The seven maintained childcare provisions formerly known as Young Children's Centres (YCC'S) are managed by Early Years in the Children and Families service.
- 2.2. The YCCs were originally set up and managed by Social Services and provided full day-care provision for Children in Need (CIN) and children on the Child Protection Register (CPR). The allocation process for childcare was linked to the framework of assessment for CIN. The YCCs have been subject to numerous changes over the last 10-15 years.
- 2.3. In 1994 the Early Years Education and Childcare Service (EYECS) was established as part of the Access and Inclusion Service within the Education department, and the management of the centres was handed over.
- 2.4 Between 2000 and 2009 the YCCs were subject to a unique set of circumstances influenced by central Government and local strategies. These include:
- Neighbourhood Nursery Initiative and the growth of the voluntary, community and private sector (2000 onwards)
 - Sure Start Local Programmes (2001)
 - Children's Centre development (2004)
 - Changing childcare market
- 2.5 In Nov 2010 Sarah Teather outlined the first steps in the Governments reform of early education removing the requirement to offer full day care for SureStart children's centres in the most deprived areas.

3 Review

3.1 A review was carried out over 2010/11 which included:

- An assessment of current activity
- Analysis of childcare demand
- Consideration of the roll out of the 2 yr old FEL and the demand in these areas
- Consideration whether childcare could be delivered by a school site or a PVI provider
- Consideration of entry into school for 4 yr olds
- Consideration of quality
- Consideration of cost
- Travel patterns of children attending the centres
- Numbers of children with additional needs accessing provision

4 Current Position

- 4.1** There are 114 early year's providers in Sheffield on the early years register delivering childcare on non domestic premises and 276 FEL eligible providers in Sheffield (This includes the 65 schools offering FEL places and 90 childminders).
- 4.3** There are currently approx 466 (1.4%) children aged 0-5 years attending the 7 settings out of a total population of 33,186.
- 4.4** The YCC Managers (now called Early Years Childcare Managers) manage allocation of childcare places to families , the centres provide a mix of fee paying full day care places (at a cost to the LA), FEL places for 3&4 year olds, places for children with additional needs and places referred through 2 yr old FEL offer.
- 4.5** 352 children aged 3&4 yrs take up a FEL place in the 7 LA maintained childcare provisions and 57 children aged 2 yrs take up a FEL place in the 7 local authority settings.
- 4.6** Funding for these settings has been previously provided through the EIG however following recent Government changes, early years funding will not be provided through the EIG but through the Revenue Support Grant which has been substantially reduced.
- 4.7** Evidence suggests that some parents travel into the localities to access the settings.
- 4.8** Although historically the YCC's delivered childcare between the hours of 8.00am to 6.00pm 52 weeks per year over the last 2 years the demand for extended day and holiday provision has significantly reduced in all centres.
- 4.9** The recommendation from the Rose review of one entry to school has had impact on the number of 4 year olds accessing a place in the 7 YCC's.

5 Outcomes from the analysis

- 5.1 The maintained provision needs to be integrated into the Children's Centre agenda, work in partnership with the MAST and become part of the locality governance structures.
- 5.2 There is sufficient provision for 0-2 year old childcare in all areas from either childminders, voluntary or private providers and where Schools are developing places.
- 5.3 There is sufficient provision in some areas for extended day /holiday provision in most areas.
- 5.4 There may be a demand for 2 year FEL places in some areas; this will be dependent on the sufficiency assessment. Where sufficient places are available in the locality, they should not be delivered by the LA.
- 5.5 Where a centre is on a school site the 2, 3 and 4yr FEL places should be developed by the school.
- 5.6 Where sufficiency suggests a need for 3 &4 year old FEL places in a locality the LA should facilitate the market to meet that demand.
- 5.7 The centres could develop supported access visits for children on statutory orders and the premises could be used for a range of additional activities available at more flexible times.

6.0 Proposals

- 6.1 Proposals are currently in development and subject to consultation
- 6.2 The Managing Employee Reductions / Achieving Change procedures will be followed as appropriate.
- 6.3 An Equality Impact Assessment will be carried out.

7.0 Overarching Risks / Benefits

Risk	Benefit
<p>Increased reputational risk</p> <p>Redundancy costs/ Transfer</p> <p>Relocation of children</p>	<p>Reduced financial risk to the LA</p> <p>Stronger relationships with local providers and school.</p> <p>Supports the quality agenda</p> <p>Supports the wider childcare market sustainability</p> <p>Opportunity to strengthen partnership working with local providers.</p>

Children and Families

Background paper Childcare Strategy (Draft)

2012 - 2014

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1 Background

- 1.1 This document aims to set out the framework for the childcare strategy in Sheffield. This strategy is about supporting families in their search for good quality childcare and will set out both the national and local context explaining the role of the Local Authority (LA) in carrying out its market management function.
- 1.2 Children and young people are the future of Sheffield. Sheffield is committed to providing the very best services for young children and their families from pre-birth to early education. The key priorities of the Children and Young Peoples Plan include; improving the health and safety of Sheffield's children, raising attainment and aspirations, and strengthening the focus on parenting. Childcare forms a key part of the package of services which every child and young person may access to support them to reach their full potential, and also supports parents to enter, or remain in work or training. To do this the Council has a role to maintain the strategic vision and manage the childcare market. The childcare vision for Sheffield is that childcare services will be flexible, affordable and responsive to the needs of working families and children with special needs.¹

2 Definition of Childcare

- 2.1 The term childcare is inclusive of education for children under compulsory school age and can include any supervised activity for school age outside of school hours.
- 2.2 Sheffield has a diverse childcare sector in which the maintained, Private, Voluntary and Independent (PVI) sectors play an equally important part. Childcare provision takes many forms. It can be accessed via:
 - Childminders
 - Pre-school playgroups
 - Private day nurseries
 - Nursery classes
 - Nursery schools
 - Local Authority day nurseries

¹ Call for Views Report, Sheffield City Council 24 October 2011

- Before and after school clubs
- Holiday clubs

3 National context

- 3.1 The Childcare Act 2006 provides the legislative framework and places statutory duties on Local Authorities relating to all aspects of childcare. The coalition Government came into power in 2010. They have maintained the commitment to reduce child poverty and have continued to invest in the area of childcare to support parents back into work and training. However, this is set within the context of the Government's commitment to also reduce the national deficit.
- 3.2 There have been other reports that have influenced the continued investment into childcare. Frank Fields² is the author of one such report, published in 2010 commissioned by the Prime Minister. This report raised the question "How can we stop poor children from becoming poor adults"? Access to good quality childcare is one factor amongst others which is cited as having an impact.

4 Local context

- 4.1 Sheffield benefits from a diverse and vibrant childcare market. It is important to note that many families make use of 'informal' childcare, such as family members and friends. However, the LA's duties relate primarily to 'formal' (registered or school-based) childcare, and this is the focus of this strategy. Formal childcare is delivered by a range of organisations across the maintained and PVI sectors. There is also a strong childminding and home-based childcare sector in Sheffield.
- 4.2 The chart below shows the number of registered childcare providers based on spring data 2012:

Number of settings in Sheffield that are registered

OSC (includes breakfast, after school and holiday)	194
NURSERY CLASSES (school nurseries)	69
YCC – MAINTAINED SECTOR	7
PRIVATE (crèche, playgroups and community, day, private and uni nurseries)	85
VOL	55
INDEPENDENT	3
CHILDMINDING AND HOMEBASED CARE	504

- 4.3 In Sheffield there is an estimated population of 547,000 of which 94,265 are aged between 0-14yrs. In the last decade there has been a year on year

² The Frank Field review (2010) – The Foundation Years: Preventing poor children becoming poor adults (www.frankfield.co.uk)

population growth experienced in the city, an increase of 6.6%, which is predicted to continue over the coming years. The number of 0- 4 year olds in the city is predicted to increase by around 460 children each year until 2020.

5 Childcare Sufficiency Assessment (CSA) Findings

- 5.1 Based on the parental consultation undertaken in 2008-2009, the majority of parents who require paid-for childcare in order to work or train report finding suitable provision (although this may not be their first preference in terms of location or type of childcare). This overall positive picture masks the fact that there are significant variations between areas of the city, with some areas experiencing shortages, resulting in parents having to travel to other areas to access childcare. There are currently a small number of areas in the city where there are indications of shortages of FEL places. These areas are being monitored; however, action may be required in the next few years.

6 Quality of Provision

- 6.1 The quality of childcare in the maintained and non-maintained sectors in Sheffield is improving overall. This can be evidenced through the foundation stage profile results and the majority of settings either maintaining or improving on the Ofsted inspection outcomes. The LA's aim is to continue to improve standards to ensure that every provider reaches a good or outstanding outcome from their Ofsted inspection.
- 6.2 Currently 88% of Sheffield's practitioners are qualified to level 3 or above, 92 practitioners have achieved Early Years Professional Status, (EYP) with a further 61 on route to achieving the status. 60% of the PVI settings have either a graduate EYP leading practice or a practitioner on route to becoming an EYP. There is an upward trend of settings gaining a good or outstanding OFSTED inspection outcome. The LA will lead a quality improvement programme for the city and develop a quality assurance tool.

7 Affordability

- 7.1 Paid-for childcare is a major outgoing for many families. The LA supports parents by ensuring that information is available regarding benefits particularly the childcare element of the Working Families Tax credit that parents can claim to support their childcare costs.

8 Sustainability

- 8.1 Conversely, achieving financial sustainability is a significant challenge for many childcare providers, particularly those who have previously been able to apply for various grants and other sources of funding to enable them to keep prices low.
- 8.2 This is particularly noticeable in the Out of School Club (OSC) sector that operates in deprived areas. These OSC struggle and have increased their

fees to break even and to move towards sustainability, however in doing this for some it means that they become unaffordable. Unlike pre-school providers who are able to access FEL funding there is no similar income stream available to OSC. (Appendix - 5-14 year olds (18 years for SEN & LDD children))

- 8.3 The LA has provided financial support to providers who deliver services to vulnerable children, or where the childcare meets a social need. In Sheffield there are two areas where long term investment has been allocated to directly support childcare.
- 8.4 The first is through 7 Young Children's Centres (YCC's) that are directly managed by the LA. The second is to a small number voluntary and community sector providers who have historically delivered this type of childcare, often in areas of disadvantage where the demand for paid-for childcare is low.
- 8.5 All of these have delivered services as part of the delivery of children's centres services. These situations are currently under review following the Sure Start Children's Centre Statutory guidance 2011 which no longer requires childcare to be available as part of the core offer.

9 Responsibilities of the local authority

- 9.1 The sufficiency duty is closely aligned with the Government's aims to reduce child poverty and close the inequality gap. It is recognised that paid employment is one of the main routes and possibly the most effective route out of the poverty trap for families. Quality, affordable, flexible and accessible childcare provides one of the keys to achieving this goal and we must:
 - Ensure that there is sufficient childcare for children 0-14 years and 18 years where children have a disability or special educational need
 - Ensure that parents³, who require childcare to enable them to work or train, can find suitable provision
 - Ensure sufficient Free Early Learning (FEL) is available to enable every eligible child to access a place
 - Conduct a Childcare Sufficiency Assessment (CSA) on an regular basis
- 9.2 In *Securing Sufficient Childcare: Guidance for Local Authorities* (DCSF: 2007), the Government outlined its expectation that LA's would play a role in influencing the childcare market to fulfil the duties outlined above.

³ Throughout this document the term 'parents' is used to indicate parents, carers or any person with parental responsibility for a child, who may require childcare.

10 Market management - What is the role of the LA

- 10.1 Under its role as market facilitator the LA also has a duty to monitor where public resources are being allocated to ensure that outcomes are being delivered. The LA has a responsibility to intervene where it is identified that there is a significant oversupply of places.
- 10.2 In order to play a role in influencing and facilitating the childcare market to fulfil the statutory duties, the guidance anticipates a co-ordinating and strategic as opposed to delivery role for local authorities. The aim is to promote good outcomes for all children, and to reduce the gap in outcomes for the most disadvantaged children compared with their more advantaged peers. Childcare should be inclusive, and LA's are expected to have 'particular regard' to the needs of children and families who may be less likely to find or use suitable childcare. This will include identifying and articulating the needs of all children and families, and working in partnership to ensure appropriate childcare is available to meet those needs. It is essential to ensure quality assurance processes are in place to improve and monitor the childcare provision.
- 10.3 Market management is the mechanism by which the LA will coordinate interventions to ensure the childcare market can respond to the needs of children and families. This will be based on identifying gaps where the market is not functioning effectively. Different gaps and different market failures will require different responses from the LA. It is important to be realistic about what the LA can realistically change and what it can only influence, and what it cannot influence at all.
- 10.4 Local authorities have at their disposal a number of 'levers' which can be utilised to actively influence the operation of the childcare market. *Shaping* the market includes providing targeted information, providing support, and enforcing regulation. *Directly participating* in the market includes in-house delivery, procurement or commissioning of partner organisations. LA's may also adopt a passive approach to market management, by limiting interventions to the supply of general information, with the market then left to respond.
- 10.5 The sufficiency duties require the LA to ensure childcare is available to meet the needs of parents who rely on it in order to work or train where it is 'reasonably practicable'. The LA is also required to ensure sufficient FEL places are available to enable every eligible child to access a place. However, the guidance makes it clear that the duties go beyond simply ensuring enough places are available. In order to fulfil the sufficiency duties, LA's must ensure the childcare available in their area provides:
- sufficient **places** to meet the demand;
 - childcare of high **quality**;
 - childcare that is **sustainable** through fee income/ free early learning funding alone;

- childcare that is **inclusive** of children of all backgrounds and abilities;
- **accessible** childcare for all parents;
- childcare that is **flexible** to parents' work / training needs;
- childcare that is **affordable** i.e. parents are not forced to pay large retainers or pay for unwanted extras as a condition of registration, as well as parents being able to claim childcare tax credits if eligible;
- parental **choice** i.e. ability to choose between group care or home based care; and
- **Information** for parents on where to access childcare and how to claim financial support if eligible.

11 How the LA will manage the market

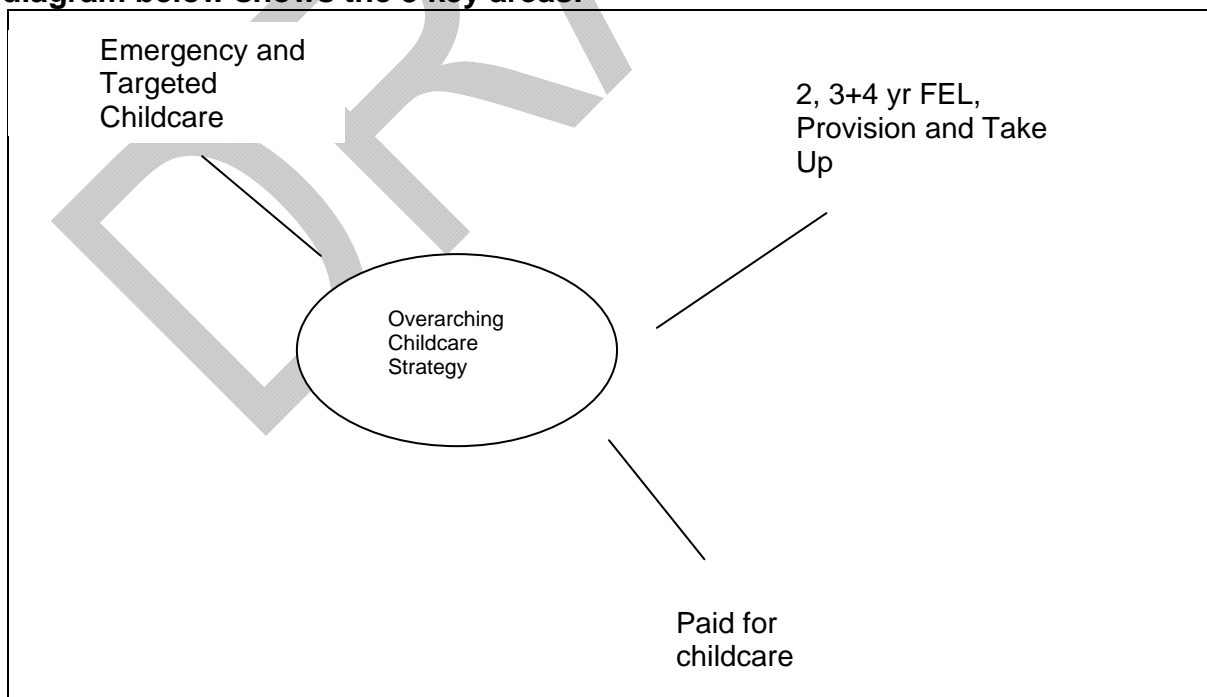
- 11.1 In order to manage the market effectively, Sheffield will use the CSA to identify gaps or market failures. The CSA is a document that acts as a tool used to assess the level of provision currently available and match this against the demand from parents, to identify potential gaps in the childcare market. The CSA should be conducted regularly. However, the Government are currently reviewing this and proposing that this is completed on an annual basis and communicated to Council Members.
- 11.2 Once information has been verified through consultation with stakeholders in local areas and investigation of secondary indicators, to reinforce the CSA findings proposals may be brought forward to present how gaps in the childcare market can be managed.
- 11.3 The LA will communicate and facilitate the market with regular briefings, signposting organisations to business opportunities and will be available to provide business support where appropriate. There will be a need to work with external organisations and act as a broker to ensure services are connected and developed.
- 11.4 A **series of key principles** will be employed when proposing market management interventions. These include:
- Balancing the needs of parents with continuing viability of providers
 - Basing interventions on quantifiable, measured evidence
 - Childcare should be sustainable through fees and therefore not require subsidy

- Identifying and applying consistent thresholds for intervention
- Prioritising interventions to target resources at activities, which deliver the most impact
- Aligning processes with corporate principles (e.g. inclusion, openness, best value, commissioning frameworks etc)
- Ensuring that quality is embedded and delivered in all aspects of childcare
- That the LA will always look to the existing childcare market first to respond where there is a requirement to expand
- Children with SEN or a disability should be able to access the provision of their choice

12 Proposals

12.1 There are three key areas that make up the childcare strategy in Sheffield. Each of these areas need to be addressed in order to ensure childcare in the city meets parental demand, is of a high quality, accessible, and inclusive. The following section outlines how these areas will be addressed, and how Sheffield will work together with key partners and stakeholders to take this strategy forward.

The diagram below shows the 3 key areas:



- **2, 3 and 4 year Free Early Learning (FEL) Provision and Take Up**

The LA will provide information based on the CSA findings to the open market. The LA will continue to ensure that they meet the supply and demand for places in the city. Through this process the LA will monitor the number of places that are created and gaps that still exist. Where the market is unable to respond purely through existing providers the LA may need to develop proposals especially in areas where there is a shortage and may set up specific projects to involve providers to explore expansion plans. In order to meet the challenge of expansion of 2 year olds the LA will first look to existing providers to support and encourage development and may need to target specific areas.

- **0-18 Years Paid for Childcare**

Within an open market it will be essential that the LA make sure that all providers inform and communicate with parents regarding the services they offer which includes information about their policies, Ofsted results, costings, and requirements parents will have to meet. This is in order that parents can make the right early education and childcare choices for their children / child. Providers will be signposted to business opportunities and kept informed on the market changes.

- **Emergency and Targeted Intervention Childcare**

A Targeted Intervention childcare place would be allocated to any child aged 0-18 years that is identified through the existing Common Assessment Framework (CAF) process through the Multi Agency Support Teams (MAST) teams. This will have clear criteria for access, based on the existing criteria for the 2 year old FEL. Where a child is aged 2, 3&4 years old and entitled to FEL, then this should be accessed and intervention take place with the child and family during the time the child is accessing FEL. Only if there are exceptional circumstances should additional hours be given to FEL eligible children to support planned intervention.

The Emergency funding would be used for the purposes of short term childcare to support a family crisis and based on a criterion.

13 Benefits and Outcomes

- 13.1 Overall there will be a positive impact on children aged 0-18 who need to access childcare. This strategy considers the Local Authorities duty (see Childcare Act 2006) to ensure there is sufficient childcare for parents in work or training and for all eligible children aged 2,3&4 years old to access FEL.
- 13.2 The Childcare strategy will help to ensure that all 3&4yr olds have an equal opportunity to access a free early learning place, which will help towards giving them better life chances through good quality early years provision. There will also be a positive impact on children aged 0—14 years.

- 13.3 Emergency and targeted intervention childcare places are to be available to children of all ages (0-18 years). Targeted Intervention Childcare will provide support to vulnerable children and their families as part of a structured intervention care plan. This should help prevent the escalation of the family to more expensive services and should enable children's life chances to be improved. In addition, by supporting early intervention in vulnerable family circumstances this strategy will contribute towards developing cohesive families which in turn is anticipated to have a positive impact on local communities
- 13.4 As all providers of childcare are required to have an equality policy this should ensure that all childcare provision is accessible to anyone with a disability or a child with SEN, all racial groups and that any specific needs are met.
- 13.5 The principles followed in the overarching childcare strategy endeavour to ensure that there is equality in access to childcare for parents and their children across the city. Where there is funding attached to childcare for FEL, then this is governed by formula funding and ensures an equitable offer taking into consideration levels of disadvantage. Hourly rates for paid for childcare are set by each individual provider.
- 13.6 The Government no longer requires Children's Centres to provide childcare. The local authority is moving away from providing paid for childcare to support working parents or those in training. This is to be provided by the childcare market. As any childcare subsidy in the future will be targeted at those children from disadvantaged families this strategy will help towards financial inclusion and reducing poverty by giving those children a better chance in life through high quality early years provision and will provide the opportunity for parents to work/train. The approach for allocating emergency or targeted intervention childcare places to childcare settings will be the same, irrespective of the sector the provider is from.



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Children, Young People and Families

Date: 16 January 2013

Subject: The Building Successful Families Programme

Author of Report: Sam Martin Tel: 2296140

Summary: This report proposes the development of the Building Successful Families Programme which is intended to turn around the lives of families with multiple and complex needs. The programme will use resources made available through the Government's 'Troubled Families Programme' over the next three years and use existing service provision to provide 60% match funding. The programme is intended to improve school attendance, reduce crime and anti-social behaviour and get parents on the road back to work.

Reasons for Recommendations:

The City Council has been invited to participate in the Government's Troubled Families initiative by committing to the financial framework and payment mechanism published by the DCLG. This scheme offers significant new resources to support the development of our existing plans to provide whole household interventions to families with multiple and complex problems.

By making use of the new resources, the City Council has the opportunity, working with a range of local partners, to further improve family support services so that they are better coordinated, more efficient and deliver impact. In this the City Council will embed the successes of pilot work already undertaken and will, in addition, provide a model of sustainability in a climate of public spending reductions.

Recommendations:

That Cabinet:

- Delegates to the Executive Director of Children, Young People and Families, in consultation with the Lead Member for Children and Families,

the authority to establish the Building Successful Families Programme as described in Section 4 of this report.

- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Director of Finance, and in consultation with the Lead Member for Children and Families, the authority to agree an investment and resource plan for the programme for the period 2012-15, taking into account the income profile set out in the report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to take any further action necessary to achieve the outcomes outlined in this report.
- Recognise and approve that any income received in advance, due to the time lag between receipt of the funding and the spending on the programme as explained in the body of this report, will be required to be 'carried forward' to future years and should not be considered to be an under spend in year. This amount will be highlighted in the monthly budget monitoring reports for approval.

Background Papers:

Category of Report: OPEN

If Closed add – ‘Not for publication because it contains exempt information under Paragraph... of Schedule 12A of the Local Government Act 1972 (as amended).’

* Delete as appropriate

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Tricia Phillipson
Legal Implications
YES Cleared by: Nadine Wynter
Equality of Opportunity Implications
YES Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES
Human rights Implications
YES
Environmental and Sustainability implications
NO
Economic impact
YES
Community safety implications
YES
Human resources implications
YES
Property implications
NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Children, Young People and Families
Relevant Scrutiny Committee if decision called in
CYPF
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
YES/NO

REPORT TITLE

1.0 SUMMARY

- 1.1 This report proposes the development of the Building Successful Families Programme which is intended to turn around the lives of families with multiple and complex needs. The programme will use resources made available through the Government's 'Troubled Families Programme' over the next three years using existing service provision to provide 60% match funding. The programme is intended to improve school attendance, reduce crime and anti-social behaviour and get parents on the road back to work.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 It is estimated that up to 1,680 families in Sheffield have a complex range of problems that not only cause family members to suffer significant personal and social challenges but, at the same time, to exhibit behaviour that impacts adversely on the lives of those in the communities in which they live. Family members tend to have a combination of acute needs including mental health needs, illness and disability, substance misuse problems, worklessness, inadequate or unsuitable housing and poverty that merit frequent or in-depth support from more than one public service.
- 2.2 The Building Successful Families Programme will engage these families with the aim of getting their children back into school on a regular basis, reducing their involvement in crime and anti-social behaviour and helping adult family members on the road back to work. Achieving these outcomes will not only improve the lives of the families themselves, but will improve the lives of the communities in which they live and reduce the cost to the public purse incurred by social care, criminal justice, health services and the benefit system.
- 2.3 Families with complex needs will have the opportunity to shape the services that support them and they will benefit from additional investment that will allow these services to work with them for a longer period of time thereby strengthening family resilience, helping them to develop sustainable solutions to the challenges that they face and preventing, therefore, a subsequent 'bounce back' into services.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The programme will utilise the resources made available through the Government Troubled Families Programme until 2015 to support a re-design of family support services focused on meeting the multiple and inter-connected needs of family members through

- a 'whole household' approach.
- 3.2 The families that this programme will help are those that are frequent beneficiaries of public services and therefore pose a significant cost to the public purse that could be reduced or removed if the response to their challenges was better planned, better coordinated and more persistent. These costs are, for instance, incurred every time a child fails to attend school, every time a police officer is called to a street to deal with a noise nuisance call, every time a young person is arrested, attends court or is remanded into custody and through the legitimate benefit claims of family members who have been without work, usually for an extended period.
 - 3.3 The Building Successful Families Programme is built on the assumption that by investing up front by helping family members to become more stable and independent, we will both help them to turn their lives around and, as a consequence, reduce the longer term costs of support.
 - 3.4 There is some evidence both from pilot work in Sheffield and nationally to support this approach. We will use the programme to test further this methodology and to design a family support system that by 2015 is more efficient, responds more quickly before problems get worse, and which can evidence its value to taxpayers.
 - 3.5 Though we want to be ambitious in our scope, it is important to recognise that the development of a strong family support system will not in itself be enough to ensure that the lives of *all* families with multiple problems identified by the programme will be completely turned around by 2015. There are significant external pressures on families e.g. the challenge of a tight jobs market and the rising cost of living that could, for families already in crisis, impact negatively on the prospects of success for some families attached to the programme.
 - 3.6 It is therefore essential that the additional resources made available by Government to support this programme are invested alongside existing resources for prevention and early intervention and that we carefully evaluate the programme to assess whether it is successful in improving the lives and prospects of families in crisis and consequently results in savings to the public purse.

4.0 MAIN BODY OF THE REPORT

- 4.1 Analysis of the data undertaken by the Department for Communities and Local Government (DCLG) suggests that 1,680 families in Sheffield are struggling with a range of complex and multiple problems. These families not only suffer tremendous personal and social difficulties but can also affect the communities within which they live.
- 4.2 In Sheffield we have already moved some way towards a better joining up of public services with the piloting of the 'whole household' approach. The Building Successful Families

Programme proposed in this report will accelerate this work, draw additional resources into the city, and improve the lives of some of our most challenged families.

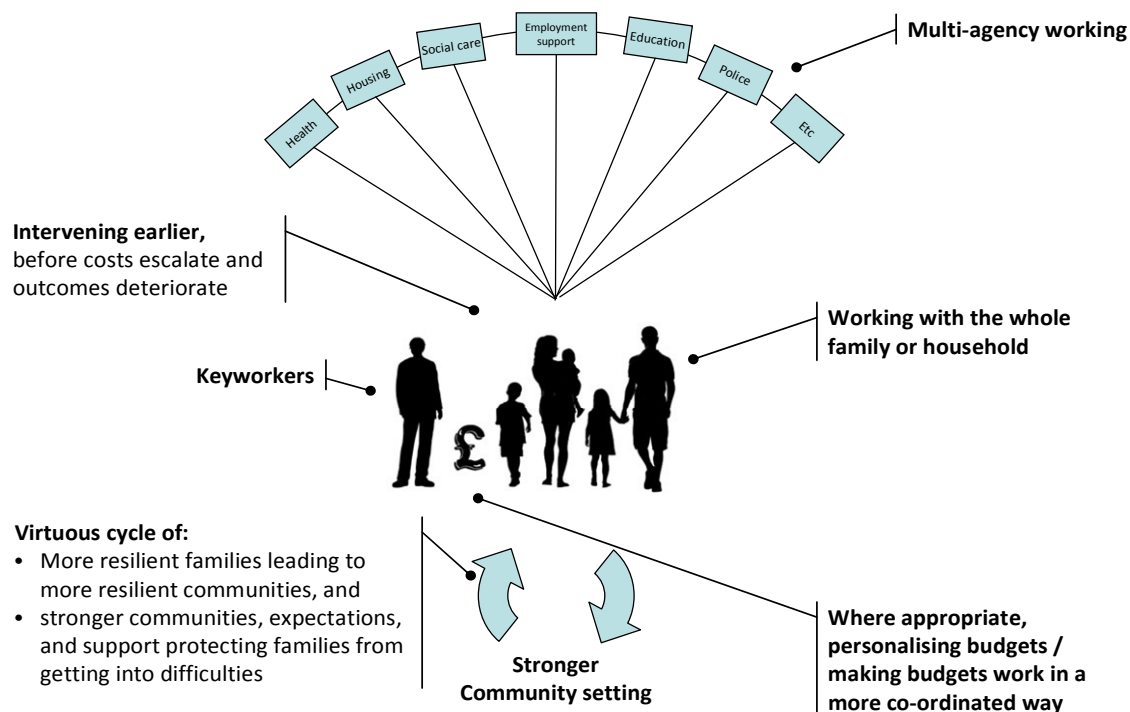
4.3 The Building Successful Families Programme will be the vehicle through which the City Council implements the Government's Troubled Families initiative in Sheffield. The programme will improve a range of outcomes for families and communities in Sheffield, including:

- better educational outcomes
- less crime and anti-social behaviour
- more people into work resulting in less poverty
- increased sense of citizenship, and families being more constructively and positively engaged with the communities they live in.
- better health and wellbeing
- improved access to community services and housing
- increased individual and family resilience
- increased satisfaction and engagement with services on the part of the families that access these.

4.4 The methodology adopted for working with these families is grounded in the evidence of what has worked in Sheffield pilots, such as the earlier Family Intervention Programmes, and from evaluations of national programmes. This tried and tested methodology, also summarised in Figure 1 below, has the following features:

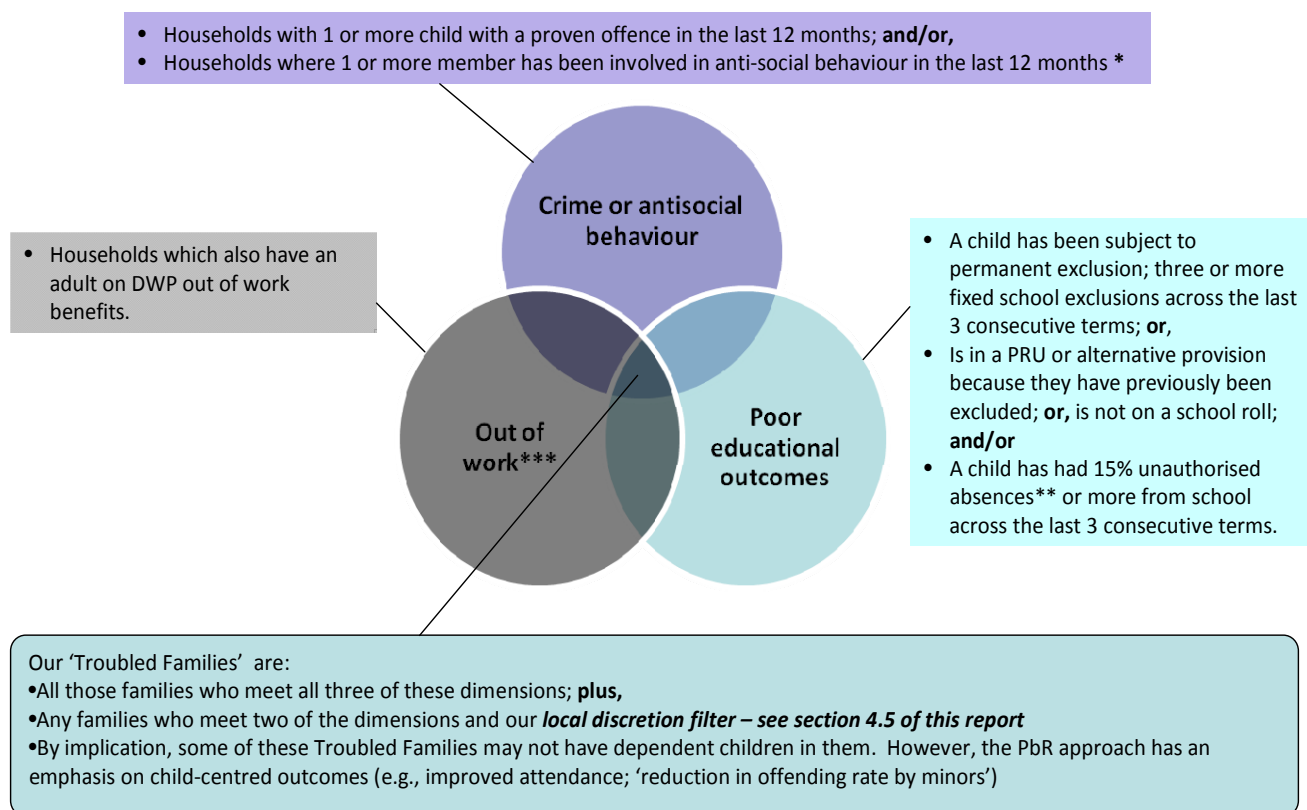
- **intervening before crises occur** and before outcomes deteriorate for people
- working across services in a **more joined-up** way
- using well trained and supported **keyworkers** who will get to know a family well and go the extra mile to help them make the changes they need to get back on track
- **working with the whole family or household**, recognising the issues affecting one person are likely to affect, or be caused by other householders and can rarely be solved in isolation
- developing an approach to each family that is **tailored** to

Figure 1: Distinct ways of working



4.5 We will identify the families eligible for the programme using criteria set out in the Government’s ‘Troubled Families’ Programme. Figure 2 (below) summarises the Government’s criteria. It is important and helpful to note the use of a ‘local discretion factor’ to identify families/households in need of extra help and support. We intend to take go further and take a broad view of the factors likely to contribute to a family being in need of additional support and, following consultation with a range of key stakeholders, will include factors like parental mental health or substance misuse, domestic violence, young people at risk of gang involvement, in work poverty or families with young carers.

Figure 2: Government criteria for identifying ‘Troubled Families’



* A range of measures are suggested, but local discretion is advised

** We intend to use 15% absence to measure this

*** This dimension should be considered after the other two have been considered, and for those household who meet one or two of the other dimensions, for data sharing reasons

Source: CLG

4.6 We are already interrogating existing City Council databases and other public service information to generate a list of families and households that might meet the criteria for the programme. To help us identify those families and households with at least one adult receiving out of work benefits, a secure data transfer system has been established with the Department for Work and Pensions (DWP), under a new and ground breaking arrangement agreed by the Government.

4.7 We expect that our local discretion factors could identify considerably more than 1,680 families and households in Sheffield, and while they won’t necessarily form part of the ‘Troubled Families’ cohort **we need to make sure that these families/households also benefit from our distinct ways of working.**

5.0 How the programme will work

- 5.1 It is not proposed to use the new resources available through the Troubled Families initiative to establish a completely new service, although we will need to commission some new provision for some of the families. Many of the families to be helped by the programme will already be involved with a range of support and care services delivered by the City Council, the NHS, and other statutory and voluntary services. The Building Successful Families Programme will build on these services, will add capacity to them and, more importantly, will bring them together more effectively to deliver what these families really need to turn their lives around.
- 5.2 The first step will be to undertake a thorough analysis of the cohort of families, once the full dataset has been received from DWP (currently expected to be in July/August) This will give us a clearer picture about where families are in the city, which services they already have contact with and what their needs are likely to be. This will allow us to prioritise our interventions.
- 5.3 Once identified each family will receive the following:
- a thorough assessment of their needs as a family undertaken by an experienced and skilled family worker. The assessment will be based upon the existing Common Assessment Framework and will look at the needs of all family members. Where a family is already known to services, a thorough review and reassessment will be undertaken looking at what has worked so far and what needs to be done differently. The assessment will establish which service is best placed to act as the key worker for the household and will draw up a plan of action for the whole family
 - regular contact with the trusted key worker who will get to know the family, help them manage input from other services, and draw up a family plan to help them get back on track
 - access for individuals or the whole family to specialist services, such as financial advice, housing support, substance misuse treatment, mental health services or family therapy, where necessary
 - practical help, where necessary, with household routines such as getting children to school on time, sorting out bills and dealing with debts.
 - Advice and support around employment and skills and access to employment programmes.
- 5.4 We are establishing a system of support and quality management

to ensure that our key workers have the tools necessary to go the extra mile in getting families back on track. This will include specialist supervisors, clear guidance and support networks to encourage the sharing of problems and the possible solutions.

6.0 Financial Implications

- 6.1 The Building Successful Families Programme will use the resources available through the Government's Troubled Families initiative to support a broader redesign of family support services in Sheffield by 2015.
- 6.2 The Government requires participating local authorities to provide 60% match funding for the programme. In Sheffield, we will meet this obligation through the investment that the city already makes in those services that are already supporting some of the identified families. The contribution of 40% Government funding equates to £4,000 per family, which will be made available on a payment-by-results basis when local authorities and their partners achieve successful outcomes as follows:
- children back into school.
 - a reduction of criminal and anti-social behaviour
 - parents on the road back to work, and
 - reductions in the costs to the taxpayer.
- 6.3 The payment mechanism for the Government's Troubled Families initiative will mean a payment of a maximum of £4,000 per family where the performance indicators set out in 6.2 above are achieved. A proportion of this money is to be paid up front as an 'attachment fee'. This proportion decreases over time, from 80% in 2012/13 to 40% in 2014/15.
- 6.4 Over the next three years we have agreed a project profile with Communities and Local Government to start working with 800 families in 2012/13, a further 600 families in 2013/14, and a further 280 families in 2014/15. Assuming that the programme delivers successful outcomes for 60% of our cohort, and that the 'success payment' is paid one year after the intervention starts, the payment profile will be as set out in Appendix 1 (page 15). Note that this does not reflect the expenditure profile, which would need to be smoother than the income profile.
- 6.5 The external audit of outcomes will not be unduly onerous. DCLG guidance states:

"We are asking for self-declarations of these results [which]

should be approved within your own Internal Audit arrangements and under the authority of the Chief Executive. In addition, Department for Communities and Local Government will carry out a small number of 'spot checks' in a sample of areas."

- 6.6 We intend to use the money provided by the attachment fees to invest in sustainable systems change. This will change the way we work with families across the public sector so that the positive outcomes achieved by the programme will continue with other families beyond 2015 when the additional funding from government comes to an end.
- 6.7 The City Council is also being given £175,000 per year for three years to set up, manage and 'grip' the local programme, through, for example the appointment of a local programme lead, the creation of new data systems and by developing key worker capacity.
- 6.8 The key implication for financial planning purposes is that although the programme will be delivered over three years the available income for the programme from an up front 'attachment fee' will be greater in the first year of the programme. Once a clear analysis of need has been established, a resource plan will be developed that takes into account the likely investment profile over the remaining years of the programme.
- 6.9 There is some ambiguity around the status of the attachment fees element of the payments as set out in DCLG Financial Framework for the Troubled Families Programme. However as part of the local and national discussions that have taken place, involving CYPF representatives, the DCLG has confirmed to these representatives that they will only seek to amend the allocated number of attachment fees made available where an area is actually refusing to co-operate in the delivery of the programme. Attachment fees will continue to be paid, even where all the required outcomes don't seem to be coming through, as long as an area is continuing to make every effort to deliver these outcomes. As a result the expenditure committed under this programme will not exceed the attachment fees allocation until outcome payments have been confirmed.
- 6.10 The funds for the attachment fees have been designated by the DCLG as un-ring fenced grants and as such these will have to be applied into the City Council's revenue account immediately upon

receipt. Therefore a carry forward of funds will be required at the relevant financial year ends so that the programme can continue to be resourced in future years. The financial profile for the programme will be clear that these funds will not be reported as underspend against wider service budgets.

7

HR implications

If approved, the programme will develop the local workforce within the City Council and through key partners to enable key workers to engage effectively with families with multiple and complex needs. Any recruitment of new staff will follow the City Council's agreed procedures (including the use of the talent pool, and use of temporary posts where appropriate), and will be undertaken consultation with staff and trade unions.

8

Legal Implications

The programme proposes no changes to any existing powers or responsibilities held by the City Council. The City Council will seek appropriate advice as necessary on the legal authority for sharing information with key partners and any procedures which need to be followed in order to comply with data sharing legislation.

9

Equality Implications

Although the initial analysis is not yet complete, it is possible that some demographic groups will be overrepresented in the cohort of families with multiple problems. The implementation of the programme will ensure that any interventions respond to the diverse needs of the families involved – interventions that do not are unlikely to be successful and achieve the outcomes sought.

10.0 Alternative Options Considered

10.1 The City Council could decide not to participate in the Government's Troubled Families initiative. This would mean turning down considerable additional resources, but would also mean Sheffield missing out on the opportunity to build on what its previous Family Intervention pilots have shown work and therefore the chance to invest these new resources in the system-wide service redesign necessary to improve the life chances of those families with complex needs. For these reasons, participation in the initiative is recommended

10.2 The City Council could use the resources made available through the Government's Troubled Families Programme to set up a new 'Troubled Families' service in Sheffield. This option has been rejected because:

- most of the families identified are likely to already be in touch with a range of support services. We intend to use

the programme to *better coordinate* these services, rather than add an additional service to the range of support made available

- the City Council and other partners have already moved some way towards developing more joined up approaches to working with families with complex needs. It would be a waste of resources to set up a parallel programme.

11.0 REASONS FOR RECOMMENDATIONS

- 11.1 The City Council has been invited to participate in the Government's Troubled Families initiative by committing to the financial framework and payment mechanism published by the DCLG. This scheme offers significant new resources to support the development of our existing plans to provide whole household interventions to families with multiple and complex problems.
- 11.2 By making use of the new resources, the City Council has the opportunity, working with a range of local partners, to further improve family support services so that they are better coordinated, more efficient and deliver impact. In this the City Council will embed the successes of pilot work already undertaken and will, in addition, provide a model of sustainability in a climate of public spending reductions.

12.0 RECOMMENDATIONS

12.1 That Cabinet:

- Delegates to the Executive Director of Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to establish the Building Successful Families Programme as described in Section 4 of this report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Director of Finance, and in consultation with the Lead Member for Children and Families, the authority to agree an investment and resource plan for the programme for the period 2012-15, taking into account the income profile set out in the report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to take any further

- Recognise and approve that any income received in advance, due to the time lag between receipt of the funding and the spending on the programme as explained in the body of this report, will be required to be 'carried forward' to future years and should not be considered to be an under spend in year. This amount will be highlighted in the monthly budget monitoring reports for approval.

Appendix 1 – Financial Profile Building Successful Families Programme

	2012-13	2013-14	2014-15	2015-16	Total
Projected Income					
Upfront Payment	£2,130,000	£1,310,000	£300,000	£0	£3,740,000
Outcome Payments	£30,000	£600,000	£370,000	£110,000	£1,110,000
Co-ordination Payments	£175,000	£175,000	£175,000	£0	£525,000
Total	£2,335,000	£2,085,000	£845,000	£110,000	£5,375,000

The profile is built upon a number of assumptions as follows:

- A total available payment of £4000 per family, for 5 in 6 of 1680 families (1 in 6 are expected to be ‘turned around’ by other Government programmes (i.e. work programme))
- An attachment fee for each family to be paid in advance to the value of 80% in Y1, 60% in Y2 and 40% in Y3, the rest to be paid based upon successful claims by the council.
- That we are successful (i.e. meet the governments key criteria around work, school attendance and crime) with 60% of the families. This is an untested assumption based on success rates from previous Family Intervention Projects.
- That we will need to continue to work with some families into year 4 of the programme.
- That up front and coordination payments are received by May of each financial year, and success payments received by March or the same financial year.
- Note the above figures are rounded to the nearest £10k

HAVE YOUR SAY ABOUT EARLY YEARS IN SHEFFIELD

Over the last two years there has been a significant reduction in the funding we receive from the Government to support childcare and other early years services.

Also, we carried out a review of early years services which helped us make the following recommendations;

- To make sure we have the highest quality services for all children by enabling childcare providers to meet our new Quality Charter standards.

- To reorganise 36 Children's Centres into 17 Children's Centre Areas to reduce management, administration and premises cost.

- To redesign and commission services that are value for money, flexible, locally accessible and meet the needs of all families who need them.

- To make sure childcare places are flexible, accessible and affordable for all families, and make savings by reducing management, running costs and stopping subsidies.

We'd like to know your views on these recommendations and will take these into consideration as we make decisions on the future of early years services. Please take the time to get involved. The results will be made available in a public report.

To have your say visit www.sheffield.gov.uk/earlyyearsreview by 31 January 2012.

Or call the Early Years team at Sheffield City Council on 0114 2930979 or email earlyyearsreview@sheffield.gov.uk

Sheffield
City Council



Parents and Carers Please Come Along and Have Your Say About Early Years in Sheffield

Where and When?

Please refer to the timetable on the reverse side of this flyer for further details.

We are consulting on the following recommendations:
Officers will be available to answer your questions.

To make sure we have the highest quality services for all children by enabling childcare providers to meet our new Quality Charter standards.

To redesign and commission services that are value for money, flexible, locally accessible and meet the needs of all families who need them.

To reorganise 36 Children's Centres into 17 Children's Centre Areas to reduce management, administration and premises cost.

To make sure childcare places are flexible, accessible and affordable for all families, and make savings by reducing management, running costs and stopping subsidies

For further information please contact the Early Years Administration team on 0114 2930979



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Children, Young People and Families Services

Date: 21st March 2012

Subject: Review of Early Years and Multi-Agency Support Services from Pre-birth to Early Education

Author of Report: Jane Golightly

Summary:

The purpose of this report is to present to members the findings of the Early Years and Multi-Agency Support Services 0-5 review which was carried out between April and December 2011. The report also presents recommendations for consideration and approval to be implemented as a result of these findings.

In May 2011, a four stage review of Early Years Services and Multi-Agency Support from pre-birth to early education was commissioned by the Cabinet Member for Children, Young People and Families. This was in response to communications from providers, council services and other partners about the effectiveness, transparency and impact of policy, practice and resources on outcomes and experiences for young children and their families.

- stage 1 - A call for views focused on early years vision and strategy, quality of services, and the work of children's centres
- stage 2 – An opportunity to comment on a series of proposals on four broad areas: better services for children and families, innovative childcare, improving quality and new ways of working
- stage 3 – Cabinet approval to proceed with the proposals on three areas; better services for children and families merged with new ways of working, innovative childcare and improving quality
- stage 4 – Delivery and implementation

The proposals form a substantial change programme for Sheffield's Early Years sector. Overall these proposals will have the greatest impact and when implemented will achieve a step-change in the quality, delivery and effectiveness of services. We will ensure that every family will have access to excellent services close to where

they live so that we can give the youngest children the very best start in life and as a result more young children ready to learn as they start school. Duplication of activity, which was criticised by providers in the call for views, will be avoided. Council services, multi-agency teams, children's centre areas, health, childcare providers and schools will provide a quality, seamless service, reaching out to parents across the whole of the children's centre area, engaging them in activities that promote readiness to learn, child development, and well-being, and be more effective at signposting the most vulnerable to specialist support where it is needed.

The proposals provide a clear framework for improved practice which will be the foundation of a refreshed 'Pre-birth to 5' strategy. The strategy will address the emphasis placed by respondents in the review on the needs of the whole child from pre-birth through to school age, including the personal, social, emotional and physical development alongside communication and language and cognitive development.

A strategy for communication for all those interested in early years, including parents through the parents' assembly, will be developed. By reviewing existing meetings we will ensure that the views of different groups can influence the next steps in the delivery and implementation of the proposals.

Reasons for Recommendations:

Families will have greater **accessibility** from pre-birth to aged five to high quality welcoming and flexible universal and early prevention services, including early learning and childcare arrangements which are more suited to the needs of modern family life, including evenings and weekends and support for parents who stay at home to look after their child. This will mean services will be closer to where they live and better suited and responsive to their needs. All children will be welcome, especially children with special educational needs and disabilities and families from different cultural backgrounds.

More young children will be **ready to learn** as they start school by having experienced high quality early health, learning and childcare provision. There will be an even greater focus on the development of readiness to learn by ensuring providers prioritise the development of those skills which support young children and their families to acquire good attitudes to learning and that early learning is important for future life chances. Through the review of the parenting strategy there will be a greater emphasis on working with parents in partnership in the early years to support early learning.

There will be an improvement in the **efficiency** of delivery in children's centre areas by developing children's centre area Clusters. We will examine existing boundaries for services and develop a strategy for the organisation and delivery of services to ensure that resources are used to deliver them where families need to access them. As a result, there will be a rationalisation of the use of buildings and service delivery will move to more convenient locations, where families will be able to access necessary services from other sources such as libraries and GPs surgeries which are used more by families on a day to day basis.

The emphasis will be on focusing on the needs of the children and families in the children's centre areas and parents will be involved in planning and evaluating services. Although the number of children's centres may reduce the level of service should not.

We will ensure that future contracts awarded by the Council for the delivery of Early Years services and activity commissioned by the joint commissioning group are much better focused on meeting the needs of each of the children's centre reach area. They will ensure high quality universal services with a stronger prevention and intervention strategy to meet the needs of the most vulnerable families and reduce the future need for intervention programmes and support.

Outcomes at the end of the foundation stage for children aged 5 are now in line with national averages, more young children need to achieve a good level of development by the end of the foundation stage. The link between disadvantage and underachievement has not yet been broken and in this measure Sheffield is well below other comparable authorities. All Early Years services and partners need to work in a more co-ordinated, joined up structure to ensure that the take up of free early learning is rapidly increased and that families with young children registered at a setting develop good attendance habits from an early age.

Recommendations:

Cabinet is recommended to note the outcomes of the Review of Early Years and Multi-Agency Services pre-birth to age five and;

Approve the development of the strategy to take forward to delivery and implementation the proposals for Better Services for Children and Families, Innovative Childcare and Improving the Quality of Provision

Approve the necessary consultation process required to implement the a more efficient model for children's centres based on a children's centre area cluster model

Background Papers: Sheffield Review of Early Years and Multi-Agency Services 0-5 - www.sheffield.gov.uk/earlyyearsreview.

Multi Agency Allocation Meeting Review (May 2011), Prevention and Early Intervention Impact and Review Report (Oct 2010) Special Needs Green Paper 'Support and Aspiration' (2011), Healthy Child Programme – Pregnancy and the First Five Years of Life (2009 amended 2010).

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Laura Pattman
Legal Implications
YES Cleared by: Nadine Wynter
Equality of Opportunity Implications
NO Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES/NO
Human rights Implications
NO:
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
YES/NO Sue Kelsey
Property implications
YES/NO
Area(s) affected
ALL
Relevant Cabinet Portfolio Leader
Cllr Jackie Drayton
Relevant Scrutiny Committee if decision called in
CYPF
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
YES/NO

1. Summary

- 1.1 The importance of a family and child's experience throughout pregnancy and up to the age of five years referred to as the Early Years, is well documented as the most important period in a child's growth and development and can make a significant difference to a child's future life chances. The quality of health, care and education that young children experience during these years is critical to ensure that they have the best start in life. As well as being welcoming of children irrespective of need, parents tell us that the most important feature they look for in a setting is one that shows they really care about the children in their care and take seriously the responsibilities that parents place on them to care for their child.
- 1.2 As the guarantor of excellence and the champion of children, Sheffield City Council is absolutely committed to providing the very best services for young children and their families from pre-birth to early education. In recent years there have been continuous improvements in the quality of provision and services delivered for children and families. However, more needs to be done and, together with health services and Early Years providers, we need to build rapidly on these improvements.
- 1.3 To do this the Council has a role to maintain the strategic vision and manage the early years market. This will be done by implementing the vision for children and families:

Families will have greater **accessibility** from pre-birth to aged five to high quality universal and early prevention services, including early learning and childcare arrangements which are more suited to the needs of modern family life, including evenings and weekends and support for parents who stay at home to look after their child. This will mean services will be closer to where they live and better suited and responsive to their needs. All children will be welcome especially children with special educational needs and disabilities and families from different cultural backgrounds.
- 1.4 More young children will be **ready to learn** as they start school by having experienced high quality early health, learning and childcare provision. There will be an even greater focus on the development of readiness to learn by ensuring providers prioritise the development of those skills which support young children and their families to acquire good attitudes to learning and that early learning is important for future life chances. Through the review of the parenting strategy there will be a greater emphasis on working with parents in the Early Years to support early learning.
- 1.5 There will be an improvement in the **efficiency** of delivery in children's centre areas by developing children's centre area Clusters. We will examine existing boundaries for services and develop a strategy for the organisation and delivery of services to ensure that resources are used to deliver them where families need to access them. As a result, there will be a rationalisation of the use of buildings and service delivery will move to more convenient locations, where families will be able to access necessary services from other sources

such as libraries and GPs surgeries which are used more by families on a day to day basis.

- 1.6 Outcomes at the end of the foundation stage for children aged 5 will continue to improve. Standards are now in line with national averages but more young children need to achieve a good level of development by the end of the foundation stage. The link between disadvantage and underachievement has not yet been broken and in this measure Sheffield is well below other comparable authorities. All Early Years services will work in a more co-ordinated joined up structure through contractual and commissioning agreements to ensure that the take up of free early learning is rapidly increased and that families with young children registered at a setting develop good attendance habits from an early age.
- 1.7 The key outcome of the 'Review of Early Years and Multi-Agency Services from Pre-birth to Early Education' is to provide better high quality universal services with a stronger prevention and intervention strategy to meet the needs of the most vulnerable families and reduce the future need for intervention programmes and support.
- 1.8 The existing 36 children's centres areas will be redesigned into children's centre areas working in a cluster model. Currently, the children's centre areas vary from full service delivery of core offer in large buildings to one room in a school which delivers a very small number of children's centre activity. As a result of the new model of working there will be an improvement in the efficiency of children's centre areas by clustering the children's centre areas. We will look at existing boundaries for services and develop a strategy for the organisation of the delivery of services which will mean re-distribution of resources to where families need to access them. As a result there will be a rationalisation of buildings and the number of children's centres may reduce.
- 1.9 The emphasis will be on focusing on the needs of the children and families in the children's centre areas. It is intended that each children's centre area will have a single advisory board and parents will be involved in planning and evaluating services.
- 1.10 The Sheffield's 'Charter for Quality' will be the standard benchmark of quality in the delivery of early learning and childcare services. We will continue to invest in our workforce, and ensure that every setting knows what high quality play and best practice look like is an inclusive setting which can support the needs of children from diverse communities and with special needs. Where practice is not of the standard we aspire to for all young children we will not fund the delivery of free early learning?
- 1.11 By reviewing practice and introducing new ways of working for children and families from pre- birth to early education we will make Sheffield a great place to grow up. Young children will get the best start in life, be healthy, ready to learn as they start school, enjoy school, and achieve their academic and social potential. This will make a real difference to life chances for children.

- 1.12 These proposals make a direct contribution to the 'Standing Up for Sheffield', Corporate Plan 2011-14 by delivering the best possible use of our limited resources to meet the needs of Sheffield children and families. The plan requires that we only invest in efficient services that children and families really need and we need to make sure that we are targeting our support at the people and families that need it most - whoever they are and wherever they live.
- 1.13 This vision is part of the Council's wider vision for 'Successful Children and Young People, Safe Healthy and Strong Families' and the key imperatives of tackling poverty and improving health and wellbeing. Once agreed, the implementation of the proposals will enable a step change to be made in the way children and families experience high quality early health, education and childcare.
- 1.14 All proposed development of services is set within the context of the current financial climate and its impact on reducing Council resources. From its implementation Sheffield established a generous model of delivery of children's centres areas which we are unable to continue with the current budgetary restraints. It is absolutely essential that the planning and allocation of funding is targeted to improve outcomes for children and families and that money spent provides good value for money. This will result in reduced management costs whilst ensuring continued delivery of essential services.

2. What does this mean for the People of Sheffield

- 2.1 Children's centre areas will deliver services to the whole of their reach area so that all families can receive high quality universal services near to where they live. These universal services will include;
- Maternity services
 - Health Visiting
 - Free Early Learning
 - Breastfeeding support
 - Advice and signposting
- 2.2 In addition to universal services we will ensure that services will be provided to meet need and target resources to the most vulnerable.
- 2.3 By ensuring that the right and flexible support is available at the right time and in the right place we will not only enhance the life chances of children but also their parents and carers who will be supported to stay at home with their child, take up opportunities to improve skills and/or take up employment.
- 2.4 Regardless of where they live in Sheffield all families will have access to services and support from a diverse range of providers.
- 2.5 Families will have access to the right support at the right time and place which is accessible and welcoming. In practice this should mean that families and their children, including children with special educational needs and

disabilities, will be able to access the right type of good quality provision locally

- 2.6 Children, parents and families in Sheffield, will understand what advice and services they are entitled to and where they are able to access them.
- 2.7 Parents will know that the Sheffield Charter mark for services is a guarantee of quality wherever they are delivered reassuring them that their children are receiving the best possible services and support.
- 2.8 Parents will be able to return to work and/or learning knowing that their child is being cared for in safe, high quality early years provision
- 2.9 Early learning and childcare services will be flexible, affordable and responsive to the needs of working families and children with special needs. Every setting will know what best practice looks like and can support the needs of children from diverse communities and those with special educational needs and disabilities.
- 2.10 Organisations working together locally will ensure advice is available including debt counselling. They will encourage take up of free early learning, Working Family Tax Credits and help to combat poverty particularly in these times of job losses and financial restraint.
- 2.11 Sheffield families will know that the Council is making the best possible and effective use of the funding and resources available to them for Early Years services by delivering, efficient services and support to families. By focusing on a cluster model of children's centres areas there will be better coordination and monitoring of the quality and delivery of services in localities.
- 2.12 Through the local advisory groups that will be established, parents will have more opportunity to participate in the planning of service delivery.
- 2.13 Sheffield will be regarded as a great place to live and raise a family.

3. Outcomes

- 3.1 These proposals form a substantial change programme for Sheffield's Early Years sector. Our analysis is that overall these are the proposals that will have the greatest impact. They will achieve a step-change in the quality, delivery and effectiveness of services. We will ensure that every family will access excellent services close to where they live so that the youngest children have the very best start in life with more young children ready to learn as they start school.
- 3.2 Children's centres areas will be redesigned in to affordable, geographical children's centre areas working in a cluster model serving a defined area with a single advisory board.

- 3.3 The proposals provide a clear framework for improved practice which will be the foundation of a refreshed 'Pre-birth to 5' strategy. The strategy will address the emphasis placed by respondents in the review on the needs of the whole child from birth through to school age, including the personal, social, emotional and physical development alongside communication and language and cognitive development.
- 3.4 We will become more effective by encouraging providers to be more creative, innovative and seek more efficient ways of working to ensure that services meet needs. We will ensure that we are listening to and responding better to parents and those services are better planned and delivered in localities. This work will be supported by our Early Years champion for young children and their families and who is already in place. Working together with our partners from health and other sectors and developing joint solutions together with improved integration of services we aim to improve the effectiveness of universal services, thereby reducing the need for families to have to have to access specialist services.
- 3.5 There is also a strong emphasis on improving the quality and flexibility of early learning through high quality play and childcare, thereby ensuring that all children have access to excellent early development in whichever setting they choose, improving their readiness to learn at school age.
- 3.6 The Local Authority as a commissioner of Early Years services will be clear about the need for services, what works and what does not, clearly specifying services purchased, and operating a robust contract monitoring and performance management framework that will ensure accountability. The Council will not commission services that do not fit the new ways of working.

4. Summary of proposals from the three main areas:

4.1 Better services for children and families

In summary the proposals for Better Services for Children and Families are:

Proposal 1 – To increase the number of families using services offered by children's centres by making sure the services are welcoming and meet local needs and by giving the proposed cluster lead centre the lead role for prevention work with children 0-5 years and their families.

Proposal 2 - To identify a named midwife, health visitor and multi-agency support team resource for each children's centre area and for them to be based in the children's centre area to maximize the effectiveness of integrated working.

Proposal 3 – To provide a one-stop information and advice service for families and providers through the Council's Customer First service and better information and advice in children's centre areas.

Proposal 4 – To redesign the delivery of children's centre services into affordable, geographical children's centre areas with a cluster approach. These will serve a defined area and have a single advisory board. Officers,

parents and providers will work together to plan the services and how those will be delivered for the children's centre area.

Proposal 5 – To ensure that the role of parents and carers is central to the planning and delivery of services through ongoing consultation and involvement in all aspects of early years services.

Proposal 6 – To ensure that all Early Years services that are supported by Council funding are properly commissioned and managed through a robust monitoring and performance management framework linked to quality outcomes for children and families.

4.2 Innovative Childcare

In summary the proposals for Innovative Childcare are:

Proposal 1 – To invest in the provision of free early learning for all disadvantaged 2 year olds by increasing the number of places provided.

Proposal 2 – To provide advice and guidance to local childcare organisations. To enable them to work together more innovatively and ensure that the provision is flexible, affordable and sufficient to meet local needs.

Proposal 3 – To build on the good and improving work of childminders to provide a more flexible childcare service and more provision for children with special educational needs and disabilities.

Proposal 4 - To assist in retaining sufficient quality childcare in areas of greatest need through the provision of additional funding in the form of a formula. The priority for the funding should be to support the needs of the most vulnerable families to access childcare. It should be allocated equitably and a criteria which reflects need, inclusion and take up.

4.3 Improving the Quality Of Early Years Provision

In summary the proposals for Improving the Quality of Early Years Provision are:

Proposal 1 – To revise the Code of Practice to embed the Sheffield Quality Charter as the standard that all providers should aim for, and to include the withdrawal of funding from providers which do not meet the standard.

Proposal 2 – To redesign the early years quality improvement support services provided by the Council.

Proposal 3 – To continue with Sheffield's policy of supporting the development of the Early Years workforce by providing targeted support for training and qualifications and for an apprenticeship scheme.

Proposal 4 – To ensure that all settings are welcoming and inclusive by promoting the role of the Equality Needs Coordinator and Special Education Needs Coordinators within their nursery.

Proposal 5 – To enable funding for children with special educational needs to follow the child and to work with parents so that the funding is more closely tailored to the child's needs.

5. Financial Implications

<u>Activity Areas</u>	<u>2011/12 Budget</u>	<u>Proposed Reduction</u>	<u>Proposed 2012/13 Budget</u>
1. Hosting & Premises budget adjusted 2. Provider Forums requirements re-specified 3. Young Children Centres provision reshaped 4. Childcare subsidy reviewed 5. Community Teachers step towards trading 6. Sustainability/Emergency Fund provision reduced 7. Infrastructure Staffing Reductions	10,718,000	862,000	9,856,000
1. Surestart Local Programmes requirements re-specified 2. Citywide Contracts requirements respecified 3. Administration & Internal provisions reduced	5,377,000	219,000	5,158,000
1. Internal provisions reduced 2. Infrastructure Staffing Reductions	250,000	70,000	180,000

Actions to Achieve Financial Implications

- 5.1 The Early Years Review recognises the Council's current and ongoing financial context in its proposals, and all budgets are being considered in the aims to deliver better targeted services for children and families more efficiently. Budget reductions will be achieved across all internal and external providers and partners on the basis of maximising efficiencies, better targeting of resources according to need, and while protecting frontline service provision wherever possible.
- 5.2 These proposed savings form part of the Council's budget for 2012/13, to be approved at Council on 9 March 2012.
- 5.3 The overall reduction amounts to 7%, however the strategic approach that takes account of all that is said in the proposals avoids 'salami slicing' that would harm providers, but looks at individual needs of services and providers. This means individual providers proposed reductions will vary between 0 and 10%.
- 5.4 Hosting & Premises reductions are minimised, with a commitment to review the impact in Summer 2012, the proposed payment structure from the council reflects actual usage and aims to minimise cross subsidisation in these settings.
- 5.5 Requirements from Provider Forums are being reviewed and revised which will lead to respecification. This is expected to have minimal impact on front line service delivery.
- 5.6 Two year plan reviewing maintained Young Children's Centres provision reshaped to focus on prevention and early intervention, with a reduced emphasis on subsidised childcare provision. This will result in childcare centres receiving targeted support where appropriate in the context of operating a sustainable business. This will reduce operating costs but also reduce income generated. The planned net saving is included in the calculations.
- 5.7 Childcare subsidy arrangements reviewed from the current historical based 'operating costs gap' provision to funding in line with required places with

- 5.8 Community Teachers have a reduced structure and an income target through trading. This reflects the implementation of the Council's fair fees and charges approach in that services provided to outside bodies will be charged for in a fair and equitable way.
- 5.9 Sustainability/Emergency Funding provision reduced in line with historical demand, this reflects a re-basing of the current budget and is extremely unlikely to have a material impact upon services provided.
- 5.10 Existing staffing efficiencies captured to reduce infrastructure costs
- 5.11 Requirements from Core Offer (SSLP & Citywide contracts) providers are being reviewed and revised, which will lead to respecification in line with reduced resources. The emphasis is on reducing management costs and overheads and protecting front line services.
- 5.12 Internal efficiencies achieved through reviewing in house provision
- 5.13 8.1 Sheffield City Council FTE's are removed as part of these efficiencies. These posts are now vacant, and this has been achieved without any compulsory redundancies.

6. Legal Implications

- 6.1 Sheffield City Council has a statutory duty under section 6 of the Childcare Act 2006 to secure sufficient childcare for parents in their area who require childcare in order to enable them to take up or remain in work, or to undertake education or training. In addition, section 7 of the Childcare Act 2006 places a duty on the Council to secure sufficient free Early Years provision for eligible children.
- 6.2 The proposed redesigning of the delivery of children's services in Sheffield must ensure that these and the other statutory duties are met. The Council must also have regard to any guidance given by the Secretary of State.
- 6.3 Local authorities are also required by the Childcare Act 2006, as amended by the Apprenticeships, Skills, Children and Learning Act 2009, to make 'sufficient provision' of children's centres to meet local need and to review this on an on-going basis. The Council therefore needs to review all the children's centres to ensure they are providing the best possible, high quality provision with the funding that is available.
- 6.4 There are some potential legal implications from the proposed restructuring of children's centres as this will require the Council to undertake a statutory public consultation as part of the exercise. A possible outcome of this consultation is that contractual and staffing adjustments may be required within individual children's centres. If adjustments are required, then the appropriate legal, procurement and HR processes will be followed as necessary.

7. Equality of Opportunity Implications

- 7.1 An initial EIA has been carried out and there are no implications which need action at this stage. However an individual EIA will be undertaken for each proposal prior to implementation. (See APPENDIX B)

8. Property Implications

- 8.1 As proposals are developed for the redesign of the children's centres, there may be property implications which may need to be taken into consideration. These will be identified during the implementation stage and managed as appropriate. It is the Council's intention to make use of existing property assets that are available so as to ensure best value and this will be a key consideration during the redesign process.

9. Reasons for Recommendations

- 9.1 Families will have greater **accessibility** from pre-birth to aged five to high quality welcoming and flexible universal and early prevention services, including early learning and childcare arrangements which are more suited to the needs of modern family life, including evenings and weekends and support for parents who stay at home to look after their child. This will mean services will be closer to where they live and better suited and responsive to their needs. Accessing services locally will be especially beneficial for children with special educational needs and disabilities and families from different cultures.
- 9.2 More young children will be **ready to learn** as they start school by having experienced high quality early health, learning and childcare provision. There will be an even greater focus on the development of readiness to learn by ensuring providers prioritise the development of those skills which support young children and their families to acquire good attitudes to learning and that early learning is important for future life chances. Through the review of the parenting strategy there will be a greater emphasis on working with parents in the Early Years to support early learning.
- 9.3 There will be an improvement in the **efficiency** of delivery in children's centre areas by developing children's centre area Clusters. We will examine existing boundaries for services and develop a strategy for the organisation and delivery of services to ensure that resources are used to deliver them where families need to access them. As a result, there will be a rationalisation of the use of buildings and service delivery will move to more convenient locations, where families will be able to access necessary services from other sources such as libraries and GPs surgeries which are used more by families on a day to day basis.
- 9.4 The emphasis will be on focusing on the needs of the children and families in the children's centre areas and parents will be involved in planning and evaluating services. Although the number of children's centres may reduce the level of service should not.
- 9.5 We will ensure that future contracts awarded by the Council for the delivery of Early Years services and activity commissioned by the joint commissioning group are much better focused on meeting the needs of the children's centre reach area. They will ensure high quality universal services with a stronger prevention and intervention strategy to meet the needs of the most vulnerable families and reduce the future need for intervention programmes and support.
- 9.6 Outcomes at the end of the foundation stage for children aged 5 are now in line with national averages, more young children need to achieve a good level of development by the end of the foundation stage. The link between disadvantage and underachievement has not yet been broken and in this measure Sheffield is well below other comparable authorities. All Early Years services need to work in a more co-ordinated joined up structure through contractual and commissioning agreements to ensure that the take up of free

early learning is rapidly increased and that families with young children registered at a setting develop good attendance habits from an early age.

Recommendations:

Cabinet is recommended to note the outcomes of the Review of Early Years and Multi-Agency Services pre-birth to age five and;

Approve the development of the strategy to take forward to implementation the proposals for Better Services for Children and Families, Innovative Childcare and Improving the Quality of Provision

Approve the necessary consultation process required to implement the a more efficient model for children’s centres based on a children’s centre area cluster model

APPENDICES

Appendix A **Executive Summary of Review Report**

Please follow link to full report.
www.sheffield.gov.uk/earlyyearsreview.

Appendix B **Equality Impact Assessment**

APPENDIX A

Sheffield City Council
Children, Young People and Families

Review of Early Years Services and Multi-Agency Support 0-5

Report



17 October 2011

1 Purpose

The purpose of this report is to:

- 1.1 Summarise the responses submitted as part of the Review of Early Years Services and Multi-Agency Support 0-5 'Call for Views' which was conducted between 15 June–22 July 2011.
- 1.2 Report back on the proposals on the future on Early Years Services and seek comments from a broader range of partners which includes:

Early Years providers
Schools
Parents and carers
Governors
General Practitioners
Health practitioners (health visitors, midwives etc)
Partners
Elected members
Council officers
Provider forums
Voluntary and Community organisations

2 Executive Summary

- 2.1 Sheffield is determined to be highly aspirational for young children and their families and continuous improvement of the early years experience for children and families is a key priority of the new Labour administration. By reviewing practice and introducing new ways of working we will ensure that young children get the very best quality experiences, aimed at meeting their individual needs and giving them the very best start in life.
- 2.2 Sheffield has much good practice to celebrate at the early years and there have been continuous improvements in the quality of provision and services delivered for children and families. But, more needs to be done. Young children need to be ready to learn as they start school by having good quality pre-school experiences; more children need to achieve a good level of development when they leave the reception class; the link between disadvantage and underachievement needs to be broken; parents and carers need to be able to access high quality childcare and activities at times which fit with their working patterns, and equality of access and opportunity needs to be embedded at every level.
- 2.3 Our vision for Sheffield's early years is:

That every family will know about and be able to access where they live the services they need to give their youngest children the very best start in life. By

working together multi-agency teams, children's centres, childcare providers and schools will provide a seamless service, reaching out to parents in their communities, engaging them in activities that promote child development and well-being, and be effective at signposting the most vulnerable to specialist support where it is needed;

That childcare services will be flexible, affordable and responsive to the needs of working families and children with special needs;

That Sheffield's Quality Charter becomes the standard benchmark of quality in the delivery of childcare services. By continuing to invest in our childcare workforce, ensure that every setting knows what best practice looks like and can support the needs of children from diverse communities and with special needs;

That we make the delivery of children's centre services more efficient by focusing on a smaller number of hubs that will deliver a better service for families and children and that through this new model, there will be better coordination of the quality and delivery of services in localities and more involvement from parents in the planning of services.

- 2.4 The next stage of the review is to invite comment on a series of proposals that will set the direction for achieving this vision. Reflecting the four strands of our vision, we have grouped the fourteen proposals in this report into four areas:

Better Services for Children and Families;
Innovative Childcare Support;
Improving the Quality of Early Years Provision;
New Ways of Working;

- 2.5 Once agreed as a set of principles, the implementation of the proposals will make our vision a reality and enable a step change to be made in the way children and families experience high quality early health, education and childcare. By making a real difference in these four broad areas, we are confident that there will be an improvement in the quality of services that all families can access, better and earlier prevention work and that we will be well placed to permanently break the link between disadvantage and underachievement.

- 2.6 All proposed development of early years services is set within the context of the current financial climate and its impact on reducing council resources. In 2010 – 2011 Sheffield experienced a 15% reduction in Council resource and there will be a further 17.5% reduction in funding during 2012 – 2014. In line with other budgets Early Years budgets have experienced a reduction in resource. The biggest change is that the significant investment in early years and Surestart Children's Centres over the last few years has now ended. The Surestart grant has been subsumed into the Early Intervention Grant which focuses on prevention and intervention and working with the most vulnerable families. Spending of the Early Intervention Grant covers more areas than early years. It is absolutely essential that the planning and allocation of

funding is targeted to improve outcomes for children and families and that every pound is spent wisely and provides good value for money. The implementation of the proposals will take account of the current financial climate and its impact on Council resources.

3 Review of Services for 0-5 year olds

- 3.1 In May 2011, a Review of Early Years Services and Multi-Agency Support Services for 0-5's was commissioned by the new Cabinet Member for Children, Young People and Families. This was in response to communication from early years providers, Council services and other partners about the effectiveness, transparency and impact of policy, practice and resources on outcomes and experiences for young children and families. The areas which informed the scope of the review were:

Improving the effectiveness of the current strategy to deliver early years services;

Approaches to gathering evidence so that there is good evidence that current policy, practice and structures, including multi-agency working have impacted on outcomes;

Multi-agency teams and children's centre staff must have more clarity and understanding about their respective roles in early prevention and intervention work with families;

Childcare is not always sufficiently flexible to meet the needs of working parents;

Allocation of resources could be more transparent so that it can be more easily understood by providers;

The Surestart Children's Centres policy should be further developed to ensure it is making a difference for more children and families;

Some members of the voluntary and community sectors raised a concern that there are inequalities in the administration of policy and practice across the sectors with the maintained sector being treated more favourably;

The pace of improvement and narrowing the achievement gap in outcomes at the end of the foundation stage needs to be accelerated.

- 3.2 In preparing for the review, these points were condensed into 7 'big issues' which formed the structure of the review. These were:

Vision and Strategy

Quality of Services

Children's Centres

Multi-Agency working 0-5s

Childcare

Resources and Best Value

Equalities

- 3.3 The initial part of the review has been a Call for Views which was carried out between 15 June and 22 July 2011.
- 3.4 A Call for Views document listing the big issues and a questionnaire asking for feedback and comments on each of the issues formed the basis of the process. These were sent out widely to providers and stakeholders in the Early Years Sector in Sheffield, including partners in health. An Early Years Review web page was also created with all the documentation from the review.
- 3.5 An adapted questionnaire was also created for parents and carers and for childminders. The parent questionnaire was distributed and collected through settings, parents' assembly and feedback from childminders collated through the childminder networks.
- 3.6 The central part of the Call for Views process was a series of focus groups which discussed each of the big issues. These were facilitated by representatives from the sector and the notes from each meeting have been posted on the Early Years Review web page.
- 3.7 Recognising the importance of Health as important contributory partners in Early Years, a separate focus group was held specifically for health professionals to contribute to this review.

4 **Comments will be invited against the following proposals** (section 6 of the report, page 36 provides detailed information on each proposal)

4.1 A) Better Services for Children and Families

Children's centres are important for the delivery of early years services. A children's centre is about much more than a building that co-ordinates and offers services. For each centre there is a designated children's centre area which should benefit from a range of services that are planned and delivered to meet the needs of the children's centre area.

Proposal 1 – To increase the number of families using services offered by children's centres by making sure the services are welcoming and meet local needs and by giving the proposed children centre hubs the lead role for prevention work with children 0-5 years and their families.

Proposal 2 – To identify a linked midwife, health visitor and multi-agency support team manager for each children's centre area and for them to be based in the children's centre area.

Proposal 3 – To provide a one-stop information service for families through the Council's Customer First service and better information in children's centre areas.

4.2 B) Innovative Childcare Support

Proposal 4 – To invest in the provision of free early learning for all disadvantaged 2 year olds by increasing the number of places provided.

Proposal 5 – To provide advice and guidance to local childcare organisations. To enable them to work together more innovatively and ensure that the provision is flexible, affordable and sufficient to meet local needs.

Proposal 6 – To build on the good and improving work of childminders to provide a more flexible childcare service and more provision for children with special educational needs and disabilities.

4.3 C) Improving the Quality of Early Years Provision

Proposal 7 – To revise the Code of Practice to embed the Sheffield Quality Charter as the standard that all providers should aim for, and to include the potential for the withdrawal of funding from providers which do not meet the standard.

Proposal 8 – To redesign the early years quality improvement support services provided by the Council.

Proposal 9 – To continue with Sheffield's policy of supporting the development of the early years workforce by providing targeted support for training and qualifications and for an apprenticeship scheme.

Proposal 10 – To ensure that all settings are welcoming and inclusive by promoting the role of the Equality Needs Coordinator and Special Education Needs Coordinators within their nursery.

Proposal 11 – To enable funding for children with special educational needs to follow the child and to work with parents so that the funding is more closely tailored to the child's needs.

4.4 D) New Ways of Working

The hub(s) and spoke is a new proposed model to deliver coordinated and inclusive services within an area. A children's centre area consists of a place or a group of places, managed by or on behalf of the Local Authority to provide a range of early childhood services within a given locality. The hub is a central point or place within that locality which will co-ordinate and provide these services including health, advice and information, social care and early learning activities. The role of the hub will be to ensure that partners work together to plan, organise and deliver services to meet the needs of families within that area.

Proposal 12 – To redesign the delivery of children's centre services into affordable geographical hub and spoke models which serve a defined area.

Proposal 13 – To ensure that the role of parents and carers is central to the planning and delivery of services through ongoing consultation and involvement in all aspects of early years services.

Proposal 14 – To ensure that all early years services that are supported by Council funding are properly commissioned and managed through a robust performance management framework linked to quality outcomes for children and families.

5 Next Steps

The next stages of the review process are to:

Disseminate the information gathered during the Call for Views;

Report back on the proposals for the future of early years services and seek comment from a broad range of partners;

Report to Scrutiny Board;

Report to Cabinet on the proposals and seek permission to implement changes resulting from the recommendations (March 2012);

Implement recommendations on a phased basis during 2012 – 2013 and fully in 2013 – 2014;

Development of the 0 to 5 Strategy in the light of the review;

Establish the role of an early years champion who will bring creative ideas, be up to date with early years research and methods and who will work with providers to identify and share best practice.

APPENDIX B

Sheffield City Council
Equality Impact Assessment



Name of policy/project/decision: Review of Early Years and Multi-Agency Support Services from Pre-birth to Early Education

Status of policy/project/decision: NEW

Name of person(s) writing EIA: Chris Watson

Date: 26 November 2011

Service: Childrens Commissioning Services

Portfolio: Children Young People and Families

What are the brief aims of the policy/project/decision? To provide more effective and efficient services in Early Years from pre-birth to early education

Are there any potential Council staffing implications, include workforce diversity? Yes

Under the Public Sector Equality Duty, we have to pay due regard to: "Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations.

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Age	Neutral	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Disability	Positive	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Pregnancy/maternity	Positive	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Race	Positive	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Religion/belief	Neutral	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Sex	Neutral	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Sexual orientation	Neutral	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Transgender	Neutral	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Financial inclusion, poverty, social justice, cohesion or carers	Positive	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Voluntary, community & faith sector	Negative	Low	Little or no impact is expected at this stage however a full EIA will be undertaken against each proposal before implementation
Other/additional:			
Other/additional:			

Overall summary of possible impact (to be used on EMT, cabinet reports etc):

If you have identified significant change, med or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you must complete the action plan.

Review date: Q Tier Ref Reference number:

Entered on Qtier: -Select-

Action plan needed: Yes

Approved (Lead Manager): Date:

Approved (EIA Lead person for Portfolio): Date:

Does the proposal/ decision impact on or relate to specialist provision: -Select-

Risk rating: -Select-

Action Plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	A full EIA will be undertaken for each proposal before implementation	
All groups	Each of the proposals will be scoped in order to better determine any impact they might have	

Approved (Lead Manager): Date:

Approved (EIA Lead Officer for Portfolio): Date:

Children and Families

Background paper Childcare Strategy (Draft)

2012 - 2014

DRAFT

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1 Background

- 1.1 This document aims to set out the framework for the childcare strategy in Sheffield. This strategy is about supporting families in their search for good quality childcare and will set out both the national and local context explaining the role of the Local Authority (LA) in carrying out its market management function.
- 1.2 Children and young people are the future of Sheffield. Sheffield is committed to providing the very best services for young children and their families from pre-birth to early education. The key priorities of the Children and Young Peoples Plan include; improving the health and safety of Sheffield's children, raising attainment and aspirations, and strengthening the focus on parenting. Childcare forms a key part of the package of services which every child and young person may access to support them to reach their full potential, and also supports parents to enter, or remain in work or training. To do this the Council has a role to maintain the strategic vision and manage the childcare market. The childcare vision for Sheffield is that childcare services will be flexible, affordable and responsive to the needs of working families and children with special needs.¹

2 Definition of Childcare

- 2.1 The term childcare is inclusive of education for children under compulsory school age and can include any supervised activity for school age outside of school hours.
- 2.2 Sheffield has a diverse childcare sector in which the maintained, Private, Voluntary and Independent (PVI) sectors play an equally important part. Childcare provision takes many forms. It can be accessed via:
 - Childminders
 - Pre-school playgroups
 - Private day nurseries
 - Nursery classes
 - Nursery schools
 - Local Authority day nurseries

¹ Call for Views Report, Sheffield City Council 24 October 2011

- Before and after school clubs
- Holiday clubs

3 National context

- 3.1 The Childcare Act 2006 provides the legislative framework and places statutory duties on Local Authorities relating to all aspects of childcare. The coalition Government came into power in 2010. They have maintained the commitment to reduce child poverty and have continued to invest in the area of childcare to support parents back into work and training. However, this is set within the context of the Government's commitment to also reduce the national deficit.
- 3.2 There have been other reports that have influenced the continued investment into childcare. Frank Fields² is the author of one such report, published in 2010 commissioned by the Prime Minister. This report raised the question "How can we stop poor children from becoming poor adults"? Access to good quality childcare is one factor amongst others which is cited as having an impact.

4 Local context

- 4.1 Sheffield benefits from a diverse and vibrant childcare market. It is important to note that many families make use of 'informal' childcare, such as family members and friends. However, the LA's duties relate primarily to 'formal' (registered or school-based) childcare, and this is the focus of this strategy. Formal childcare is delivered by a range of organisations across the maintained and PVI sectors. There is also a strong childminding and home-based childcare sector in Sheffield.
- 4.2 The chart below shows the number of registered childcare providers based on spring data 2012:

Number of settings in Sheffield that are registered

OSC (includes breakfast, after school and holiday)	194
NURSERY CLASSES (school nurseries)	69
YCC – MAINTAINED SECTOR	7
PRIVATE (crèche, playgroups and community, day, private and uni nurseries)	85
VOL	55
INDEPENDENT	3
CHILDMINDING AND HOMEBASED CARE	504

- 4.3 In Sheffield there is an estimated population of 547,000 of which 94,265 are aged between 0-14yrs. In the last decade there has been a year on year

² The Frank Field review (2010) – The Foundation Years: Preventing poor children becoming poor adults (www.frankfield.co.uk)

population growth experienced in the city, an increase of 6.6%, which is predicted to continue over the coming years. The number of 0- 4 year olds in the city is predicted to increase by around 460 children each year until 2020.

5 Childcare Sufficiency Assessment (CSA) Findings

- 5.1 Based on the parental consultation undertaken in 2008-2009, the majority of parents who require paid-for childcare in order to work or train report finding suitable provision (although this may not be their first preference in terms of location or type of childcare). This overall positive picture masks the fact that there are significant variations between areas of the city, with some areas experiencing shortages, resulting in parents having to travel to other areas to access childcare. There are currently a small number of areas in the city where there are indications of shortages of FEL places. These areas are being monitored; however, action may be required in the next few years.

6 Quality of Provision

- 6.1 The quality of childcare in the maintained and non-maintained sectors in Sheffield is improving overall. This can be evidenced through the foundation stage profile results and the majority of settings either maintaining or improving on the Ofsted inspection outcomes. The LA's aim is to continue to improve standards to ensure that every provider reaches a good or outstanding outcome from their Ofsted inspection.
- 6.2 Currently 88% of Sheffield's practitioners are qualified to level 3 or above, 92 practitioners have achieved Early Years Professional Status, (EYP) with a further 61 on route to achieving the status. 60% of the PVI settings have either a graduate EYP leading practice or a practitioner on route to becoming an EYP. There is an upward trend of settings gaining a good or outstanding OFSTED inspection outcome. The LA will lead a quality improvement programme for the city and develop a quality assurance tool.

7 Affordability

- 7.1 Paid-for childcare is a major outgoing for many families. The LA supports parents by ensuring that information is available regarding benefits particularly the childcare element of the Working Families Tax credit that parents can claim to support their childcare costs.

8 Sustainability

- 8.1 Conversely, achieving financial sustainability is a significant challenge for many childcare providers, particularly those who have previously been able to apply for various grants and other sources of funding to enable them to keep prices low.
- 8.2 This is particularly noticeable in the Out of School Club (OSC) sector that operates in deprived areas. These OSC struggle and have increased their

fees to break even and to move towards sustainability, however in doing this for some it means that they become unaffordable. Unlike pre-school providers who are able to access FEL funding there is no similar income stream available to OSC. (Appendix - 5-14 year olds (18 years for SEN & LDD children))

- 8.3 The LA has provided financial support to providers who deliver services to vulnerable children, or where the childcare meets a social need. In Sheffield there are two areas where long term investment has been allocated to directly support childcare.
- 8.4 The first is through 7 Young Children's Centres (YCC's) that are directly managed by the LA. The second is to a small number voluntary and community sector providers who have historically delivered this type of childcare, often in areas of disadvantage where the demand for paid-for childcare is low.
- 8.5 All of these have delivered services as part of the delivery of children's centres services. These situations are currently under review following the Sure Start Children's Centre Statutory guidance 2011 which no longer requires childcare to be available as part of the core offer.

9 Responsibilities of the local authority

- 9.1 The sufficiency duty is closely aligned with the Government's aims to reduce child poverty and close the inequality gap. It is recognised that paid employment is one of the main routes and possibly the most effective route out of the poverty trap for families. Quality, affordable, flexible and accessible childcare provides one of the keys to achieving this goal and we must:
 - Ensure that there is sufficient childcare for children 0-14 years and 18 years where children have a disability or special educational need
 - Ensure that parents³, who require childcare to enable them to work or train, can find suitable provision
 - Ensure sufficient Free Early Learning (FEL) is available to enable every eligible child to access a place
 - Conduct a Childcare Sufficiency Assessment (CSA) on an regular basis
- 9.2 In *Securing Sufficient Childcare: Guidance for Local Authorities* (DCSF: 2007), the Government outlined its expectation that LA's would play a role in influencing the childcare market to fulfil the duties outlined above.

³ Throughout this document the term 'parents' is used to indicate parents, carers or any person with parental responsibility for a child, who may require childcare.

10 Market management - What is the role of the LA

- 10.1 Under its role as market facilitator the LA also has a duty to monitor where public resources are being allocated to ensure that outcomes are being delivered. The LA has a responsibility to intervene where it is identified that there is a significant oversupply of places.
- 10.2 In order to play a role in influencing and facilitating the childcare market to fulfil the statutory duties, the guidance anticipates a co-ordinating and strategic as opposed to delivery role for local authorities. The aim is to promote good outcomes for all children, and to reduce the gap in outcomes for the most disadvantaged children compared with their more advantaged peers. Childcare should be inclusive, and LA's are expected to have 'particular regard' to the needs of children and families who may be less likely to find or use suitable childcare. This will include identifying and articulating the needs of all children and families, and working in partnership to ensure appropriate childcare is available to meet those needs. It is essential to ensure quality assurance processes are in place to improve and monitor the childcare provision.
- 10.3 Market management is the mechanism by which the LA will coordinate interventions to ensure the childcare market can respond to the needs of children and families. This will be based on identifying gaps where the market is not functioning effectively. Different gaps and different market failures will require different responses from the LA. It is important to be realistic about what the LA can realistically change and what it can only influence, and what it cannot influence at all.
- 10.4 Local authorities have at their disposal a number of 'levers' which can be utilised to actively influence the operation of the childcare market. *Shaping* the market includes providing targeted information, providing support, and enforcing regulation. *Directly participating* in the market includes in-house delivery, procurement or commissioning of partner organisations. LA's may also adopt a passive approach to market management, by limiting interventions to the supply of general information, with the market then left to respond.
- 10.5 The sufficiency duties require the LA to ensure childcare is available to meet the needs of parents who rely on it in order to work or train where it is 'reasonably practicable'. The LA is also required to ensure sufficient FEL places are available to enable every eligible child to access a place. However, the guidance makes it clear that the duties go beyond simply ensuring enough places are available. In order to fulfil the sufficiency duties, LA's must ensure the childcare available in their area provides:
- sufficient **places** to meet the demand;
 - childcare of high **quality**;
 - childcare that is **sustainable** through fee income/ free early learning funding alone;

- childcare that is **inclusive** of children of all backgrounds and abilities;
- **accessible** childcare for all parents;
- childcare that is **flexible** to parents' work / training needs;
- childcare that is **affordable** i.e. parents are not forced to pay large retainers or pay for unwanted extras as a condition of registration, as well as parents being able to claim childcare tax credits if eligible;
- parental **choice** i.e. ability to choose between group care or home based care; and
- **Information** for parents on where to access childcare and how to claim financial support if eligible.

11 How the LA will manage the market

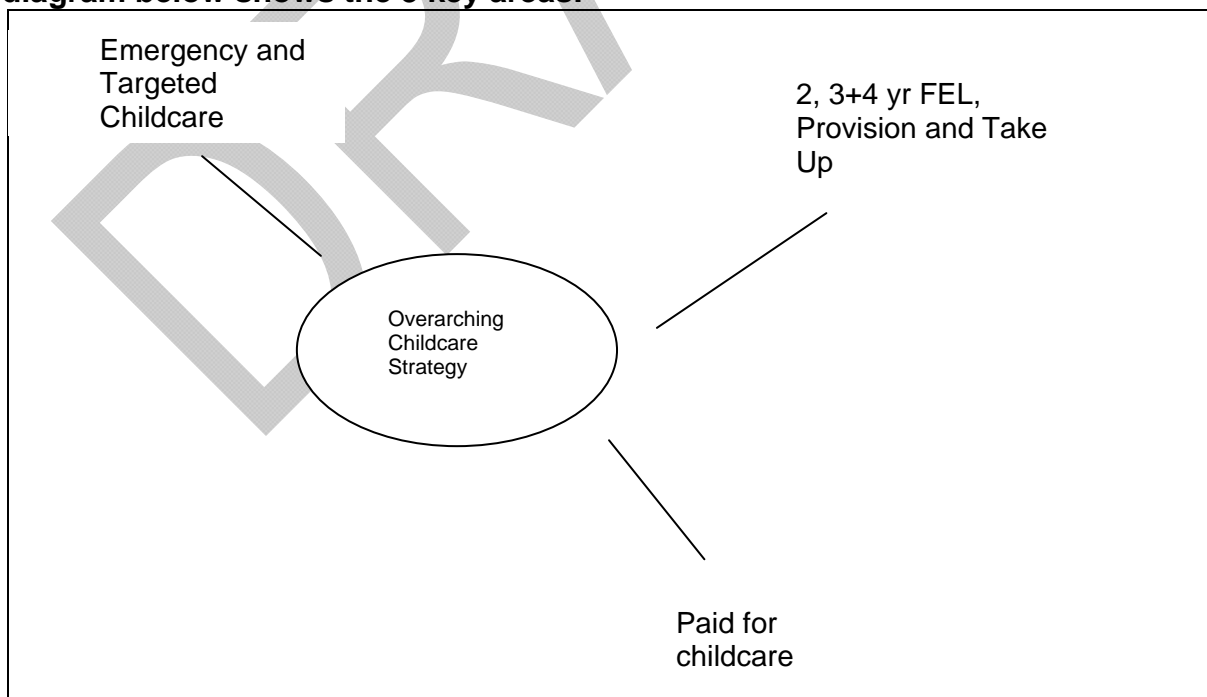
- 11.1 In order to manage the market effectively, Sheffield will use the CSA to identify gaps or market failures. The CSA is a document that acts as a tool used to assess the level of provision currently available and match this against the demand from parents, to identify potential gaps in the childcare market. The CSA should be conducted regularly. However, the Government are currently reviewing this and proposing that this is completed on an annual basis and communicated to Council Members.
- 11.2 Once information has been verified through consultation with stakeholders in local areas and investigation of secondary indicators, to reinforce the CSA findings proposals may be brought forward to present how gaps in the childcare market can be managed.
- 11.3 The LA will communicate and facilitate the market with regular briefings, signposting organisations to business opportunities and will be available to provide business support where appropriate. There will be a need to work with external organisations and act as a broker to ensure services are connected and developed.
- 11.4 A **series of key principles** will be employed when proposing market management interventions. These include:
- Balancing the needs of parents with continuing viability of providers
 - Basing interventions on quantifiable, measured evidence
 - Childcare should be sustainable through fees and therefore not require subsidy

- Identifying and applying consistent thresholds for intervention
- Prioritising interventions to target resources at activities, which deliver the most impact
- Aligning processes with corporate principles (e.g. inclusion, openness, best value, commissioning frameworks etc)
- Ensuring that quality is embedded and delivered in all aspects of childcare
- That the LA will always look to the existing childcare market first to respond where there is a requirement to expand
- Children with SEN or a disability should be able to access the provision of their choice

12 Proposals

12.1 There are three key areas that make up the childcare strategy in Sheffield. Each of these areas need to be addressed in order to ensure childcare in the city meets parental demand, is of a high quality, accessible, and inclusive. The following section outlines how these areas will be addressed, and how Sheffield will work together with key partners and stakeholders to take this strategy forward.

The diagram below shows the 3 key areas:



- **2, 3 and 4 year Free Early Learning (FEL) Provision and Take Up**

The LA will provide information based on the CSA findings to the open market. The LA will continue to ensure that they meet the supply and demand for places in the city. Through this process the LA will monitor the number of places that are created and gaps that still exist. Where the market is unable to respond purely through existing providers the LA may need to develop proposals especially in areas where there is a shortage and may set up specific projects to involve providers to explore expansion plans. In order to meet the challenge of expansion of 2 year olds the LA will first look to existing providers to support and encourage development and may need to target specific areas.

- **0-18 Years Paid for Childcare**

Within an open market it will be essential that the LA make sure that all providers inform and communicate with parents regarding the services they offer which includes information about their policies, Ofsted results, costings, and requirements parents will have to meet. This is in order that parents can make the right early education and childcare choices for their children / child. Providers will be signposted to business opportunities and kept informed on the market changes.

- **Emergency and Targeted Intervention Childcare**

A Targeted Intervention childcare place would be allocated to any child aged 0-18 years that is identified through the existing Common Assessment Framework (CAF) process through the Multi Agency Support Teams (MAST) teams. This will have clear criteria for access, based on the existing criteria for the 2 year old FEL. Where a child is aged 2, 3&4 years old and entitled to FEL, then this should be accessed and intervention take place with the child and family during the time the child is accessing FEL. Only if there are exceptional circumstances should additional hours be given to FEL eligible children to support planned intervention.

The Emergency funding would be used for the purposes of short term childcare to support a family crisis and based on a criterion.

13 Benefits and Outcomes

- 13.1 Overall there will be a positive impact on children aged 0-18 who need to access childcare. This strategy considers the Local Authorities duty (see Childcare Act 2006) to ensure there is sufficient childcare for parents in work or training and for all eligible children aged 2,3&4 years old to access FEL.
- 13.2 The Childcare strategy will help to ensure that all 3&4yr olds have an equal opportunity to access a free early learning place, which will help towards giving them better life chances through good quality early years provision. There will also be a positive impact on children aged 0—14 years.

- 13.3 Emergency and targeted intervention childcare places are to be available to children of all ages (0-18 years). Targeted Intervention Childcare will provide support to vulnerable children and their families as part of a structured intervention care plan. This should help prevent the escalation of the family to more expensive services and should enable children's life chances to be improved. In addition, by supporting early intervention in vulnerable family circumstances this strategy will contribute towards developing cohesive families which in turn is anticipated to have a positive impact on local communities
- 13.4 As all providers of childcare are required to have an equality policy this should ensure that all childcare provision is accessible to anyone with a disability or a child with SEN, all racial groups and that any specific needs are met.
- 13.5 The principles followed in the overarching childcare strategy endeavour to ensure that there is equality in access to childcare for parents and their children across the city. Where there is funding attached to childcare for FEL, then this is governed by formula funding and ensures an equitable offer taking into consideration levels of disadvantage. Hourly rates for paid for childcare are set by each individual provider.
- 13.6 The Government no longer requires Children's Centres to provide childcare. The local authority is moving away from providing paid for childcare to support working parents or those in training. This is to be provided by the childcare market. As any childcare subsidy in the future will be targeted at those children from disadvantaged families this strategy will help towards financial inclusion and reducing poverty by giving those children a better chance in life through high quality early years provision and will provide the opportunity for parents to work/train. The approach for allocating emergency or targeted intervention childcare places to childcare settings will be the same, irrespective of the sector the provider is from.

**Children, Young People & Families
Sheffield City Council**

The Children's Centre Programme

Background paper

December 2012

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Better Services for Children and Families

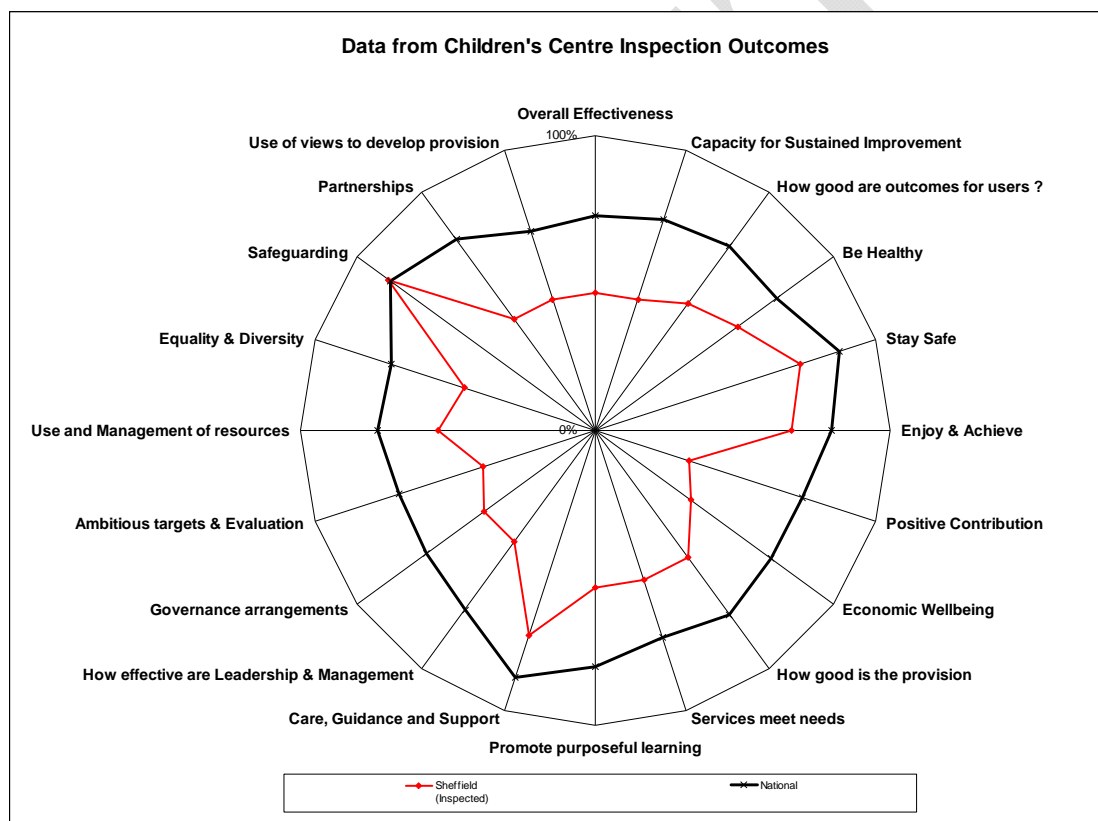
1. Background

- 1.1 Children's centres are a key mechanism for improving outcomes for young children while reducing inequalities between the poorest children and their peers, as well as helping bring an end to child poverty.
- 1.2 The Government has demonstrated its commitment to children's centres by legislating to give them a statutory basis. The Childcare Act 2006 imposed duties on local authorities to improve the well-being of young children in their area and reduce inequalities between them, and to make arrangements to secure that early childhood services are provided in an integrated way in order to improve access and maximise the benefits of those services to young children and their parents. It also placed duties on Primary Care Trusts, Strategic Health Authorities, and Jobcentre Plus (as statutory 'relevant partners' as defined in the Childcare Act) to work together with local authorities in their arrangements for securing integrated early childhood services.
- 1.3 In Sheffield the existing 36 children's centres were originally based on Government guidance relating to numbers of Children and areas of deprivation across the City, on the basis of each children's centre serving approximately 800 children.

2. Current Position

- 2.1 Sheffield continues to maintain 36 Children's' Centre areas serving between 600 – 1200 children aged 0-5 years. Each area has a named centre building which is expected to deliver services to children and their families. These buildings vary in size and layout. This model is proving to be an ineffective use of resources and does not meet the changing needs of families. There is currently inconsistency across the City and in some cases the original centre has not been fit for purpose as the role has grown; in some cases parents have found services more accessible at other delivery points in the area.
- 2.2 The location of the Children's Centre buildings is not always ideal for all families to access services, particularly those more vulnerable children and families harder to engage. As part of the early years review the parental consultation on access to services, or whether they were prepared to travel to access these services highlighted that parents preferred a single point of access for information within their neighbourhood and then more flexibility to use alternative venues for service delivery.

- 2.3 When Children's' Centres developed each area was required to have an advisory board. Sheffield had 36 advisory boards, requiring a range of professionals and families to engage in the development of the centres. This position created difficulties with key partners who found the time commitment to these advisory boards difficult. The statutory guidance now states that although each Children's' Centre area has to be covered by an advisory board a number can be brought together to cover several areas. In Sheffield, to support the engagement of professionals and parents, this has already started to take place and the number of advisory boards across the city is reducing.
- 2.4 The statutory legislation required OFSTED to inspect Children's' Centres. In Sheffield 18 centres have been inspected by OFSTED. If we compare Sheffield judgements to the national picture, we are underperforming in most areas except for safeguarding.



- 2.5 There is an increasing emphasis from the government, reflected in the OFSTED framework for Children's' Centres to maintain some universal services but target services to more vulnerable groups. There is a need to redistribute funding currently used for the premises, management and governance arrangements of the 36 existing centres to allow more flexibility for service delivery. In addition the priority for Sheffield is to integrate with the prevention and early intervention agenda.
- 2.6 When the 36 Children's Centres were first established there was very little data available in relation to the demographics and needs of each

local community. This data has been rapidly improving, and Sheffield now has available a wide range of demographic and health data at Children's Centre area level. We now have the ability to focus on smaller pockets of communities rather than areas as a whole which would enable us to allocate resources more equitably.

3. Local Authority Responsibility

3.1 Local authorities have been given strategic responsibility for the delivery of children's centres. They have a duty to:

- Make 'sufficient provision' of children's centres to meet local need (Local authorities may look beyond their geographic borders to meet the needs of local communities in as efficient a way as possible).
- Make decisions about sufficiency of provision in consultation with Primary Care Trusts and Jobcentre Plus, other Children's Trust partners and local families and communities.
- Ensure that universal access to children's centres is achieved, with children's centres configured to meet the needs of local families especially the most deprived. Local authorities should be able to demonstrate through their performance management arrangements and review processes that all children and families can be reached effectively.
- In undertaking such consideration, local authorities should be guided by demographic factors and demonstrate an understanding of the different communities – both geographically and socio-economically – children's centres will serve. Local authorities should also take into account views of local families and communities in deciding what is sufficient children's centre provision.
- Determine the best arrangements locally taking account of local communities and needs. Value for money and the ability to improve outcomes for all children, but especially the most disadvantaged, will be important guiding considerations.
- It is also the case that whilst children's centres can have the above nominal 'reach' areas for planning purposes, parents and carers are free to access early childhood services where it suits them best. In some areas local authority boundaries run through the middle of natural communities and families may 'cross the border' to access services in a children's centre in the neighbouring borough.

4. Way Forward

- 4.1 Sheffield City Council is clear about the need to maintain universal services and in addition target services to the more vulnerable members of our communities. Children's centre services must be offered both within the children's centre premises and by targeted outreach work to ensure vulnerable families are supported to engage with the children's centre and access services.
- 4.2 As the accountable body for children's centres, the governance and management will be clearly defined. Sheffield Local Authority will continue to lead, manage and coordinate the centres to meet the children's centre objectives. The service delivery will be carried out by both Local Authority staff and external providers.
- 4.3 Each Children's Centre area will have a Children's Centre advisory forum lead, key partners, parents/carers and representatives from other relevant local organisations. The Advisory forum works in partnership to identify local needs explore gaps in provision and direct the service planning and future work of the children's centre. This includes the need to consult with the community and key stakeholders regarding the needs of the community to support a gap analysis for the area.
- 4.4 Multi agency working and planning with key partners is essential to meet the scope and requirements of the services needed for the children's centre area.
These partners will include parents, schools, midwifery, health visiting teams, family learning, multi agency support teams (MAST), Jobcentre Plus, Citizens Advice Bureau, Family Support organisations.
- 4.5 Children's centres will play a key part in the delivery of the prevention and early intervention services and contribute to the following priorities;
- Whole family approach
 - Raising attainment and aspiration
 - Safeguarding
 - Prevention and Intervention
 - Supporting vulnerable families
 - Drive for increased efficiency and reduced budget.

5. The proposed reorganisation of Children's Centre areas

- 5.1 It is proposed that children's centres are reorganised into 17 areas informed by the Early Years review and from the review of reach and registration data.
- 5.2 In order to deliver better more targeted services provision for all families existing locations have been reviewed and an accommodation strategy developed to enable redistribution of resources to where families need to access them. This strategy has taken into consideration a rationalisation of buildings and the number of children's centre areas based on a needs led approach with the focus on improved outcomes for Children and Families, and services providing good value for money.
- 5.3 Each of the proposed children's centre reach areas has been aligned with the broader assets rationalisation programme for that area. This programme, undertaken by the property and facilities management team, ensures that the maximum benefit is achieved from the council's assets and is improving the condition, sustainability and sustainability of local authority built assets to ensure that they are fit for purpose.
- 5.4 It needs to be recognised that there will be no reduction in service delivery, and the efficiency gains will come from reorganising the management the centres and buildings.
- 5.5 The reorganisation of children's centres will take into consideration the consultation with parents and providers. Advice has previously been taken from DfE which supports the rationale and the plan to reorganise children's centre areas.
- 5.6 As a result the change outlined above means that in the majority of cases children who are suffering from the effects of deprivation are within the most deprived reach areas and will still be able to access the full service offer. The small numbers of children suffering from effects of deprivation living in the least deprived areas, will be targeted by the centres in their areas through outreach work and linked sites.
- 5.7 The reach area numbers appear very large in the most affluent areas of the city, but following analysis of historic usage, and parental preferences, we are confident that we can meet the needs of these parents through the development of services in linked sites and other public buildings such as libraries etc. This reflects how service delivery has evolved in these areas.
- 5.8 Proposed reorganisation of services is set within the context of the current financial climate and its impact on reducing Council resources. From its implementation Sheffield established a generous model of delivery of children's centres areas which we are unable to continue with the current budgetary restraints.

5.9 It is absolutely essential that the planning and allocation of funding is targeted to improve outcomes for children and families and that money spent provides good value for money. This will result in reduced management costs whilst ensuring continued delivery of essential services.

6. Benefits and Outcomes

6.1 The proposed reorganisation will enable:

- Families to access Children's Centre services locally (within a reasonable distance from their home)
- Services to be accessible and flexible and meet modern lifestyles
- Data sharing protocols to be in place and compatibility of systems
- Information accessible through the channels families want when they need it
- Families to be involved in decision making and planning of services
- An established and effective advisory forum in each area
- Easy and effective processes in place for the reach an registration of families
- Improved outcomes at the end of foundation stage
- Effective and efficient use of existing resources, reducing duplication.
- Early intervention and prevention services targeted at the most vulnerable families

Children and Families

**Background paper
Quality Improvement Programme
December 2012**

DRY

1 Background

In Sheffield, children's attainment at the end of the Foundation Stage continues to rise and the gap between the lowest achieving 20% and the rest is closing, though the City is still significantly below its statistical neighbours and the national average.

High quality provision is the best basis for reducing inequalities between young children, because the characteristics of high quality early learning for all children are those that enable a focus on meeting the needs of every individual child.

2 The LA's Responsibility

The Childcare Act places a duty on local authorities and their partners to improve outcomes for all young children and reduce inequalities between them. Fulfilling this duty requires a broad and inclusive strategy, part of which should focus on the provision of high quality early learning and care. After the home learning environment, high quality Early Years provision makes the most difference to children's learning outcomes. High quality early learning, delivered by professionals who understand and respond to each child's needs and work in partnership with parents, has a real impact on learning and development, later school performance and chances of social mobility in the long term.

Settings providing childcare for children aged 0-5 implement the Early Years Foundation Stage Framework to support each child's learning and development. However, implementing this framework alone does not always guarantee high quality provision. The Local Authority has a critical role to play in ensuring effective mechanisms for continuous quality improvement of childcare provision are embedded in all settings. Poor quality childcare and early learning has no more impact on children's development than no early learning at all and can in fact be detrimental to a child's development.

3 Strategic Objectives

The following objectives came through the Review of early years 2011.

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4 Proposals

High quality provision is the best basis for reducing inequalities between young children, because the characteristics of high quality early learning for all children are those that enable a focus on meeting the needs of every individual child. Sheffield's Early Years strategy will address the need for quality improvement through the development and implementation of a Quality Improvement audit tool covering the 5 main components of the Early Years Foundation Stage. The Early Years strategy will also review the Quality Charter to enable providers to build a wider range of skills, knowledge and competencies which will underpin their practice.

To ensure that every Early Years setting in the City offers the best experience for children and that the attainment gap is closed the Local Authority will:

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- Support Early Years services to be accessible and cater for children with additional needs, SEN and disabilities
- Continue to develop and implement a co-ordinated and cohesive strategy for communication language and literacy in the early years and support all settings to create language rich environments.
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Currently 45 settings have been awarded the Charter for Quality across the City giving those Early Years providers receiving the award an accreditation and acknowledgement of the outstanding contribution they are making to Early Years provision. To gain the Charter for Quality Early Years providers undergo a rigorous and lengthy cycle of self-evaluation and development assisted by practitioners from the sector and Early Years consultants. The Charter for Quality is currently under review to enable more settings to have access to the accreditation process. However to ensure there is a sufficient number of good and outstanding providers to deliver the Free Early Learning entitlement in the City there will be a shorter quality audit tool developed to use with all Early Years providers to underpin the judgements given at their last OFSTED inspection.

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The movement away from the provision of a CPD and Training package will be a new direction of working for Sheffield's Early Years consultants but will result in greater capacity and experience within the sector and a sustainable quality improvement strategy to overcome low attainment across the City and close the attainment gap.

**Sheffield LA maintained sector
childcare provision**

**-Young Children's Centres
(YCC's)**

**Background paper
December 2012**

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1. Background paper on Young Children's Centres (YCC's) maintained centres

- 1.1 This paper relates to the seven maintained Local Authority childcare settings.

Bankwood which is located on Bankwood school site
Broomhall which is located on Broomhall nursery school site
Chancet Wood which is a stand alone LA provision
Valley Park which is located on Valley Park school site
Burngreave which is a stand alone centre
Primrose which is a stand alone centre
First Start which is a stand alone centre

2 Background

- 2.1. The seven maintained childcare provisions formerly known as Young Children's Centres (YCC'S) are managed by Early Years in the Children and Families service.
- 2.2. The YCCs were originally set up and managed by Social Services and provided full day-care provision for Children in Need (CIN) and children on the Child Protection Register (CPR). The allocation process for childcare was linked to the framework of assessment for CIN. The YCCs have been subject to numerous changes over the last 10-15 years.
- 2.3. In 1994 the Early Years Education and Childcare Service (EYECS) was established as part of the Access and Inclusion Service within the Education department, and the management of the centres was handed over.
- 2.4 Between 2000 and 2009 the YCCs were subject to a unique set of circumstances influenced by central Government and local strategies. These include:
- Neighbourhood Nursery Initiative and the growth of the voluntary, community and private sector (2000 onwards)
 - Sure Start Local Programmes (2001)
 - Children's Centre development (2004)
 - Changing childcare market
- 2.5 In Nov 2010 Sarah Teather outlined the first steps in the Governments reform of early education removing the requirement to offer full day care for SureStart children's centres in the most deprived areas.

3 Review

3.1 A review was carried out over 2010/11 which included:

- An assessment of current activity
- Analysis of childcare demand
- Consideration of the roll out of the 2 yr old FEL and the demand in these areas
- Consideration whether childcare could be delivered by a school site or a PVI provider
- Consideration of entry into school for 4 yr olds
- Consideration of quality
- Consideration of cost
- Travel patterns of children attending the centres
- Numbers of children with additional needs accessing provision

4 Current Position

- 4.1** There are 114 early year's providers in Sheffield on the early years register delivering childcare on non domestic premises and 276 FEL eligible providers in Sheffield (This includes the 65 schools offering FEL places and 90 childminders).
- 4.3** There are currently approx 466 (1.4%) children aged 0-5 years attending the 7 settings out of a total population of 33,186.
- 4.4** The YCC Managers (now called Early Years Childcare Managers) manage allocation of childcare places to families , the centres provide a mix of fee paying full day care places (at a cost to the LA), FEL places for 3&4 year olds, places for children with additional needs and places referred through 2 yr old FEL offer.
- 4.5** 352 children aged 3&4 yrs take up a FEL place in the 7 LA maintained childcare provisions and 57 children aged 2 yrs take up a FEL place in the 7 local authority settings.
- 4.6** Funding for these settings has been previously provided through the EIG however following recent Government changes, early years funding will not be provided through the EIG but through the Revenue Support Grant which has been substantially reduced.
- 4.7** Evidence suggests that some parents travel into the localities to access the settings.
- 4.8** Although historically the YCC's delivered childcare between the hours of 8.00am to 6.00pm 52 weeks per year over the last 2 years the demand for extended day and holiday provision has significantly reduced in all centres.
- 4.9** The recommendation from the Rose review of one entry to school has had impact on the number of 4 year olds accessing a place in the 7 YCC's.

5 Outcomes from the analysis

- 5.1 The maintained provision needs to be integrated into the Children's Centre agenda, work in partnership with the MAST and become part of the locality governance structures.
- 5.2 There is sufficient provision for 0-2 year old childcare in all areas from either childminders, voluntary or private providers and where Schools are developing places.
- 5.3 There is sufficient provision in some areas for extended day /holiday provision in most areas.
- 5.4 There may be a demand for 2 year FEL places in some areas; this will be dependent on the sufficiency assessment. Where sufficient places are available in the locality, they should not be delivered by the LA.
- 5.5 Where a centre is on a school site the 2, 3 and 4yr FEL places should be developed by the school.
- 5.6 Where sufficiency suggests a need for 3 &4 year old FEL places in a locality the LA should facilitate the market to meet that demand.
- 5.7 The centres could develop supported access visits for children on statutory orders and the premises could be used for a range of additional activities available at more flexible times.

6.0 Proposals

- 6.1 Proposals are currently in development and subject to consultation
- 6.2 The Managing Employee Reductions / Achieving Change procedures will be followed as appropriate.
- 6.3 An Equality Impact Assessment will be carried out.

7.0 Overarching Risks / Benefits

Risk	Benefit
<p>Increased reputational risk</p> <p>Redundancy costs/ Transfer</p> <p>Relocation of children</p>	<p>Reduced financial risk to the LA</p> <p>Stronger relationships with local providers and school.</p> <p>Supports the quality agenda</p> <p>Supports the wider childcare market sustainability</p> <p>Opportunity to strengthen partnership working with local providers.</p>

Children and Families

**Background paper
Quality Improvement Programme
December 2012**

DRY

1 Background

In Sheffield, children's attainment at the end of the Foundation Stage continues to rise and the gap between the lowest achieving 20% and the rest is closing, though the City is still significantly below its statistical neighbours and the national average.

High quality provision is the best basis for reducing inequalities between young children, because the characteristics of high quality early learning for all children are those that enable a focus on meeting the needs of every individual child.

2 The LA's Responsibility

The Childcare Act places a duty on local authorities and their partners to improve outcomes for all young children and reduce inequalities between them. Fulfilling this duty requires a broad and inclusive strategy, part of which should focus on the provision of high quality early learning and care. After the home learning environment, high quality Early Years provision makes the most difference to children's learning outcomes. High quality early learning, delivered by professionals who understand and respond to each child's needs and work in partnership with parents, has a real impact on learning and development, later school performance and chances of social mobility in the long term.

Settings providing childcare for children aged 0-5 implement the Early Years Foundation Stage Framework to support each child's learning and development. However, implementing this framework alone does not always guarantee high quality provision. The Local Authority has a critical role to play in ensuring effective mechanisms for continuous quality improvement of childcare provision are embedded in all settings. Poor quality childcare and early learning has no more impact on children's development than no early learning at all and can in fact be detrimental to a child's development.

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