



SHEFFIELD CITY COUNCIL Cabinet Report

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

Date: 27 February 2013

Subject: Redesign of Early Years Services –Consultation feedback and final recommendations

Author of Report: Dawn Walton/Julie Ward

Summary: The purpose of this report is to inform members of the outcomes of the consultation carried out between early December 2012 and early February 2013 and associated update of the equality assessments and to seek approval for the final recommendations in respect of the redesign of early years services.

Reasons for Recommendations:

The final recommendations have been made taking into account the outcomes of the communication and consultation process, which commenced in early December 2012 and concluded in early February 2013, around the in principle proposals set out in the Cabinet paper of 12 December 2012. The recommendations are necessary in order to redesign and streamline early years services to make savings across management, administration and premises and prioritising early intervention and family support services that are flexible, accessible and of high quality.

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.

Recommendations: Members are asked to;

- Approve the transition plans as set out in this report
- Note the findings from the consultation and revised equality impact assessments
- Approve the revised recommendations;
 - To develop a revised action plan for a quality framework and make this available to all providers in line with comments from the consultation and in recognition of the Government proposals for Improving Quality

and Changes to Regulatory Regime outlined in the DfE publication 'More Great Childcare', and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013).

- To reorganise the 36 Ofsted registered children's centres into 17 areas each with a named main site and a number of outreach delivery sites.
- To note that the 17 areas have been amended following suggestions from the consultation process.
- That a statutory process be undertaken to deregister the 19 centres that no longer require Ofsted registration.
- That the present policy of "block purchasing" premises and hosting payments will cease and in the future "spot purchase" of venues will be undertaken when and where they are needed.
- To develop a comprehensive communication plan to inform parents of the venues and the types of support available in the new 17 areas.
- To cease childcare subsidy grants to 20 providers in the Private Voluntary and Independent and statutory sector on 31st March 2013.
- That the local authority will offer to continue to work with these providers, on an individual basis, over a three month period to give them support to develop their business plans for their organisation to help them become sustainable. These plans should include financial forecasts, management costs, staffing structures and ways to develop flexible and accessible services to children and families and assist in seeking other forms of income.
- To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the childcare market. In line with local authority employment policies and negotiation with trade unions in order to retain qualified staff across the sector.
- That existing contracts with the providers set out in appendices 2 are not renewed. Time limited transitional arrangements to be put in place based on service demand and to accommodate Procurement Employment Legislation where applicable.
- That specifications for procurement of targeted services required to fulfil the Council's statutory duties will be developed.
- That Cabinet notes and approves that decisions made to implement the recommendations will be made by the Cabinet member or officers in accordance with the Leaders scheme of delegation.

Background Papers:

- Cabinet report Redesign of early years services 12-12-2012
- 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)
- Building Successful Families

- Consultation Documentation
- Government proposals for Improving Quality and Changes to Regulatory Regime outlined in the DfE publication 'More Great Childcare', Elizabeth Truss, Conservative MP, 29 January 2013, and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013).

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
Cleared by: Laura Pattman
Legal Implications
Cleared by: Lynne Bird
Equality of Opportunity Implications
Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES
Human rights Implications
YES
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
YES
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 This report sets out the final recommendations for the redesign of early years services. These are based on the Local Authority's statutory duties and responsibilities and the feedback from the extensive consultation carried out on the proposals outlined in the December 2012 Cabinet paper. The size and 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.

1.1.1 The consultation process highlighted an exaggerated perception of the impact of the proposals and hope that this report, the transitional plans and the communications strategy will help to provide a more realistic picture of the impact.

1.2 Background

1.2.1 On 12 December 2012, Cabinet considered a report titled "Redesign of Early Years Services." This contained a number of in principle proposals which have stimulated a high level of interest and concern.

1.2.2 The report focused on;

- The outcomes of the Early Years Review carried out in 2011;
- The changes in Government policy governing the delivery of early years services; and
- The current financial position of the City Council and the unprecedented level of cuts being placed on the Council's funding.

1.2.3 The proposals made in the report were approved in principle and these were;

- 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 subsidy 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

1.2.4 Cabinet agreed the proposals in principle, with specific recommendations that;

1. Further communication and consultation was to be carried out on the Early Years Redesign and;
2. A further report is submitted to Cabinet in February 2013 on the outcome of the consultation.

1.2.5 The report was also called in for scrutiny on 24th January. Members of the CYPF Scrutiny Board agreed the following recommendation:

That: -

- Consideration be given to what transitional arrangements are needed to ensure that good quality early years provision is sustained.
- Further details of provision within the 17 children's centre areas is provided.
- A comprehensive communications plan is developed to inform parents of the locations of support, and the type of support available, in the 17 new areas.

These recommendations were accepted by the Full Council at its meeting of the 6th February 2013.

2. What does this mean for the People of Sheffield

2.1 The severe Government cuts to the Early Intervention Grant mean that the funding available for Early Years services has reduced significantly. Despite the reductions in funding the council is committed to ensuring that parents and carers have access to:

- Good quality childcare that will still be available in all areas of the City.
- Children's centre services including early health professionals and information and support services within their local community. This will be either through a children's centre building or an outreach site.
- Services delivered across the City; that are accessible and flexible, and meet families needs.
- Services that in the transitional period will be managed in order to safeguard vulnerable children and comply with the Council's equality duty.

2.2 Reorganisation of Children's Centre areas

- It is not planned that the number of outlets delivering children's centre services will reduce and the volume of activity will not decrease; however, the delivery of services may take place in different buildings, within a local area.

- There will be an early years stakeholder forum linked to each children's centre area for parents/carers/providers and partners to get involved and inform planning of services and activities.
- More families need to be engaged in children's centre activities, we will do this through increased reach, contact and communication with them.
- Services will continue to be maintained and delivered across the City; these will need to become more accessible and flexible, to better meet the needs of children and families.
- The management of children's centres will be undertaken by the Council and this will be reviewed in the future.

2.3 Childcare subsidy grants

- Out of over 200 childcare organisations across the Private, Voluntary, Independent and statutory organisations, there are 20 organisations currently receiving a childcare subsidy grant these will cease on 31st March 2013.
- Following the withdrawal of this funding the council will continue to work with these organisations to help them to review and change their business models, staffing structures, management, administration and premises costs and seek alternative sources of income in order to be sustainable without grant funding.
- However, this may mean, if businesses are not able to change their model and can no longer provide childcare, parents may need to transfer their children to an alternative provider or other providers may be required to take over the running of some services (we will provide support for children and families with any transition or changes). In particular priority will be given to families who have children with special educational needs and disabilities.
- As part of our transitional plans we are bringing forward opportunities to expand 2 year old FEL from April 2013, ahead of the Government's recommendation.
- A crisis fund will be set up to support families to ensure the needs of the most vulnerable children are met, in particular where short term additional childcare is required.
- To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the childcare market. In line with local authority employment policies and negotiation with trade unions in order to retain qualified staff across the sector. This could lead to a reduction in staffing and management of up to 50 posts. Some posts will transfer to the new provider; however this is yet to be determined.
- Following the withdrawal of the childcare subsidies on 31st March 2013, families currently accessing childcare from the community nurseries will face three possible scenarios on 1st April 2013:
 1. Their existing provider has identified a sustainable business plan to continue to provide services following the withdrawal of the subsidy.

2. Their existing childcare provider has not been able to develop a sustainable business plan following the withdrawal of subsidy and will no longer be able to continue to provide services. However, sufficiency assessments for their area indicate that there are enough childcare places available in the area on 1st April.
 3. Their existing childcare provider has not been able to develop a sustainable business plan following the withdrawal of subsidy and will no longer be able to continue to provide services. Sufficiency assessments indicate that there are not enough childcare places available in the area on 1st April to accommodate the number of places lost through the closure of the nursery.
- Through work to support the organisations to become sustainable and childcare sufficiency assessments, it is clear that the vast majority of parents currently accessing childcare from the community nurseries will continue to have sufficient childcare provision to meet their needs readily available from 1st April.
 - To ensure that childcare provision continues for parents facing the third scenario, we will work with these, as stated to ensure that the existing providers will be able to continue. We believe that the review of management structures and funding models will enable some providers to continue but if they can not do this, we will try to identify alternative providers to deliver the services. If all else fails the council is prepared to step in to protect services for children and families, until an alternative provider is in place.

2.4 Contracts for early years services

- In line with procurement legislation there will be a fair and transparent commissioning process to ensure that all commissioned services provide value for money and meet our key priorities.
- Government guidelines require that parents who need advice about access to training and employment and childcare support with their training or employment, will need to secure this through job-centre plus.

2.5 Quality of early years services

- Parents will be able to easily access information about the quality of services available in their area to enable them to make informed choices about early education and childcare.
- The early years workforce will be supported to share good practice including developing the skills to support high quality play in settings and with childminders.
- All settings delivering Free Early Learning places will need to provide best value for money and high quality learning environments and will be monitored through the OFSTED inspection process.
- The needs of diverse communities will be reflected in provision across the City.
- More nurseries will be inclusive and able to meet the needs of children with additional and special needs and disabilities.

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

- 3.1 This paper focuses on the services provided to young children from pre birth to 5 years and their families.' It sets out a framework which draws the key strands of early years support provided by health, education and social care alongside employment agencies in order to improve outcomes for children and families.
- 3.2 The vision for early years in Sheffield is to provide welcoming, inclusive services for all children and their families that improve their quality of life and meet the needs of modern families and lifestyles.
- 3.3 The City Council and its key partners share the ambition to ensure a "Great Start in Life" for all of our youngest children. Improving outcomes in all aspects of early years is a key priority in achieving this ambition. This makes a direct contribution to the "Standing up for Sheffield" corporate plan 2011-2014 by delivering the best possible use of our limited resources to meet the needs of Sheffield children and families.
- 3.4 These outcomes are measured by a range of indicators that demonstrate;
- Improvement in children's health
 - Improvement in children's social development
 - Improvement in ability to learn and school readiness
 - Strengthening families and communities
 - Removal of barriers to employment
- 3.5 The recommendations set out in this paper are based on research and evidence that demonstrates these outcomes are crucial in any development or redesign of early years services.
- 3.6 The sustainability of services needs to reflect the current financial pressures and the necessity to deliver services in a streamline more effective way which requires us to cluster and merge children's centre areas and maximise the use of FEL to sustain childcare.
- 3.7 The Local Authority's statutory duties and responsibilities for early years services are as follows;
- To fulfil the Childcare Sufficiency duty: which requires local authorities to know where childcare places are needed to ensure supply meets demand for childcare and to stimulate the market where demand outstrips supply.
 - To provide information, and advice to families and childcare providers.
 - To provide families with children's centres services e.g. early health, advice and information and family support available at out reach sites.
 - Public Sector Equality Duty
 - Human Rights Act (Article 8)

4. Context and drivers for change

4.1.1 The Early Years Review 2011 focused on easy access to services, quality childcare and readiness to learn, and set out proposals for change. However as stated in the December Cabinet paper the severity of the financial situation for the Council has accelerated the need to make more radical changes and implement them more quickly. Therefore the key drivers for change are identified under the following headings;

4.1.2 **Safeguarding.**

A recent analysis of Sheffield's serious case reviews and case reviews (these consider children who have suffered serious injury or death) show that 78% of the children at the focus of these reviews were between 0-5 years. The learning from this demonstrates that challenges remain in the way that professionals work together in early years and the way that early identification and integrated support is provided.

The council has developed a multi agency prevention service by introducing weekly multi agency allocation meetings (MAAMs). The aim is to provide multi agency packages of support to children and families delivered by multi agency support teams (MAST). The framework is based on a shared set of principles and the use of the common assessment framework (CAF) to assess need and identify appropriate support. For example, this enables families to be supported in their own community to access both universal and targeted specialist support as needed. Data demonstrates that only 34% of referrals to MAST are received from early years and the majority of these come directly from health professionals and children's social care. We know, from childcare providers, that there are a number of vulnerable 0-5s who are not yet identified for support through this process. Therefore it is a priority that the most vulnerable children are identified at the earliest stage in order to put in the right intervention when it is most needed and reduce the number of children and families being involved in case reviews.

In 2013 MAST received a good practice inspection from Ofsted regarding its early intervention work and is now available as a good practice example of multiagency working.

<http://www.ofsted.gov.uk/resources/good-practice-resource-early-intervention-through-multi-agency-approach-sheffield-city-council>.

4.1.3 **Early Health.**

Universal health services are provided across Sheffield to improve maternal and infant health. Health Services (including Maternity Services, Health Visitors and GP's) work in partnership with the City Council Early Years provision and the Voluntary sector to give the youngest children the very best start in life and ensure children are ready to learn as they start school.

However health inequalities in the city persist. Targeting early health support has had some success in reducing the gap between people living in certain geographical areas and population groups with poor health outcomes.

We have a number of evidence based targeted interventions for example, Family Nurse Partnership, the “Doula” programme and Breastfeeding Peer Support where both local and national evaluations demonstrate positive outcomes for those most vulnerable. New Public Health Outcomes for the City have been identified to improve and protect health and wellbeing and to improve the health of the poorest fastest. These include; Breastfeeding, Smoking in pregnancy, Under 18 conceptions, Childhood obesity, Tooth decay, Vaccination coverage and Infant Mortality.

Through the redesign of early years services an example of how we will reprioritise funding would be to analyse the data showing the difference in breastfeeding rates across community assembly areas e.g. breastfeeding at 3-6 weeks in the South West is 72.8% but in the South East is 35.3%. Another example shows a similar picture with smoking during pregnancy (at delivery) the highest level of smoking is 19.8% in the East, 17.5% in the North and the lowest being 3.6% in the South West. Both these indicators are part of the infant mortality action plan and have significant longer term outcomes on children’s health. The data will influence how we distribute early health and family support resources in the redesign.

4.1.4 **Attainment.**

Since 2008 the outcomes at the end of early years foundation stage (up to age 5) have been well below the national average. The picture is improving slowly as Sheffield has increased its percentage of children achieving a good level of progression by 4.4% from 2011 to 2012 and is now in line with the National average. This improvement is not reflected in the educational outcome gap between those children in the most disadvantaged 20% and the rest of the population, as this has widened compared to National averages over the last 4 years. In order to address the growing gap at foundation stage in Sheffield we must continue to support the increase in attainment and halt the widening of the outcomes gap. A model of quality improvement is necessary to support all settings in ensuring good systems are in place for the effective delivery of learning, welfare and safeguarding requirements and provide challenge to settings who are not rated as good or outstanding through Ofsted inspections. School readiness of all children is a key priority and we want to ensure all children achieve their full potential at every stage. National Indicator 92, which measures the educational outcome gap between those children in the most disadvantaged 20% and the rest of the population, shows that Sheffield currently ranks at 143 out of 152 authorities, this is unacceptable and we are doing everything we can to improve this.

4.1.5 **Inclusion.**

The availability and quality of provision for children with additional and special needs and disabilities is inconsistent across the City. Currently a number of parents have to travel in order to access suitable childcare and provision

which is welcoming and inclusive. To ensure suitable childcare is available in all localities it is necessary to maximise resources and minimise duplication to ensure that all children's needs can be met locally and families are supported when choosing their childcare provision. This is in line with our city wide inclusion strategy.

- 4.1.6 In summary, the key themes demonstrate that generally, across the board, we could do better and so must address these issues, with some urgency, in the redesign of early years services. This is compounded by the current economic profile within the City and the anticipated impact of welfare reforms. The aim of these long term plans is to improve early identification and ensure key partners are working together to secure better outcomes for all under 5s.

4.2 Consultation

- 4.2.1 Following approval in principle of the proposals we have undertaken a city-wide consultation exercise with parents/carers and stakeholders. Consultation has taken place from early December to early February.

- 4.2.2 Activities undertaken as part of the consultation are;

- 10,000 leaflets and posters sent to all providers/users/schools/partners.
- Consultation survey forms distributed online and in paper format.
- Consultation documents circulated to 471 parent/carers via the Parents Assembly, Parent's BME Assembly, Parents SCC Workers Assembly and associated professionals including the Sheffield Parent/Carer forum (Parents of Children with Additional Needs).
- Consultation documents circulated to Community Assembly managers/Mast managers and other professional contacts.
- Consultation events for parents/carers held in Town Hall.
- Forums held in all 36 children's centre areas.
- Individual meetings with 20 providers who are directly affected by the proposals.
- Consultation meetings for all providers (approx 250).
- Consultation meetings with Primary School Heads and Governors.
- Meetings with current contactors who are directly affected by the proposals
- Consultation documents and signposting at all the mosques.
- Individual letters to parents whose children attend settings that may be affected.
- Children's Centre Advisory Boards and School Governors
- Individual emails and letters that came into officers and elected members were taken into account and seen as part of the consultation.

- 4.2.3 This consultation built on and was added to previous consultation from the "Review of Early Years Services including 0-5 MAST" during 2011, where parents and providers were asked for their views about the development of early years services. It needs to be acknowledged that this most recent consultation related to the specific proposals put to Cabinet in December 2012

and, is a more detailed and targeted consultation on relatively complex and overlapping proposals.

4.3 Consultation Findings

- 4.3.1 A full report on the consultation is available at appendix 1. This consultation has demonstrated that early years services are very important to the families of Sheffield. The strength of feeling has been shown through the many comments we have received through the questionnaires, informal discussion and organised events, attendances at Cabinet and Full Council meetings and the Scrutiny Board. Early years covers a wide range of services and there have been particular strong views and overlapping views about the role of children's centres and childcare providers. We have tried to ensure in our summary of responses that we have captured the issues that are of most importance. Respondents, especially parents, genuinely believe that this will lead to closure of settings and reduction of childcare provision for the most vulnerable children and in particular those children with additional or special needs and disabilities. This is also replicated in the responses to the proposals for children's centres where respondents believe that this will mean a reduction in services through closure of children's centre buildings.
- 4.3.2 Although there was a geographical spread of respondents across the city, the highest proportion of respondents (23%) was from one postcode area. All views expressed have been taken into consideration, when making the recommendations, specifically the transition plans.
- 4.3.3 It is difficult to comment on the percentage response rates, in comparison with the number of families in the City. As the precise number of families with children aged 0-5 in the City is unknown. However we do know that there are approximately 30,000 children aged 0-5 in the City*. Also, some respondents provided responses to more than one of the 4 areas of consultation. 1,555 consultation survey forms were returned in total**. 76% of these were from parents who currently use services. The highest response rate was to the reorganisation of Children's Centres and a high number of responses came from parents of children with special educational needs and disabilities.
- 4.3.4 There were significant numbers of lengthy and detailed comments. We have included a representative summary of views from all comments gathered.
- 4.3.5 The questionnaires were commented on as not being easily understood, these were amended but we also carried out 2 visits to every children's centre to provide face to face meetings with parents and providers.
- 4.3.6 Cabinet are requested to carefully consider the consultation response before making a recommendation. A summary of the outcomes follows on the next page;

*public health data.

**responses received to consultation closure date of 4 February.

4.4 Proposal 1. 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. There is a strong commitment to ensuring that all providers should focus on readiness to learn and closing the equalities gap at the end of the foundation stage. The original proposal was to develop an action plan for a quality improvement programme for all settings 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 responsibilities 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.

4.4.3 Summary of responses to proposal 1

4.4.4 There were 264 responses. 70% of these were from parents/carers who are currently using services others were from providers, professionals and others.

4.4.5 Parental responses came from all areas of the City, there was an overwhelming number from one area which showed parents were able to organise themselves and give similar responses. We welcome their effort and the information they provided. This has however been noted in context of the City as a whole.

4.4.6 21% responses from parents had children with an identified learning need or disability. 68% of responses were from white British/other European backgrounds, 16% Asian/Asian British, 4% other ethnic groups, 5% dual heritage, 7% Black African Caribbean/Black British.

- 4.4.7 53% respondents said they would welcome our proposal to introduce a quality improvement model and audit programme. 38% said they would not.
- 4.4.8 61% respondents agreed that all providers should be expected to achieve the standard required by the council under its Quality Charter. 38% disagreed.
- 4.4.9 61% respondents agreed that all providers should ensure access to a special needs coordinator and equality needs coordinator. 26% disagreed.

4.4.10 What the Consultation told us

The comments made by respondents have been drawn into the following key themes;

Introduction of a Quality Improvement model/audit programme
High numbers said Ofsted make the judgement on Quality, why do we need the Local Authority to add another layer of burdensome 'scrutiny' that is expensive and unnecessary and detracts from the core business of caring for children
It is important to have high quality settings, but do not introduce a quality improvement model that has complex systems which overwhelms small/single providers. This sounds like it could be extra procedures and paperwork.
A Quality Improvement Model will cost large amounts of money, creating job roles that would be best used in frontline services
We should be using high quality 'Outstanding' provision to disseminate good practice to poorer provision, rather than spending money on quality improvement schemes
Any Quality Improvement Model should be available free of charge and with access to free support to enable all providers to be judged in an equitable way. 'Inspectors' should be field based and well qualified
Requirement for settings to achieve the Quality Charter
Not sure that 'Auditing' and 'Marking' Quality results in improvement. They are externally imposed rather than being driven by staff
Unsure what rights there are for implementing this in Private Sector. Businesses in their own right are regulated by Ofsted
The Audit Tool and Sheffield Charter For Quality will only lead to more 'red tape' and 'league table' effect for nurseries, risking further closures/reduction
Quality Charter is an extra layer of inspection that incurs extra costs, taking money from frontline services.
Each setting to have access to a SENCO/ENCO
EYFS already requires a SENCO and ENCO at every setting. These responsibilities should be embedded in every setting

Every setting should have a SENCO and ENCO, families need to build a relationship with people in these responsibilities especially the SENCO
Children with special educational needs should have access to support in their own setting.
It would be good to have a network of SENCO's and ENCO's, but not organised by SCC
Other comments
Quality of provision is better at children's centres than in private settings/Schools
Quality of provision is already good at children's centres
Miscellaneous comments

4.4.11 Outcome and recommendations

4.4.12 We have reconsidered the proposals for Quality Improvement giving due regard to the consultation outcomes and also the very recent national Government proposals for Improving Quality and Changes to Regulatory Regime outlined in the DfE publication 'More Great Childcare', Elizabeth Truss, Conservative MP, 29 January 2013, and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013.)

Recommendation;

The results of the consultation confirmed that quality of early years services is extremely important to parents and providers alike, and after considering these findings we are making the following recommendation;

To develop a revised action plan for a quality framework and make this available to all providers in line with comments from the consultation and in recognition of the Government proposals for Improving Quality and Changes to Regulatory Regime outlined in the DfE publication 'More Great Childcare', and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013).

The revised action plan will include the following;

- To put together a framework for settings and childminders which enables them to share good practice and set standards for self-evaluation with a minimum level of bureaucracy.
- To offer an audit tool for providers to access which is user friendly and gives scope for settings to improve, to be supportive and prepare for Ofsted.

- To ensure all providers are aware of and comply with the code of practice for 2, 3 and 4 year old FEL, and achieve good or outstanding Ofsted judgements.
- Due regard be given to the recent Government proposals regarding the role of the Local Authority in Quality Improvement with childcare settings.
- Encourage all settings to take responsibility for the promotion of SENCO and ENCO responsibilities.
- Graduate Leader Fund will no longer be available (This funding ceased from Government in 2012. Sheffield extended the funding throughout 2012-2013 out of Council resources).
- To support all children with SEN and disabilities and ensuring they have the opportunity to access a setting in their local areas, which can meet their needs. This is supported by the continuing development of the Inclusive Learning Strategy the early years strand of which is developing and improving inclusive practice in the Early Years across all sectors. There is a focus on;
 - Improving transitions and integrated working by building better links between partners, schools and pre-school providers.
 - Improving early identification and assessments.
 - Making greater use of flexible registration.
 - Improving workforce skills, knowledge and understanding.

4.5 Proposal 2. Reorganisation of Children's Centres Areas

4.5.1 The proposal is to reorganise the 36 Ofsted registered children's centres into 17 Ofsted registered children's centre areas. There will be one designated main site with outreach sites across each of the 17 children's centre areas. The number of outlets delivering children's centre services will not reduce and the volume of activity will not decrease; however, the delivery of services may take place in different buildings, within a local area. This will reduce administration and management requirements and the number of Ofsted assessments required. We will need to carry out our statutory duties where centres require deregistration. It will mean a more effective way of managing children's centres and ensuring efficiency across the City. The main purpose of reorganising the existing centres is to improve Ofsted outcomes, increase engagement and reach of the most vulnerable families by clustering service areas across the City. This is in line with the changing Ofsted framework where inspections will be carried out across a cluster of services. This will improve consistency and co-ordination of services, reduce bureaucracy and duplication and make more efficient use of premises, therefore reducing management and administration costs.

4.5.1.1 The proposals for the groupings of the 17 children's centres areas were based on deprivation levels, numbers of children aged 0-5 and numbers of vulnerable children. During the consultation we were deliberately not prescriptive about the 17 areas because we wanted to draw on the knowledge of local families, providers and partners to get their views on the size and shape of the redesign, and where these boundaries should be. Work is still being done on finalising this due to the statutory duty requirements.

4.5.1.2 The deregistration process will provide further opportunity for consulting across all areas prior to designation.

4.5.2 Summary of Consultation Responses

4.5.3 There were 687 responses. 79% were from parents/carers who are currently using services, and others responses were from providers, professionals and others. In addition to the questionnaires meetings were held with advisory boards covering 12 children's centre areas and an additional city-wide advisory board. Meetings were held with children's centre leads and providers receiving hosting and premises funding. Comments from all these meetings have been taken into account.

4.5.4 Parental responses came from all areas of the City with high levels of responses (19.6%) from the S9 postcode area.

4.5.5 11% of parents responding had children with an identified learning need or disability. 74% of responses were from white British/other European backgrounds, 11% Asian/Asian British, 4% other ethnic groups, 5% dual heritage, 6% Black African Caribbean/Black British.

- 4.5.6 96% of respondents agreed that we should make sure that all families have access to children’s centre services/activities. 2% disagreed.
- 4.5.7 50% of respondents agreed that the best way of reaching all families is by providing outreach services across the areas. 34% disagreed.
- 4.5.8 28% agreed with their proposed new children’s centre area. 51% disagreed.
- 4.5.9 52% agreed that we should focus our resources on encouraging those families who need support (but don’t currently use our services) to attend. 35% disagreed.
- 4.5.10 48% agreed that we should make more effective use of resources, for example through sharing management and facilities across children’s centre areas. 36% disagreed.

4.5.11 What the consultation told us

The comments made by respondents have been drawn into the following key themes;

Access to children’s centre services
There was a strong feeling that all families should be able to access and benefit from all children’s centre services and not just those seemingly “vulnerable.” The majority indicated that they were being discriminated against for not falling into the category of being vulnerable.
More support for “vulnerable” families
Every family should have access to children’s centre services within reasonable walking distance of their home. Transport was a major concern for a high number of parents, the ability to cross areas if necessary and the cost of public transport which may deter them from attending.
Respondents wanted services to be local and there was agreement from many parents that more outreach/local services may be needed. (Outreach means services from a local building other than the main site).
Some respondents did not want any change and wanted services to stay in the same place
Some families would be willing to pay a small charge to receive services
Better co-ordination of health visitors, GPs surgeries, social workers, local facilities and community groups is needed.
Location of proposed 17 areas
Areas are too large
Change is needed and new areas supported
Outreach services would only work if marketed properly

<p>Out of the 17 areas, 3 attracted most concern and suggestions given on how they might be organised differently. These were;</p> <ol style="list-style-type: none"> 1. Stocksbridge –It would be difficult to change. 2. Darnall/Tinsley/Woodhouse/Handsworth –Area too large and the profiles of these communities is very different. 3. Woodthorpe, Wybourn and Manor –This area needs to be reconfigured with the area above.
Existing children’s centre buildings should be kept to avoid wasting capital investment
More information is needed –where will the designated site be and where will outreach services be provided in each area
Children’s Centre services should be better advertised and promoted so families know what is available
Management
Bring all children’s centre activities under council control to ensure that services are consistent in each part of the City
Reducing management would reduce effectiveness
Reduce management costs rather than cutting services

4.5.11 Outcome and recommendations

The results of the consultation informed us that there was a great deal of interest in the location of children’s centres and the services they provide. After considering these findings we are making the following recommendations;

- To reorganise the 36 Ofsted registered children’s centres into 17 areas each with a named main site and a number of outreach delivery sites. Appendix 3 shows the main named children’s centre sites
- To note that the 17 areas have been amended following suggestions from the consultation process.
- That a statutory process be undertaken to deregister the 19 centres that no longer require Ofsted registration.
- That the present policy of “block purchasing” premises and hosting payments will cease and in the future “spot purchase” of venues will be undertaken when and where they are needed.
- To develop a comprehensive communication plan to inform parents of the venues and the types of support available in the new 17 areas.

Additional information

- A clear outreach strategy will be developed for each new area to ensure that services can be locally accessed and that the concerns in relation to distance and the ability to travel can be considered for each area and services developed to mitigate this concern.

- Local stakeholder forums will be established linked to each children's centre area for parents/carers/providers and partners to get involved and inform planning of services and activities.
- Children's centres will continue to offer services to all families, as well as targeting reaching families with the most vulnerable children. By vulnerable children we mean;
 - Looked after Children
 - Children under a Child Protection Plan
 - Children with SEN or disability
 - Children with or needing a Common Assessment Framework
- All early years services need to be part of the multi agency prevention service in order to support families on a shared set of principles and priorities.

4.6 Proposal 3. Childcare Strategy

4.6.1 The Government's decision to cut the Early Intervention Grant so drastically and put additional resources into Free Early Learning for vulnerable 2 year olds means we no longer have the money to fund the subsidies given to childcare providers. In line with the Government's policies there is an expectation that childcare provision will be self sustainable and the role of the local authority is to facilitate the market in order to ensure there is sufficient childcare to meet the demands of working parents and support for vulnerable children.

The two aspects of this proposal are;

- to stop providing subsidy grants currently allocated to 20 childcare providers (13 voluntary and community settings, 3 schools, 3 private settings and 1 NHS)
- To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools and progressing the transfer of the 4 remaining nurseries within the childcare market. This will take place over the next 12 months in line with local authority procurement, employment policies and negotiation with trade unions in order to retain qualified staff across the sector.

4.6.2 Summary of consultation responses

- 4.6.3 There were 416 responses. 80% from parents/carers who are currently using services and the others from providers, professionals and others.
- 4.6.4 Parental responses came from all areas of the City with high levels of responses from the S9 and S8 postcode areas.
- S9 -17.9%.
 - S8 -15.8%.
- 4.6.5 12% had children with an identified learning need or disability. 69% of responses were from white British/other European backgrounds, 14% Asian/Asian British, 6% other ethnic groups, 4% dual heritage, 7% Black African Caribbean/Black British
- 4.6.6 20% respondents agreed that we should focus resources on the most vulnerable children and stop the subsidy allocated to a small number of providers in the city. 62% disagreed. Analysis by postcode showed that a higher proportion of respondents from the S9 area disagreed (94%).
- 4.6.7 7% agreed that the council should no longer be a childcare deliverer and focus our resources on advising and facilitating the sustainability of the private, voluntary and Independent sector and schools. 82% disagreed.

What the consultation told us

The comments made by respondents have been drawn into the following key themes;

Vulnerable children/families
Not all resources should be focussed on the most vulnerable groups. All children should have equal access to high quality affordable childcare.
Concerns from working parents who are low earners but not “vulnerable.”
There was concern that some community nurseries would have to close and this may impact on provision for vulnerable families in areas of disadvantage.
All children with Special Educational Needs and disabilities should have access to good local provision which meets their individual needs.
Quality
There are concerns about the perceived quality of provision in the private sector, staff are young and inexperienced
Comments that the community nurseries provide excellent quality and value for money.
Parents at LA maintained nurseries are concerned about losing the excellent quality they experience at these provisions.
Continue to support high quality provision as rated by Ofsted across the PVI and maintained sector

Sufficiency of childcare
High numbers of comments were made by working parents on-low incomes, concerned about the affordability of childcare in the private sector.
There are concerns about whether there will be enough places for vulnerable 2 year olds and whether Schools will be able to provide suitable places for these.
Workforce
Concerns about potential job losses for staff at LA maintained nurseries.
It is important that a highly skilled experienced workforce is retained

4.6.9 Outcome and recommendations

Whilst it is acknowledged that there is a significant level of concern about the removal of childcare subsidy grants and the perceived closure of provision resulting from this and similar level of concern about the local authority nurseries, what is evident is that there is inequity across the City. This must be addressed within the proposals acknowledging the limited funds available to provide a resource to all areas of identified need. Therefore it is essential that the local authority take up their role as market facilitator in a responsible and fair way.

The Government's policy on childcare is to provide funding through its Free Early Learning Initiative, the City will have £23m to deliver this, it is vital that providers maximise the opportunity to increase take up of the FEL places which will be an additional funding stream.

After considering these findings the recommendation is;

- To cease childcare subsidy grants to 20 providers in the Private Voluntary and Independent and statutory sector on 31st March 2013.
- That the local authority will offer to continue to work with these providers, on an individual basis, over a three month period to give them support to develop their business plans for their organisation to help them become sustainable. These plans should include financial forecasts, management costs, staffing structures and ways to develop flexible and accessible services to children and families and assist in seeking other forms of income.
- To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the childcare market. In line with local authority employment policies and negotiation with trade unions in order to retain qualified staff across the sector.

In implementing these proposals;

- The local authority is committed to ensure that all children and families continue to receive the service they require from 1 April 2013 however we cannot guarantee that it will be in the same building or with the same provider.

- Information will be available through a multimedia approach for all parents to enable them to access good quality childcare

4.7 Proposal 4. Development of a procurement process for the delivery of high quality services.

4.7.1 The Proposal is:

Not to renew existing contracts. See appendix 2. The local authority currently funds a number of organisations to provide services which are no longer required as part of the LA's statutory duties, or need to be reviewed in light of best value principles. The intention is to develop a more targeted approach to funding to ensure the needs of the most vulnerable families are met. This will be achieved through procurement of a new specification for family support services which will provide opportunities for smaller voluntary and community organisations to tender for services, along with larger organisations and charities which specialise in working with complex families. This will mean some redistribution of resources which currently support services such as childcare.

4.7.2 Summary of responses

4.7.3 There were 188 responses. 71% of these were from parents/carers who are currently using services; other responses came from providers, professionals and others.

4.7.4 Parental responses came from all areas of the City but there was a disproportionate number of responses from the S9 area (23.4% of all parental responses).

4.7.5 14% of responses from parents came from parents whose children had an identified learning need or disability. 64% of responses were from white British/other European backgrounds, 17% Asian/Asian British, 2% other ethnic groups, 8% dual heritage, 9% Black African Caribbean/Black British

4.7.6 52% respondents agreed that we should introduce a system which gives the opportunity for both large and small organisations to tender for services and provides good value for money. 33% disagreed.

4.7.7 50% respondents agreed that we should adopt a more targeted approach to funding to ensure the needs of the most vulnerable are met. 33% disagreed.

4.7.8 What the consultation told us

The comments made by respondents have been drawn into the following key themes;

Vulnerable Families
There were concerns about targeting services to vulnerable families. Whilst it was acknowledged that these need additional help there was concern that other families, including working families also need support. Also some families not yet considered vulnerable may become so if they do not receive preventative services.
Tendering/Procurement of services
Concerns that the quality of services will not be guaranteed and will not meet the needs and demands of local people.
One size fits all services are unresponsive to local needs. It is important for social inclusion that a mix of families utilise the services.
Comments about the focus being on profit rather than quality of provision.
There was a criticism of MAST services.
Make more use of volunteers
High quality services provide value for money and budget cuts should be made "elsewhere."
All services should be monitored regularly and measured for impact and quality.
Charities and non for profit groups
Charities provide better value for money than profit groups
Local community based services should be strengthened, local businesses and services can better provide and promote local facilities.
Other Comments
There were a number of positive comments about both childcare settings and children's centre provision.
Cutting services for children and families will be detrimental
Quality of provision is already good
Dissatisfaction with current services /complaints that services are targeted for BME groups.

4.7.9 Outcome and recommendations

We have taken into consideration the principles of the renewed national and local Compact which aims for local authorities and local organisations to work together for the benefit of communities and is set out in the Best Value duty. The organisations affected by this proposal were informed of the funding position in September 2012 and transitional arrangements are being developed with these organisations to ensure cost effective and innovative services can be delivered to the families of Sheffield.

After consideration of the findings we recommend;

- That existing contracts with the providers set out in appendices 2 are not renewed. Time limited transitional arrangements to be put in place based on service demand and to accommodate Procurement Employment Legislation where applicable.
- That specifications for procurement of targeted services required to fulfil the Council's statutory duties will be developed.

Additional Information

- The specifications for procurement of targeted services will focus on meeting the requirements to fulfil the Council's statutory duties. The specifications for procurement of targeted services will be for early engagement and reach to families, family support services and specialist support. Time limited transitional arrangements will be put in place to ensure safeguarding of vulnerable children and compliance with equalities duties and to accommodate Procurement and Employment Legislation.

We will be putting in place transitional arrangements across the four areas:

- To reorganise the children's centre areas
- To cease childcare subsidy grants
- To transfer the management and delivery of 7 Local Authority nurseries
- Existing contracts not renewed

taking into consideration;

- the findings from the consultation,
- the Equality Impact Assessments. (These were undertaken with each individual provider and contractor and identified action plans in order to mitigate any risk factors which highlighted potential reductions to service),
- dialogue with parents and providers, during the numerous meetings held through the City in all of the 36 Children's Centre areas and the Town Hall.

These transitional arrangements will be based on individual organisational action plans, service demands and the needs of children and families. They will be time limited and will be in line with the overall recommendations. The transition plans are as follows;

4.8.1 Improving the Quality of Early Years Provision in all settings

- Communication with all settings and childminders to support self-assessment and sharing of good practice.
- Provide an auditing tool for providers to access from April 1st 2013.
- Information available to all providers regarding relevant training on the Early Years Foundation Stage and preparing for Ofsted inspection.

4.8.2 The reorganisation of children's centre areas

- This will take place from 1 April –September 2013. To carry out our legal and employment legislation duties we will apply for a waiver for 3 months during the transition period. This will include the transition of responsibilities of co-ordination and governance to the local authority. (See appendix 3 for named main sites).
- In the transition process we will cease hosting and premises contracts to organisations and replace these with a system of paying for use of space or premises. (From "block purchase" to "spot purchase" of venues when and where we need them).
- There will be an implementation plan which will focus on management and governance and transition arrangements to move from 36 centres to 17. This will include application of TUPE where appropriate.

- Transition of the advisory boards into 17 local area forums linked to each children's centre area for parents/carers/providers and partners to get involved and inform planning of services and activities.
- To undertake further consultation to ensure designated children's centre sites and outreach sites are in the right place to ensure services are accessible, flexible and local. There will be opportunity to use additional alternative buildings where appropriate e.g. Health centres etc.
- To produce a comprehensive communication plan for each children's centre area, giving clarity on what is available, when and where, and with an ability to offer flexibility if required. This will be communicated to all families through a variety of methods including face-to-face, online etc. and will include opportunities for
- Feedback from parents/carers and families to shape and influence future children's centre delivery.

4.8.3 Childcare Strategy

- To cease the childcare subsidy grants to 20 providers from March 31st 2013 and work with these providers to put in individual action plans according to the demand for service and the ability of the providers to deliver them.
- In relation to transition plans there will be a need for some organisations to change their business model, staffing structures and delivery in order to move to a sustainable future. Advice and assistance will be available over a three month period to work on action plans for a sustainable future.
- Where organisations indicate that they will no longer be able to provide childcare services we will actively seek to manage the market in line with our sufficiency assessment. A risk assessment is in place and actions outlined to minimise any sufficiency risks in a locality and in some cases more detailed negotiations are taking place.
- Where a provider has given notice of closure and no longer wishes to deliver childcare, we will work with alternative providers to secure the service and develop action plans. We will ensure services to children and families will continue from 1st April.
- We will work with parents and carers to ensure any changes or transitional arrangements will maintain consistency of service and support any parent's requests in seeking alternative childcare provision.
- There will be an emergency fund for those families identified as needing short term support.

- Following the withdrawal of the childcare subsidies on 31st March 2013, families currently accessing childcare from the community nurseries will face three possible scenarios on 1st April 2013. See section 2.3

4.8.4 Development of a procurement process for the delivery of high quality services

- There will no longer be a need to fund any contracts for services that are not required as part of our statutory duties and any contracts in future will be linked to the City's core priorities and duties.
- There has been an acknowledgement through the process of concerns from those organisations delivering services that while notice was given in September 2012 their funding would cease from 31 March 2013, we are identifying individual transitional arrangements with each organisations facing reductions.
- Where TUPE applies, it will be necessary to set the timescales and the transitional arrangements for new contracts.
- To begin the procurement process a market brief will be available from 1st March 2013 for new family support contracts, and continued dialogue with organisations to help in their plans to tender for future services.

We have taken into consideration the principles of the renewed National Compact which aims for local authorities and local organisations to work together for the benefit of communities and is set out in the Best Value duty. The organisations affected by this proposal were informed of the funding position in September 2012 and transition arrangements are being developed with these organisations to ensure cost effective and innovative services can be delivered to the families of Sheffield.

5. Financial Implications

5.1.1 The financial implications from the Cabinet paper of 12 December 2012 reflected the impact of the proposed actions. These implications remain the same following the consultation phase during January 2013.

5.1.2 The outcomes of the consultation further emphasised the concerns of a small number of providers currently in receipt of a childcare subsidy. Detailed risk assessments carried out with providers focusing on business continuity have informed where the city council will need to actively look at the market for future service delivery.

5.1.3 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.

5.1.4 The financial implications from the 12th December 2012 Redesign of Early Years Services Cabinet paper are still relevant following the consultation phase which took place from December to early February 2013, there are no additional financial implications.

The financial table below shows the vastly reduced funding for 0-5 year olds and reflect the revised funding figure for 2 year old Free Early Learning of £5.4m.

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	5,400
Sub Total Free Entitlement		19,167	0	23,172
The following activities have been funded from early years resources up to 31-3-2013				
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

6 Legal Implications

- 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. The Council must also had due regard to the Best Value principles, Public Sector Equality Duty, Duty to ensure Sufficiency of childcare places and Article 8 of the Human Rights Act.
- The recent consultation and updating of Equality Impact Assessments following the Cabinet paper of 12 December 2012, together with previous consultations has informed the adjustments required to ensure that we’ve met both our equalities duties and financial responsibilities, including the legal requirements to fully consult on proposals and changes. Cabinet must satisfy itself that it is aware of the concerns and duties. It must consider the impact of the mitigation actions proposed. They must balance the impact of these decisions in the context of the position of the Council and ensure the recommendations are reasonable.

7 Equality of Opportunity Implications

- 7.1 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 from pre-birth. It is recognised that children under 5 are the main group who will be impacted upon and full regard has been given to Section 149 (3) Equality Act 2010 including (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. Although overarching EIAs have been drawn up the Council is mindful that the duty is owed to individuals. The level of scrutiny of the application of the duty can, if required, during the transition periods, result in EIAs being prepared for specific groups and individuals and a resultant action plan can be put in place. This area will be closely monitored, including oversight by the Scrutiny Board. Extensive consultation on the redesign of early years in January 2013 has considered the potential impact on all disadvantaged and vulnerable groups and communities.
- 7.2 The detailed impact assessments have highlighted a number of key concerns and mitigating factors. Cabinet members have been supplied with the EIAs which they will read fully and satisfy themselves that the legal duties can be met. They are asked to note the adverse impact on some protected groups and the actions proposed. They are then asked to balance any residual

impact against the need to implement changes for the reasons set out in the report. As the Cabinet have indicated, they will consider the EIAs, the concerns have not been fully set out in this report. Key concerns include;

- Possible reduction of services or transfer to new providers.
- Concern about continuity of care for children with additional or special needs (SEN) or Learning Difficulties and Disabilities (LDD).
- Concerns about access to childcare provision within BME communities
- Impact on the childcare workforce of potential redundancies. This is particularly significant for women and BME staff.

7.3 The consultation process highlighted an exaggerated perception of the impact of the proposals and hope that this report, the transitional plans and the communications strategy will help to provide a more realistic picture of the impact.

7.4 The overarching EIAs for each of the proposals are attached. Cabinet must carefully consider noting the content and satisfying themselves that the duties can be met and proper actions to mitigate the impact will be put in place.

- Appendix 4 - Quality Improvement (Document 107).
- Appendix 5 - Reorganisation of children's centre areas (Document 106)
- Appendix 6 - Childcare subsidy grants (Document 111)
- Appendix 7 - Transfer of management of local authority nurseries (Document 108)
- Appendix 8 - Contracts & Procurement (Document 110)

The Council's Scrutiny process will keep progress under review and if duties are not being met further measures will be put in place.

8. Human Resource Implications

8.1 Through the consultation there is a continued recognition that changes will affect staff with potential 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 3 groups of staff affected by these proposals, SCC staff, NHS Sheffield Children's Foundation Trust staff and those employed in the PVI sector. The MER process continues to apply to SCC staff only and TUPE assessment will apply to external organisations. Trade Unions are being fully consulted on specific proposals within appropriate timescales.

8.2 The HR Processes for managing change, reduction in numbers and TUPE Transfer are being worked through with HR and the full implications for staff

including redeployment and redundancy options are being fully explored as part of this process.

9. Property Implications

9.1 Following the consultation, property implications are being taken into consideration. It is the Council's intention to make use of existing property assets that are available so as to ensure best value. This will reflect the identified needs of communities, informed by the most recent consultation.

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

9.3 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
- The current anomalies in rental charges which are currently being addressed.

10. Environmental and Sustainability

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

11. Alternative Options Considered

11.1 These recommendations follow the original proposals that were put to Cabinet in December 2012. Alterations to the original proposals have been made to reflect the consultation that has taken place. In compiling the original proposals alternatives were considered;

- To make no changes. This is not possible given the reductions to funding and Government policy changes
- To outsource all early years activities. This is not possible at this time due to the breath of changes required and the potential change to the role of local authorities in respect of early year's services.

11.2 The proposals outlined and the changes made are in line with the local authority's statutory duties and responsibilities that with the restricted financial position take priority to maintain.

12. Recommendations:

12.1 Members are asked to;

- Approve the transition plans as set out in this report
- Note the findings from the consultation and revised equality impact assessments
- Approve the revised recommendations;
 - To develop a revised action plan for a quality framework and make this available to all providers in line with comments from the consultation and in recognition of the Government proposals for Improving Quality and Changes to Regulatory Regime outlined in the DfE publication 'More Great Childcare', and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013).
 - To reorganise the 36 Ofsted registered children's centres into 17 areas each with a named main site and a number of outreach delivery sites.
 - To note that the 17 areas have been amended following suggestions from the consultation process.
 - That a statutory process be undertaken to deregister the 19 centres that no longer require Ofsted registration.
 - That the present policy of "block purchasing" premises and hosting payments will cease and in the future "spot purchase" of venues will be undertaken when and where they are needed.
 - To develop a comprehensive communication plan to inform parents of the venues and the types of support available in the new 17 areas.
 - To cease childcare subsidy grants to 20 providers in the Private Voluntary and Independent and statutory sector on 31st March 2013.
 - That the local authority will offer to continue to work with these providers, on an individual basis, over a three month period to give them support to develop their business plans for their organisation to help them become sustainable. These plans should include financial forecasts, management costs, staffing structures and ways to develop flexible and accessible services to children and families and assist in seeking other forms of income.
 - To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the childcare market. In line with local authority employment policies and negotiation with trade unions in order to retain qualified staff across the sector.
 - That existing contracts with the providers set out in appendices 2 are not renewed. Time limited transitional arrangements to be put in place based on service demand and to accommodate Procurement Employment Legislation where applicable.

- That specifications for procurement of targeted services required to fulfil the Council's statutory duties will be developed.
- That Cabinet notes and approves that decisions made to implement the recommendations will be made by the Cabinet member or officers in accordance with the Leaders scheme of delegation.

Consultation on the Redesign of Sheffield's Early Years Services

February 2013



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Appendix 2f – Children’s Centre Areas – Table of Proposals

1. Introduction and Background

In December 2012 Sheffield City Council considered a Cabinet paper which set out a number of 'in principle' proposals to redesign early years services in Sheffield. Cabinet gave approval for consultation to proceed on these proposals before decisions are made.

These proposals were in four areas:

Introduction of an Early Years Quality Improvement Programme

The proposal is:

- to implement a Quality Improvement Programme for all early years settings, by introducing an audit tool and expanding the Sheffield Quality Charter. These measures will help early years providers to improve skills, knowledge and competencies. We want to encourage all early years providers to sign up to this programme and to sign up to the Quality Charter.

Reorganisation of Children's Centre Areas

The proposal is:

- to reorganise the existing 36 Children's Centre areas into 17 larger areas with one named designated centre for each area. Other buildings within the area would continue to be used as outreach centres, so parents and carers would still be able to access services locally. There would be no reduction in services, however savings would be made in management and administration costs.

Sheffield's Childcare Strategy

There are two elements to this proposal:

- to stop providing grants currently allocated to 20 childcare providers (16 in the Private, Voluntary and Independent sector and 4 in the statutory sector)
- to transfer the management and delivery of Local Authority maintained childcare provision to schools and private, voluntary and independent settings over a period of time.

Procurement of High Quality Support Services

The proposal is:

- not to renew contracts with existing providers and to develop new specifications for procurement which provide opportunities for smaller voluntary and community organisations to tender for services, along with larger organisations and charities which specialise in working with complex families. The aim is to ensure a more targeted approach to funding to ensure the needs of the most vulnerable families are met. This will mean some redistribution of resources which currently support services such as childcare.

Consultation activities began with an event for providers prior to the Cabinet meeting of 4 December 2012. These continued to 4 February 2013.

2. Why the redesign is necessary

The need to redesign has arisen as result of:

- The review of early years (2011) which identified the need for change in order to improve outcomes for the youngest children
- The Government's policy shift, which moves from a universal approach to a targeted approach to the most vulnerable and disadvantaged families. The Government has also refocused the use of funding to Free Early Learning for 3 and 4 year olds and vulnerable 2 year olds.
- The significant reduction in funding for early years. The budget available for early years services has reduced over the last two years and in 2013 there has been a further £6.8m cut to the Early Intervention Grant

Proposals were made to redesign and streamline services in Sheffield in order to make savings in management, administration and premises costs whilst maintaining universal services and focussing upon early intervention and family support services that are flexible, accessible and of high quality. These proposals were based on previous consultations, detailed data on early years provision and take-up and the professional expertise of officers and partners working in this area.

3. Consultation Activities Undertaken

Following approval in principle of the proposals, we have undertaken a city-wide consultation exercise with parents, carers and stakeholders.

Consultation has taken place throughout January, ending on 4 February 2013.

It is important to note that, in addition to the structured activities outlined below, we have also captured views through informal conversations in settings.

3.1 How the consultation was promoted / publicised

- Information published on the Early Years area of the Council website: www.sheffield.gov.uk/earlyyearsreview
- 10,000 leaflets and posters sent to all areas of the City via providers / schools/ partners / children's centres / mosques / other information points
- Individual letters to parents whose children attend settings that may be affected

Consultation information was also circulated by a variety of methods to:

- 483 members of the Parents' Assembly (including the strands of BME and SCC (Sheffield City Council) Parents' Assemblies) as well as to the Sheffield Parent Carer Forum (parents and carers of children with additional needs)
- Community Assembly managers, MAST managers and other professional contacts

3.2 Meetings / Events

- An event for providers on 4 December 2012 in advance of the Cabinet paper being published.
- 72 consultation events, including 2 full day drop-in sessions in each of the 36 children's centres with officers available to answer questions and language support provided.
- A drop-in consultation event for parents / carers was held in the in Town Hall, 10am-6pm on 11 January 2013 (primarily for parents

- An additional consultation event for BME parents at a community nursery (provided on request).
- Individual meetings with 20 providers who are affected directly by the proposals. (These meetings have also helped to inform the Equality Impact Assessments.)
- A drop-in event at the Town Hall for all providers.
- Consultation meetings with Primary School Heads and Governors, Children’s Centre Advisory Boards and the Children’s Centre Board which includes health colleague representatives.
- A meeting with current contractors who are directly affected by the proposals.

3.3 Consultation Questionnaires

- The consultation areas are complex and overlapping therefore it was decided to produce four separate questionnaires to separate out the issues and simplify the process.
- Questionnaires for each of the four consultation areas were made available both online and in paper format. A free-post envelope was provided for return of paper questionnaires. Copies of the four questionnaires can be found at Appendix 1a, 1b, 1c, 1d.
- Detailed background information was provided to accompany the questionnaires and respondents were asked to read this carefully before giving their views. The background information set out what the proposals were and what they would mean to providers and service users. Copies of the background information can be found at Appendix 2a, 2b, 2c, 2d, 2e and 2f.
- Although the questionnaires were brief, respondents were given unlimited space to add any further comments, views or suggestions they felt relevant.

- The first draft of the questionnaire regarding redesign of children's centre areas was tested at an initial meeting in a children's centre and amendments were made following feedback from parents and carers.
- Paper copies of the questionnaire were handed out in every children's centre at the full day consultation events.
- Some respondents criticised the consultation process, saying that certain questions were 'leading' and that the online navigation process was not simple enough. The on-line navigation process was simplified.
- There was an excellent response rate to the consultation.

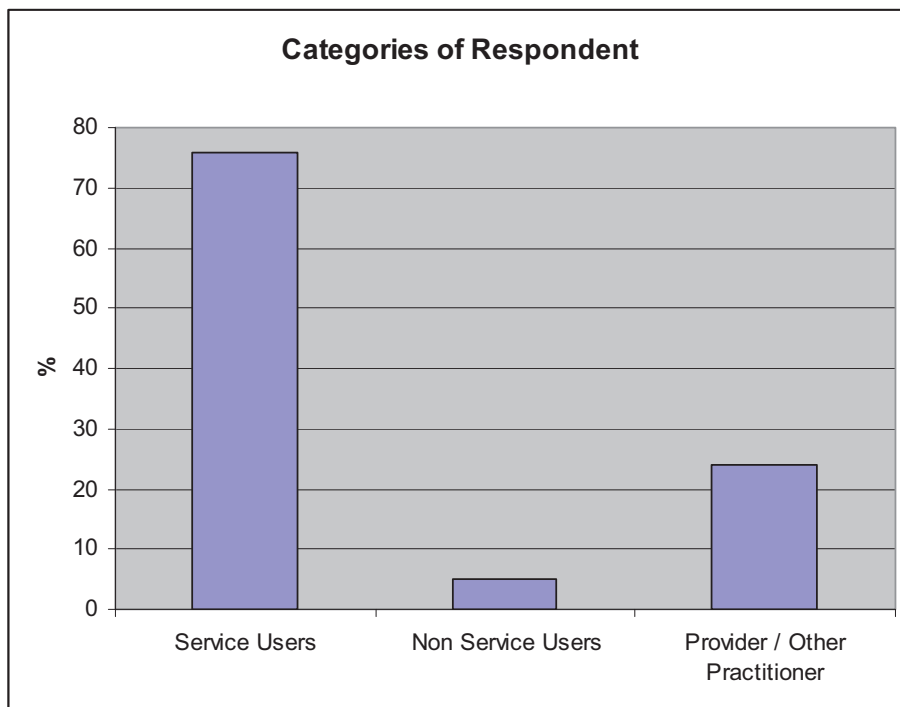
4. Information About Respondents

A total of 1555 responses were received by the deadline of 4 February 2013. A further 70 paper questionnaires were received after the deadline. These have not been included in the statistical information (due to time constraints), however the comments respondents made have been read and taken into account.

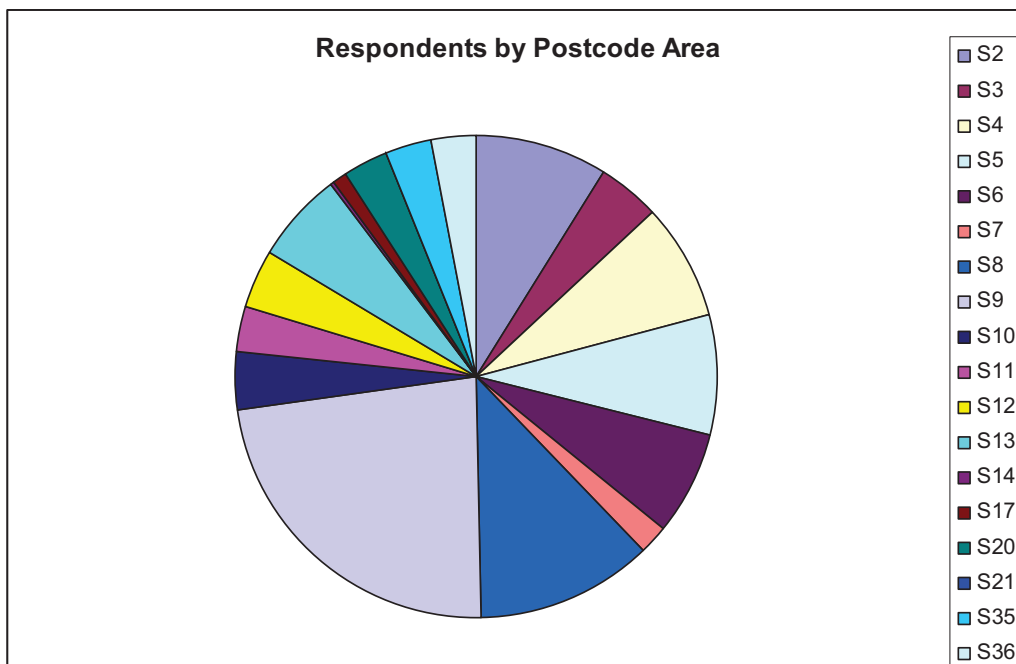
The 1555 completions are broken down as follows:

- Proposed New Children’s Centre Areas – 687
- Children’s Strategy – 416
- Quality Improvement Model – 264
- How We Will Deliver High Quality Support Services (Procurement) – 188

The majority of responses were from users of early years services (76%). (Response percentages add up to more than 100% as some respondents came into two categories, e.g. service user and provider.)

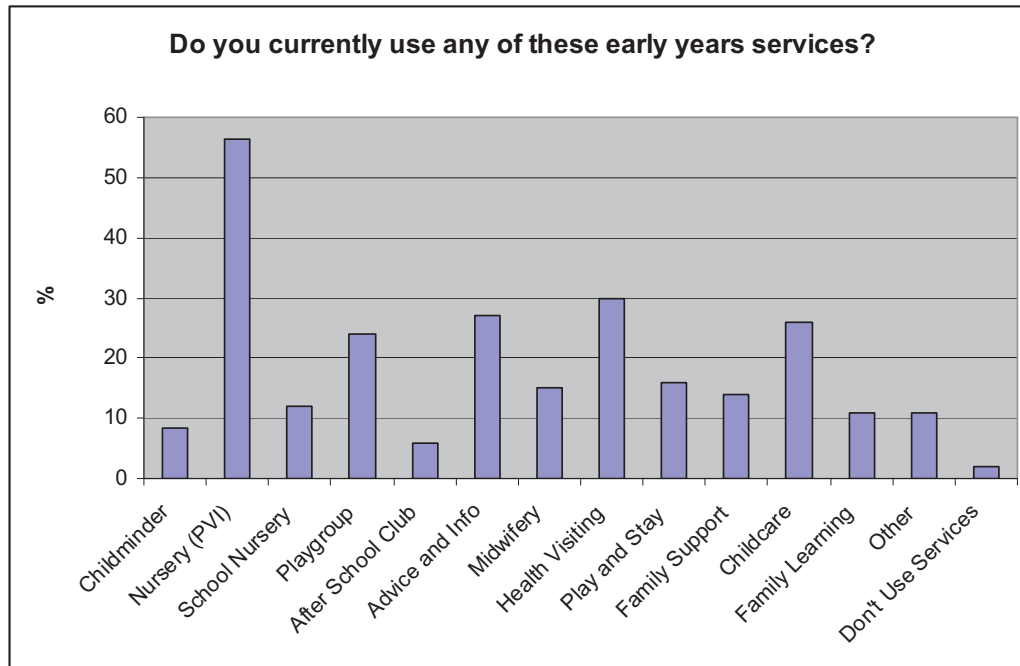


There was a geographical spread of respondents from all areas of the City. However, there was an overwhelming number from one area which showed providers and parents were able to organise themselves and give similar responses. This area is one of those most affected by the removal of grants. A number of comments from respondents in this area were identical, suggesting that the surveys had been completed as a group. Whilst it is acknowledged that the views expressed are valid and have been taken into consideration, they have to be interpreted in the context of the high profile “Save our early years” campaign.



In addition to postcode breakdown, details can be provided on request for other demographic factors, e.g. ethnicity, number of children under 5 in the family, whether child has an identified learning need. All these groups were represented in the consultation.

Users of early years services were asked which services they currently access. The top five categories were nursery (PVI) – 56%, health visiting – 30%, advice and information – 27%, childcare – 26% and playgroup -24%.



5. General Points to Note

Some of the respondents provided opinions about two or more of the 4 areas via one questionnaire. Where this was the case, the comments relating to another area were added into the themes for the appropriate area.

Responses to the consultation clearly indicate that many people believe the proposals will result in closure of settings and reduction of childcare provision for the most vulnerable children and in particular those with additional needs or learning disabilities. This also applies to the responses to the proposals for children's centres where respondents believe that this will mean a reduction in services through closure of children's centre buildings.

The questionnaires and documentation were not as clear as we would have liked as the proposals had not yet crystallised, but the level of engagement shows there was some understanding. The lesson learnt was that we needed to present the proposals very clearly and simply. In light of this and the complexity of the proposals we arranged for officers to visit each of the 36 existing Children's Centres to speak to parents and others and try to make them as clear as possible.

6. Summaries of Questionnaire Responses

6.1 Have Your Say on the Proposed New Children’s Centre Areas in Sheffield

The table below shows number of responses to the survey broken down by category. Percentages have been rounded up or down accordingly. Total percentages may be greater than 100% as respondents were able to tick more than one option, e.g. service user and provider.

Number of responses	Percentage*	Type of respondent
521	79%	Someone who uses early years services
34	5%	Someone who does not use early years services
18	3%	Provider - Private
34	5%	Provider - Voluntary / Independent
84	13%	Other (e.g. other practitioner, local authority staff, etc)

These are a summary of responses to each question in the questionnaire. The questionnaire itself is attached at Appendix 1a.

1) The overwhelming majority (96%) of respondents agreed that the Council should make sure that all families have access to children’s centre services / activities. 2% answered ‘No’ and 1% were ‘Not sure.’

2) 50% of respondents agreed that the best way of reaching all families is by providing outreach services across the areas. A third did not agree and 16% were ‘Not sure.’

3) Over half (51%) of respondents did not agree with their proposed new children's centre area. 28% did agree and 19% were 'Not sure.'

It should be noted that these overall percentages do not reflect the significant polarity between responses from different postcode areas. For example, in S9 87% disagreed with their proposed new children's centre area whereas in S36 no respondents disagreed.

4) 52% agreed that the Council should focus resources on encouraging those families who need support (but don't currently use services) to attend. 35% did not agree and 12% were 'Not sure.'

Only a few additional comments were made in relation to this question. The main points made were that all families should be encouraged to attend children's centres and some felt that those families who do not currently attend may not want to and cannot be forced to do so.

5) Just under half of respondents (48%) agreed that the Council should make more effective use of resources. 36% did not agree and 15% said 'Not sure.'

While respondents generally agreed that making a more effective use of resources was a good idea, they did not feel that the reorganisation of children's centre areas would accomplish this. It was evident that many respondents perceived the reorganisation as a reduction in services and closure of children's centres. This was recognised early in the consultation process and we noted documentation were not as clear as we would have liked as the proposals had not yet crystallised. In light of this and the complexity of the proposals we arranged for officers to visit each of the 36 existing Children's Centres to speak to parents and others and try to make them as clear as possible.

Additional comments:

A number of general themes / concerns emerged from the overall comments.

1) All families should be supported, not just vulnerable families

- Parents commented that all parents need support at times especially when becoming parents for the first time, also, parents who are not vulnerable can be affected by post natal depression, family breakdown and other issues that mean they need support. Some respondents felt so strongly that they thought they were being discriminated against for not falling into the category of being vulnerable.
- Some suggested more support for “vulnerable” families.

“Just targeting 'vulnerable families' could prove a big risk in the long run for the wider community all families should have access to childcare services.”

“Although I agree that vulnerable families sometimes need more support, I disagree that the main focus of your resources should be on these areas. Every family needs support, focus and resources. Should be divided equally.”

“More help for younger & vulnerable families.”

2) Services being accessible / local

- Recurring themes from the overall comments:
 1. Respondents wanting services within walking distance of their homes
 2. Cost of public transport (may deter families from attending)
 3. More outreach / local services may be needed

“I think it's important to keep open as many centres as possible to that they are in walking distance of families who need them. There are already waiting lists for all the groups run by our centre so I think merging larger groups

together will result in a crowded, stressful environment for both children and parents. All parents should be encouraged to take their children to playgroups, not just a selected few."

"If xxx children's centre were to close, I would have to try to access other areas by bus which with 3 children under the age of 3 is impossible as not many buses will allow a pram of this size on their bus. I walk half a mile to this children's centre 3 times a week to access their play and stay services and without them I honestly think my children would not be thriving as they are. Please do not close or reduce the wonderful services that are on offer at this centre."

The need for 'outreach' services is paramount. If the centre areas are to increase considerably in size it is essential that the services remain accessible.

"As a single mother with no family or friends in the area, I get a lot of support from the Children's Centre. It's like a second home- some people speak the same language and I don't want any change. I use Health Visitor, English Classes and advice"

3) Services / Resources

"Sure start services are fantastic but often accessed by people who could pay for service. Ask these families to contribute more financially. A lot would."

"With limited resources the council needs to look at further maximising opportunities for supporting families and children. This includes utilising and better coordination of the roles of health visitors, Doctors surgeries, social workers, children's centres, local facilities and community groups."

4) Location of proposed 17 areas

- Recurring themes from the overall comments:
 1. The areas are too large
 2. Change is needed and the new areas supported
 3. Outreach services would only work if marketed properly
 4. Existing children's centre buildings should be kept to avoid wasting capital investment
 5. More information is needed –where will the designated site be and where will outreach services be provided in each area
 6. Children's Centre services should be better advertised and promoted so families know what is available

"I have answered no to the questions because the children's centre area is far too big."

"More promotion as I didn't even know there was a children's centre at xxx till my child attended nursery".

5) Specific Children's Centre areas

Three (of the 17) areas attracted most concern. Suggestions were given on how they might be organised differently:

1. Stocksbridge – It would be difficult to change.
2. Darnall / Tinsley/ Woodhouse / Handsworth – Area too large and the profiles of these communities is very different.
3. Woodthorpe, Wybourne and Manor – This area needs to be reconfigured with the area above.

6) Management

- Recurring themes from the overall comments:
 1. All children's centre activities should be brought under council control to ensure that services are consistent across the city
 2. Reducing management would reduce effectiveness

3. Reduce management costs rather than cutting services

7) Miscellaneous

There were a number of identical or very similar responses as follows;

“The questions need to be more specific. The proposed children centre areas are too large. No information has been given on how management and administration costs will be achieved while still providing a range of services in all areas. There has been no information on what a hub will do or how they will be selected. Darnall Children Centre should be managed by the community through Darnall Community Nursery”

6.2 Have Your Say on the Childcare Strategy

The table below shows number of responses to the survey broken down by category. Percentages have been rounded up or down accordingly. Total percentages may be greater than 100% as respondents were able to tick more than one option, e.g. service user and provider.

Number of responses	Percentage*	Type of respondent
317	80%	Someone who uses early years services
17	4%	Someone who does not use early years services
16	4%	Provider - Private
20	5%	Provider - Voluntary / Independent
42	11%	Other (e.g. other practitioner, local authority staff, etc)

These are a summary of responses to each question in the questionnaire. The questionnaire itself is attached at Appendix 1b.

1) 62% of respondents did not agree that available resources should be focused on the most vulnerable children and the subsidy allocated to a small number of childcare providers stopped. 20% were in agreement with this proposal and 18% were 'Not sure.' This was the case regardless of type of respondent (e.g. service user, provider).

When responses were analysed by postcode of respondent this showed a significantly higher proportion (94%) of those living in one area disagreeing with the proposal.

2) Only 7% agreed that the Council should no longer be a childcare deliverer and focus resources on advising and facilitating the sustainability of Private, Voluntary & Independent sector and schools. The majority (82%) of respondents did not agree with this proposal and 11% were 'Not sure.'

The additional comments show that most of the respondents are users of local authority nurseries and are highly satisfied with the service they currently receive. It is therefore not surprising that such a low number agreed with this proposal. Respondents are concerned that schools or private providers would not be able to supply the same high quality service and value for money as that offered by the local authority. These concerns have been taken very seriously and we will monitor the situation and continue dialogue with providers.

Additional comments:

A number of general themes / concerns emerged from the overall comments.

1) All families should be supported, not just vulnerable families

- Recurring themes from the overall comments:
 1. All families should have equal access to high quality affordable childcare.
 2. Concerns from working parents who are low earners but not "vulnerable."

"I think that Sheffield should focus on helping those parents who work."

"I think the council should provide childcare to the people of Sheffield – meaning everybody not just vulnerable families."

"Your idea of vulnerable is very narrow and ignores many other children who need help. By forcing childcare into the private sector means only people with extremely well paid jobs can afford top pay for day care. All parents should

have access to it. Costs should be in proportion to earnings –the rich should pay more.”

2) Miscellaneous comments about services for vulnerable families

- Recurring themes from the overall comments:
 1. Concern that some community nurseries would have to close and this may impact on provision for vulnerable families in areas of disadvantage.
 2. All children with Special Educational Needs and disabilities should have access to good local provision which meets their individual needs.

“My child has developed lots since starting nursery at (named LA nursery) and they are excellent with all children including children with disabilities.”

“At the nursery where I work we pride ourselves on supporting children to reach their full potential and another worry is that moving / placing children with special educational needs in private / voluntary settings will not meet their needs. Staff within the children's centre nurseries are all highly qualified and have a great deal of experience with supporting these kinds of individual children, which I believe is necessary to meet all their developmental needs.”

3) Provision (including quality of)

- Recurring themes from the overall comments:
 1. Concerns about the perceived quality of provision in the private sector – staff are young and inexperienced.
 2. Community nurseries provide excellent quality and value for money.
 3. Parents at local authority-maintained nurseries are concerned about losing the excellent quality they receive at these provisions.
 4. Continue to support high quality provision as rated by Ofsted across the PVI and maintained sector.

“Charities provide better quality and value than profit groups. They support the communities to provide for their own needs.”

“Private and voluntary wouldn’t be equipped to provide the service we provide.”

4) Sufficiency of childcare, especially for working parents

- Recurring themes from the overall comments:
 1. Affordability of childcare in the private sector (large number of comments made by working parents on-low incomes).
 2. Concerns about whether there will be enough places for vulnerable 2 year olds and whether schools will be able to provide suitable places for these.

“I am worried about the School being able to provide childcare which I need for my job. I want both my children to go to the same place. I am pleased with this nursery and the staff. I am worried about the staff losing their jobs. I don’t want my children to have to move again –it’s not good for them.”

“Turning childcare private could make it more expensive and become more of a business that a childcare provider. Childcare is already too expensive and should be made cheaper.”

“Many parents including myself would not be able to continue to work full-time or part-time without the provision of childcare. My childcare provider is subsidised and therefore I would no longer be able to afford to pay for childcare and I would have to stop working.”

5) Workforce

“What will happen to all the highly qualified and skilled staff? It is not sufficient to say that the council will try to keep job losses down: these staff are an investment for the city.”

*“It is important that a highly skilled experienced workforce is retained
In focussing on the most vulnerable children, the local authority will lose sight
of supporting the delivery of quality childcare for mainstream families. All
children and families should have equal rights to services in their locality. The
local authority MUST retain control of the maintained childcare provision on
the Children Centre sites as this has proven to be high quality effective pre-
school services to support the primary school achievement targets across the
City. If we lose this model, we will lose skilled and experienced staff who work
hard to identify additional needs in children and families at the earliest
opportunity.”*

5) Cutting services for children and families will be detrimental

*“Why change what is working well? I am sure that there are other areas that
cuts could be made in without affecting the children of Sheffield.”*

“I like the way things are now and don’t want it to change.”

*“I like this nursery. I like the staff. If it closes I will be upset. I live close and
don’t want to travel anywhere else.”*

6) Miscellaneous

*“Why do only a few providers get a subsidy? I would like activities where I can
attend with my child.”*

The following statement was received on numerous questionnaires from
respondents from one area of the City.

*“MAST activities for children under 5 and their families must be included in the
redesign of early years services. The subsidy to childcare providers was to support
the most vulnerable children. In addition these childcare providers who are charities
and not for profit community organisations raised hundreds of thousands of pounds*

each year to support Sheffield's most vulnerable children. The wording in this questionnaire identifies that Sheffield City Council is trying to demonise charities and community organisations they have worked with for decades instead of working with them to best manage shrinking resources. Services provided by MAST need to be proved as best value because charities and not for profit organisations may be able to provide quality local services at a lower cost and need to be encouraged and supported to manage the services for children”.

6.3 Have Your Say on the Quality Improvement Model for Childcare Providers in Sheffield

The table below shows number of responses to the survey broken down by category. Percentages have been rounded up or down accordingly. Total percentages may be greater than 100% as respondents were able to tick more than one option, e.g. service user and provider.

Number of responses	Percentage*	Type of respondent
186	74%	Someone who uses early years services
8	3%	Someone who does not use early years services
4	2%	Provider - Private
14	6%	Provider - Voluntary / Independent
44	18%	Other (e.g. other practitioner, local authority staff, etc)

These are a summary of responses to each question in the questionnaire. The questionnaire itself is attached at Appendix 1c.

1) 53% of respondents would welcome a proposal to introduce a Quality Improvement Model. 38% would not welcome this proposal and 9% were 'Not sure'.

2) 61% of respondents agreed that all providers including childminders should be expected to achieve the standard required by the Council under its 'Quality Charter'. 32% did not agree, 7% were 'Not sure'.

3) 61% agreed that all providers should ensure access to a special needs coordinator and equality needs coordinator (either in its own setting or through referral to another provider). 26% did not agree, 11% were 'Not sure'.

21 parents indicated they had a child or children with an identified learning need or disability. Interestingly, less than half of these parents (43%) felt it was necessary to ensure access to a SENCO and ENCO in every setting. Over half (52%) of this group of parents did not feel this was necessary. The majority of the parents who did feel it was necessary also reinforced this view in the 'additional comments', many speaking about their personal experience of being supported by a SENCO / ENCO.

Additional comments:

A number of general themes / concerns emerged from the overall comments.

These have been split into three main sections:

- 1) Responses against the introduction of a Quality Improvement model
- 2) Miscellaneous responses regarding the introduction of a Quality Improvement model
- 3) Questions

Section One:

Responses against the introduction of a Quality Improvement model:

- Recurring themes from the overall comments:
 1. Isn't required; sufficient assessment and scrutiny are already carried out by Ofsted

"Ofsted already provide assessment, you should be supporting and disseminating good practice from the childcare providers that already achieve and outstanding assessment from Ofsted not spending money re-assessing to your own criteria."

“Isn't this what Ofsted already do? How is replicating work already being done going to save money?”

2. Extra bureaucracy / red tape / administration; will increase paperwork and detract from looking after children

“Ensuring quality and good services is obviously a priority, but please don't introduce a complex or difficult system which overwhelms small /single providers. Safe guarding children is a priority and supporting providers to help families, this sounds like it could be extra procedures and paperwork.”

3. Schools should not provide 2-year-old FELs; unsuitable and don't have the expertise
4. Waste of money; shouldn't be spent on quality assurance schemes / re-assessing own criteria but on raising attainment
5. Will cost money that could be used to keep childcare settings open
6. Not required if SCC is prepared to support the quality already available
7. Will create job roles (more money) that aren't needed

Suggestions:

- Don't close settings with good Ofsted results

SENCO & ENCO:

- At every setting
- (And ENCO) need to be based at the same setting

Section Two:

Miscellaneous responses regarding the introduction of a Quality Improvement model:

Suggestions:

- Recurring themes from the overall comments:
 1. (Quality Improvement Model) should be available free of charge to all providers to ensure they are working to the same standards and allow them to be judged in an equitable way
 2. Ensuring quality and good systems is a priority
 3. Independent (i.e. non-local authority) inspection could be beneficial

SENCO & ENCO:

- Recurring themes from the overall comments:
 1. Should be available for all children with learning disabilities; is there a need for an Equality Needs Coordinator?
 2. Progress made with child due to SENCO wouldn't have been achieved at a private setting
 3. Ensure training for SENCOs is high quality

Other:

- Recurring themes from the overall comments:
 1. Support community nurseries, particularly in underprivileged areas
 2. Concern about the proposal to take on apprentices; have they got the motivation and potential for these roles?
 3. Settings are only as good as the teams within them
 4. Not sure funding nurseries in vulnerable areas where parents don't work / can't afford the fees will help

Section Three:

Questions:

- How rigorous and demanding will this charter be, particularly for the safety, wellbeing and quality of service delivery for vulnerable children and families?
- How will this affect community nurseries?
- What will happen to settings who do not want to follow this model?
- Will this just be for registered provision?
- Who will agree the standards?
- How will current governance structures be used to enable effective scrutiny?
- Is there current linkage between under 5's services across the city that can account for unregistered children?
- Will this be a free audit?

6.4 Have Your Say on How We Will Deliver High Quality Support Services (Procurement)

The table below shows number of responses to the survey broken down by category. Percentages have been rounded up or down accordingly. Total percentages may be greater than 100% as respondents were able to tick more than one option, e.g. service user and provider.

Number of responses	Percentage*	Type of respondent
130	71%	Someone who uses early years services
4	2%	Someone who does not use early years services
6	3%	Provider - Private
18	10%	Provider - Voluntary / Independent
29	16%	Other (e.g. other practitioner, local authority staff, etc)

These are a summary of responses to each question in the questionnaire. The questionnaire itself is attached at Appendix 1d.

1) Just over half of respondents (52%) thought SCC should introduce a system which gives the opportunity for both large and small organisations to tender for services and provides good value for money. 33% answered 'No' to this question and 15% were 'Not sure'.

Of the 130 respondents who were service users, 51% agreed with the proposal. The remaining 49% either disagreed or did not have an opinion.

There were 53 responses from providers and other practitioners. The majority of providers (private, voluntary / independent) agreed with the proposal. Of

those who identified themselves as other practitioner, 38% agreed with the proposal. 35% disagreed and 27% were 'Not sure'.

2) 50% of respondents felt we should adopt a more targeted approach to funding to ensure the needs of the most vulnerable families are met. 33% were against this proposal, 17% were 'Not sure'.

Of those who were against the proposal, the main concern seemed to be around vulnerable families being targeted at the expense of other families and those families not perceived to be 'in need'. Several felt that all families' needs and wishes should be taken into account and that a mixture of families using services was important for social inclusion.

Additional comments:

A number of general themes / concerns emerged from the overall comments.

1) All families should be supported, not just vulnerable families

'[Targeting]...the most vulnerable families will lead to many families being missed out or unsupported because they are not in enough need.'

'I agree that as a vulnerable family we need ADDITIONAL help but it shouldn't be ALL the help.'

'Fair enough, try to engage with vulnerable families; however do not let it affect the families who already use your services.'

2) Miscellaneous comments about services for vulnerable families

'Even though some families may be perceived as less vulnerable, they are the families where funding cuts hit the hardest. Parents who may have been working have to stop in order to look after their children meaning a less

productive local economy and more people claiming benefits to keep themselves afloat. They then find themselves in the most vulnerable families category.'

'Reaching more vulnerable families is dependent on those parents acknowledging that they need help and committing to attending playgroup settings or children centres.'

'Vulnerabilities including prevalence of disability, households with single parents, households on low incomes and households where English is a second language should all be considered when deciding how to prioritise services.'

3) Concerns about the impact of a tendering process

'By limiting funding to genuinely inclusive facilities such as Broomhall Nursery the Council runs the risk of dividing children in the city based on financial well being of their parents.'

'By tendering out services the quality of services will not be guaranteed. It needs to be met with quality provision by people who know the families.'

'Good value for money doesn't necessarily mean good value for service users.'

'Services that are provided by children's centres are over seen by the council and have the same ethos, support services and consistency families need, managers are working together towards the same ends to help support vulnerable families. When you say tendering, are the services being sold to private companies in which case how much input can the council have once sold, or are the services just going to be provided by others at a cost given to the council, in which the council will have ability to say how these services will be run.'

'It is important for social inclusion that a mixture of families utilise the services. I feel strongly that by outside private companies tendering, this loses consistency and constant provision.'

'If the organisation was taken over by the private sector they wouldn't be able to meet the demands of the area.'

'My concerns are that the council wishes to include large organisations (PVI's) [Private Voluntary Independent] into its funding system, while the smaller PVI's are left with what is on offer. We should be encouraging smaller voluntary and community organisations and therefore, and therefore promoting community adhesion.'

'Tendering leads to cutting corners as organisations outbid each other to do more for less. The best approach would be to bring all children's centres' activities under council control to ensure that services are consistent in each part of the city.'

'Funding provided by the council should be available for children and families in crisis.'

'How can we guarantee that we have a robust system that not only ensures value for money, but high quality service provision that will support children's best interests and have their health and well-being / developmental outcomes at the fore?'

'Regardless of what authorities would like us to believe, the tendering process aims to find the cheapest provider solution.'

4) Charities / not-for-profit groups / communities are the most suitable providers for local services

'Charities always provide the best value for money than profit groups.'

'Let the community and charities run the services, they save money and provide services where services are needed, our community, our services, our say!!'

'Services which do not recognise the individual needs of the community are a waste of money because the families will not use them.'

'To strengthen local communities and infrastructure, large and smaller organisations should, where possible, be community-led and based in the community. This would also help support local businesses and services, and promote better community usage of facilities – rather than a large, for profit organisation, that would just deliver the service, and take its profit out of the community, for its shareholders.'

5) Cutting services for children and families will be detrimental

'I appreciate the need of savings, however to make cuts in childcare is outrageous. Without the nurseries or fewer nurseries, it would mean more children at one nursery, which would lead to less attention given to each child and a possibility of things getting overlooked, for example learning difficulties. Our children are the future of our city and cuts to the childcare will ruin their development in the lead up to school, and put them behind other children their age.'

'Savings might need to be made but not with children and families that need help.'

'Do not make cuts to childcare it will have a huge impact on local families.'

'How can a high quality service be provided when all these cuts are being made and valuable experienced staff are being made redundant?'

'If funding is stopped in council run children's centres as planned then the childcare services provided will be greatly hit.'

6) Quality of provision / current system is already good

'Council are currently running high quality provision in all areas.'

'The current provision is excellent and should be built on rather than being torn apart.'

'Many of the settings at risk already provide many additional services to nursery care and they should be supported to continue these in the communities where they are already situated.'

7) Comments about specific Children's Centres / personal experiences

'Broomhall Nursery School and Children's Centre is an exceptional resource, providing outstanding services for local families... There is not a shadow of doubt in my mind that there is no better provision in the city.'

'Chancet Wood provides good value for money as it stands... Without the help and value of this nursery I would not have been able to return to work after my maternity leave had finished.'

'The children's centre my child attends in Burngreave provides great value for money, the staff are highly qualified and do their very best to meet the needs of all families in their local area.'

'Primrose is well used - we use the nursery for our son from age 3 and our daughter is on the waiting list for a baby room place. We access the centre daily, Monday - Saturday with Ready Steady Go group. 6 full mornings. Dads groups, health visiting and have used midwifery, breast feeding support, talking toddlers, Stay and Play at this and Hillsborough, Shooters Grove, Stocksbridge Children's Centres and antenatal classes at Palgrave.'

'It is essential that vulnerable children in disadvantaged areas like Manor are able to continue to receive the same level of care and intervention and disadvantaged families are supported.'

8) Dissatisfaction with current services

'Parenting classes are provided by poorly qualified MAST workers... MAST is a waste of money.'

'If it means more parachuted services from MAST then no thank you.'

'The children's centres need to put groups on that the public want rather than what they think we need.'

'We did not collectively agree to the cluster model for CC. We opposed MAST and the expansion of this service.'

'There are so many different models being used in the city. It is confusing for practitioners so goodness knows how parents feel.'

9) Comments about the questionnaire

- Some respondents felt the questions were 'leading'

'These questions dress up negative things as positive developments.'

'I don't see how answering 2 'leading' questions is really allowing us to give our views!'

'Stop wasting taxpayers' money by doing these questionnaires that are non-specific.'

'The way that early years have conducted the review is misleading. I find it difficult to answer these questions as I don't have trust in Sheffield early years and councillors.'

10) Services being accessible / local

'All children should be able to have access to a childcare facility in their own local area, giving them the opportunity to interact socially with familiar faces in a familiar environment at a set price for families to be able to afford.'

'Childrens centre should be open to all. Let the communities run the centres. They will do a better job and stop wasting taxpayers' money.'

'Regardless of which centre I cannot travel to different areas and other parent/family may be in the same position, therefore children's centres should stay as they are.'

'Services need to be appropriate and reflective of local need. These care best provided by the community themselves and the SCC should support and encourage local charities and not for profit groups to provide these services. '

'Services which are a one size fits all and unresponsive to local needs services are a waste of money as people do not use them.'

7. Brief Summary of Overall Findings

The results of the consultation confirmed that early years services are extremely important to parents and providers alike.

There was a good response to the consultation and a lot of strong feelings were expressed. Many responses indicated that parents and carers are concerned that the redesign will lead to a substantial reduction in early years services and closure of children's centres and childcare settings. Parents' main concerns are that the proposals will lead to:-

- a loss of children's centre services;
- insufficient good quality childcare for working parents.
- the needs of children with special educational needs and disabilities not being met.

However the proposals have been designed to limit the impact of budget reductions to services as far as possible and central features of the redesign are that parents will still be able to access:-

- children's centres services locally whether that is through a designated children's centre or outreach site (many of the existing children's centres will be outreach sites) and;
- good quality childcare in all areas of the City which meets the needs of all children including those of children with special educational needs and disabilities.

To address the concerns which parents have expressed a communications plan is being developed to inform parents of the locations and the type of support available in the new 17 areas.

8. Outcome and final recommendations to Cabinet

The final recommendations have been amended taking account of the consultation outcomes.

8.1 Reorganisation of Children's Centres

Summary of Key Consultation Outcomes;

- Services need to be locally accessible and families were worried about transport issues
- Whilst it is appropriate to focus on the needs of vulnerable children and families good quality universal support should be available for all.
- Existing Children's Centre Buildings should be utilised to avoid wasting capital investment.
- We need to publicise more information about the reorganisation.
- Children's centre services need to be better promoted so that parents know what services they can access, where, how and when.
- Out of the 17 areas, 3 attracted most concern and suggestions were given on how they might be organised differently. These were;
 1. Stocksbridge (needs to remain as it is (due to location it would be difficult for families to access services elsewhere).
 2. Darnall/Tinsley/Woodhouse/Handsworth (Are too large and community profiles too different).
 3. Woodthorpe, Wybourn and Manor (Should be reconfigured with the area above).

Impact on recommendations made to Cabinet

After consideration of the findings the following actions will be recommended to Cabinet;

- To reorganise the 36 Ofsted registered children's centres into 17 areas each with a named main site and a number of outreach delivery sites.
- To note that the 17 areas have been amended following suggestions from the consultation process.

- That a statutory process be undertaken to deregister the 19 centres that no longer require Ofsted registration.
- That the present policy of “block purchasing” premises and hosting payments will cease and in the future “spot purchase” of venues will be undertaken when and where they are needed.
- To develop a comprehensive communication plan to inform parents of the venues and the types of support available in the new 17 areas.

Additional information

- More information about the main sites and outreach sites will be provided with the Cabinet report. Provision of the outreach site details will offer reassurance that existing children’s centre buildings will continue to be used, together with additional buildings.
- A clear outreach strategy for each new area should be developed to ensure that services can be locally accessed and that the concerns in relation to distance and the ability to travel can be considered for each area and services developed to mitigate this concern.
- Changes to proposed children’s centre areas will be recommended as follows (please see appendix 2f);
 1. Stocksbridge will remain unchanged.
 2. Area 10 will include Darnall, Tinsley, Manor.
 3. Area 11 will include Wybourn, Arborthorne, Norfolk Park.
 4. Area 12 will include Woodhouse, Handsworth and Woodthorpe.
 5. The area named as area 11 will remain unchanged but is now area 13.

8.2 Childcare Strategy

Summary of Key Consultation Outcomes;

- Parents at those settings which would lose childcare subsidy grants were very concerned that the childcare provision they use may close or quality may reduce.
- Parents at local authority childcare provisions are similarly concerned that or transfer from local authority control will result in closure or reduced quality.
- Working families, parents of children with special or additional needs and disabilities and those in disadvantaged areas were most concerned.

Impact on recommendations made to Cabinet

Whilst it is acknowledged that there is a significant level of concern about the removal of childcare grants and the perceived closure of provision resulting from this (especially local authority nurseries), what is evident is that there is currently inequity across the city. Some areas with identified poor outcomes have not had the benefit of additional resource in relation to childcare.

This must be addressed within the proposals, acknowledging the limited funds available to provide a resource to all areas of identified need. Therefore it is essential that the local authority take up their role as market facilitator in a responsible and fair way. The local authority will ensure that there is sufficient, good quality, locally accessible childcare that meets the needs of all children, including those with special educational needs and disabilities, in all areas of the City.

After consideration of the consultation findings and taking into account the results of detailed Equality Impact Assessments the following actions will be recommended to Cabinet;

- “To cease childcare subsidy grants to 20 providers in the Private Voluntary and Independent and statutory sector on 31st March 2013”.

- “That the local authority will offer to continue to work with these providers, on an individual basis, over a three month period to give them support to develop their business plans for their organisation to help them become sustainable. These plans should include financial forecasts, management costs, staffing structures and ways to develop flexible and accessible services to children and families and assist in seeking other forms of income”.
- “To transfer the management and delivery of 7 Local authority nurseries, by continuing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the childcare market. In line with local authority employment policies and negotiation with trade unions in order to retain qualified staff across the sector”.

Additional Information

- We will ensure that information is available through a multimedia approach for all parents to enable them to access good quality childcare

8.3 Improving the Quality of Early Years Provision

Summary of Key Consultation Outcomes;

- Respondents felt that Ofsted already provide sufficient assessment and that further measures to introduce a new quality framework including monitoring and assessment are unnecessary.
- Quality is of high importance and people feel that all providers of 2, 3 and 4 year old Free Early Learning places must comply with the code of practice and achieve a good or outstanding judgement from Ofsted.
- A non –bureaucratic framework that enables settings and childminders to share good practice and an audit tool for practitioners would be welcomed.
- All settings should take responsibility for promotion of the SENCO and ENCO responsibilities and children with special educational needs and disabilities should have access to a setting in their local area which can meet their needs.

Impact on recommendations made to Cabinet

After consideration of the findings the following actions will be recommended to Cabinet;

- The in principle proposal to develop a revised action plan for a quality framework will be recommended however; this should be changed in line with comments from the consultation. The recommendation is;

“To develop a revised action plan for a quality framework and make this available to all providers in line with comments from the consultation and in recognition of the Government proposals for Improving Quality and Changes to Regulatory Regime outlined in the DfE publication ‘More Great Childcare’, and the Government Bill, Children and Families Bill 2012-13 (first reading House of Commons, 4 February 2013.”

Additional Information

- References to expanding the Charter for Quality and increased monitoring will be removed. Instead ;
- A framework will be made available for settings and childminders which enables them to share good practice and set standards for self-evaluation with a minimum level of bureaucracy.
- An audit tool will be offered for providers to access which is user friendly and gives scope for settings to improve, to be supportive and prepare for Ofsted.
- We will ensure that all providers of 2, 3 and 4 year old FEL are aware of and comply with the code of practice, and achieve good or outstanding Ofsted judgements.
- We will encourage all settings to take responsibility for the promotion of the SENCO and ENCO responsibility.
- We will support all children with SEN and disabilities and ensuring they have the opportunity to access a setting in their local areas, which can meet their needs.

8.4 Development of a new procurement process for delivery of high quality support services

Summary of Key Consultation Outcomes;

- Whilst services need to be targeted to vulnerable families, all families need access to some services.
- Current providers raised concerns about continuity of services from 1st April.

Impact on recommendations made to Cabinet

In considering the recommendation, we have taken into account the feedback from the consultation as well as the principles of the renewed national and local "Compact". This aims for local authorities and local organisations to work together for the benefit of communities and is set out in the Best Value duty.

- The in principle proposal not to renew existing contracts will still be recommended and the proposal is;
 - "That existing contracts with the providers set out in appendix 2 of the Cabinet report are not renewed. Time limited transitional arrangements to be put in place based on service demand and to accommodate Procurement Employment Legislation where applicable".
 - "That specifications for procurement of targeted services required to fulfil the Council's statutory duties will be developed"

However in response to consultation feedback;

- The recommendation has been amended to include development of time limited transitional arrangements for services that are still required. These transitional arrangements will be developed together with current service providers. These will be based on service

- New specifications will take account of consultation feedback about availability of good quality support services for families.

What happens next?

The feedback from this consultation and the revised recommendations will be considered by Cabinet on 27 February 2013 when the final decisions will be made and the Cabinet report will be publically available on the City Council's website. The results will also be communicated to providers and families through a variety of methods.

Appendix 1a

Have Your Say on the Proposed New Children's Centre Areas In Sheffield

We are consulting on the reorganisation of children's centre areas from the current 36 to 17 larger areas. Please read the background information concerning this proposal before giving your views.

SECTION 1

YOUR VIEWS ON THE PROPOSED NEW CHILDREN'S CENTRE AREAS

1. Do you agree that the Council should make sure that all families have access to children's centre services / activities?

- Yes
- No
- Not sure
- Don't have an opinion

2. Do you agree that the best way of reaching all families is by providing outreach services across the areas (by 'outreach', we mean activities in other buildings across the area)?

- Yes
- No
- Not sure
- Don't have an opinion

3. Do you agree with your proposed new children's centre area (see table)?

- Yes
- No
- Not sure
- Don't have an opinion

4. Do you agree that we should focus our resources on encouraging those families who need support (but don't currently use our services) to attend?

- Yes
- No
- Not sure
- Don't have an opinion

5. Do you agree that we should make more effective use of resources, for example through sharing management and facilities across children's centre areas?

- Yes
- No
- Not sure
- Don't have an opinion

6. We are interested in your views. Please use the space below to add any other comments and/or to tell us what you think about the needs of a specific area. We are also interested in hearing about any ideas you may have for the reorganisation of children's centre areas for the city.

SECTION 2 ABOUT YOU

The questions in this section are optional but will enable us to analyse responses from different groups within the community and also help us to ensure that we consult a representative sample of service users and providers.

6. Are you answering these questions as... (Please tick all that apply.)

- Someone who uses early years services (e.g. parent or carer)
- Someone who does not use early years services
- Provider - Private
- Provider - Voluntary / Independent
- Other (e.g. other practitioner, local authority staff, etc)

8. If you are a service user, please tell us the first part of your postcode, e.g. S4

8. Do you currently use any of the following early years services? (Please tick all that apply.)

- Childminder
- Nursery (Private, Voluntary or Independent)
- School Nursery
- Playgroup
- After-school Club
- Advice and Information
- Midwifery
- Health Visiting
- Play and Stay
- Family Support
- Childcare
- Family Learning
- Other
- I don't currently use early years services

9. If you are a parent or carer of a child or children aged 5 or under, please tell us the age(s) of your child / children?

- Under 2
- 2
- 3
- 4
- 5

10. Do any of these children have an identified learning need or disability?

- Yes
- No
- Not sure
- Prefer not to say

11. How would you describe your ethnicity?

- White (Go to Question 13)
- Asian or Asian British (Go to Question 14)
- Other Ethnic Group (Go to Question 15)
- Mixed / Dual Heritage (Go to Question 16)
- Black / African / Caribbean or Black British (Go to Question 17)

12. Are you...

- English / Welsh / Scottish / British / Northern Irish
- Irish
- Gypsy/ Irish Traveller
- Roma
- Other European
- Other white background

13. Are you...

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Other Asian background

14. Are you...

- Yemeni
- Other Arab
- Other ethnic group

15. Are you...

- White and Black Caribbean
- White and Black African
- White and Asian
- Other mixed background

16. Are you...

- Caribbean
- Somali
- Other African background
- Other Black background

Thank you for taking the time to give us your views. We value your opinions and will take them into account as far as possible. A summary of the outcomes from this consultation together with a copy of the final cabinet report will be available on our website during March 2013.



HAVE YOUR SAY ON THE PROPOSED NEW CHILDREN'S CENTRE AREAS

We are consulting on proposed changes to the way in which children's centres are organised in the city. This is one element of a wider consultation on the redesign of early years provision. Further information can be found on our website: www.sheffield.gov.uk/earlyyearsreview

Why do things need to change?

Over the past few years Sheffield City Council has developed children's centres by splitting the city into 36 children's centre areas. Each area has a building which is the main site for the delivery of the services by that children's centre.

The children's centres offer services and information for children under five years old and their families either within those buildings or somewhere else in the area. These services include:

- Integrated early education and childcare
- Family and parenting support
- Child and family health services
- Help for parents/carers to access work and training

Since these areas have been developed, we have had a change in government. The current coalition government have made changes to the requirements of a Children's Centre so that the local councils can be given more freedom to tailor the services to meet the needs of the local community. The government wants to make sure that councils have the flexibility to improve the life chances of disadvantaged children by freeing up children's centres so they focus their services on families that will benefit the most.

In addition to this, we are experiencing a recession and there has been a large reduction in the amount of money that is given to Sheffield City Council from central government as part of their own spending review.

Sheffield has some difficult decisions to make on how to reduce its spending over the coming years. As part of this we need to take into account the changes to children's centres and rethink and redesign the way we organise them across the city.

What we do now

Sheffield currently delivers children's centre services in 36 children's centre areas. Each of these areas has a building which is the main site for the delivery of services.

See attached map.

What we are proposing to do?

We plan to redesign the number of children's centre areas from 36 to 17. These 17 areas would still cover the whole city but would be larger than the existing ones. Each area would have one main building which would deliver services for children and families. Each area would then identify other buildings where services can be delivered within easy reach.

The attached table shows the 17 proposed children's centre areas, together with the existing children's centre areas which will be incorporated.

What will these changes mean for you?

- We would have 17 main buildings rather than the current 36. This could mean that the main building is different to the one you use now. However the number of buildings we deliver activities from e.g toddler groups, health drop-ins should increase.
- The services that you use at the moment might move to a different location in the area. This is because there will be more opportunities to provide activities in other buildings across the area (we call this out-reach).
- Services will be better targeted to meet the needs of the local community and, in particular, vulnerable families
- In time, the services on offer will alter to ensure that we are always meeting the changing needs of your community
- The children's centre that you currently use may no longer be the main site for the area. But it may be used for delivering other services based on local need
- We will be able to help the council save money without parent's losing any services.

What will these changes mean for providers?

- Simpler management and governance arrangements
- We will manage and be accountable for all centres
- Existing providers will have the opportunity to tender for services provided in children's centre areas through a fair procurement process
- Arrangements for funding premises and administration will be reduced to make efficiency savings
- Services will be targeted to the most vulnerable families

What has happened so far?

A Cabinet Paper was presented to elected members on 12 December 2012 which included the proposal to reorganise children's centres.

The Cabinet agreed the proposal in principle which means we can now consult with those that we think might be affected. We would like to ask your opinions through a short questionnaire.

What will be done with the outcomes of the consultation?

A summary of the outcomes from this consultation together with a copy of the final cabinet report will be available on our website during March 2013. The final proposals will be submitted to cabinet for approval.

It will be necessary to make a reduction in the number of children's centre areas, but this does not mean a reduction in services. Your views will inform the final proposal, including the number of areas.

We need to receive your comments by **31 January 2013**. The final proposals will be submitted to cabinet for approval.

Appendix 1b

Have Your Say on the Childcare Strategy

We are consulting on proposed changes to the way in which childcare is delivered in the city. Please read the background information concerning this proposal before giving your views.

SECTION 1 YOUR VIEWS

1. Do you agree that we should focus available resources on the most vulnerable children and stop the subsidy allocated to a small number of childcare providers in the city?

- Yes
- No
- Not sure
- Don't have an opinion

2. Do you agree that the Council should no longer be a childcare deliverer and focus our resources on advising and facilitating the sustainability of Private, Voluntary & Independent sector and schools?

- Yes
- No
- Not sure
- Don't have an opinion

3. We are interested in your views. Please use the space below to add any other comments or make any suggestions for the Childcare Strategy.

SECTION 2 ABOUT YOU

The questions in this section are optional but will enable us to analyse responses from different groups within the community and also help us to ensure that we consult a representative sample of service users and providers.

3. Are you answering these questions as... Please tick all that apply.

- Someone who uses early years services
- Someone who does not use early years services
- Provider - Private
- Provider - Voluntary / Independent
- Other (e.g. other practitioner, local authority staff, etc)

5. If you are a service user, please tell us the first part of your postcode, e.g. S4

7. Do you currently use any of the following early years services? Please tick all that apply.

- Childminder
- Nursery (Private, Voluntary or Independent)
- School Nursery
- Playgroup
- After-school Club
- Advice and Information
- Midwifery
- Health Visiting
- Play and Stay
- Family Support
- Childcare
- Family Learning
- Other
- I don't currently use early years services

8. If you are a parent or carer of a child or children aged 5 or under, please tell us the age(s) of your child / children?

- Under 2
- 2
- 3
- 4
- 5

9. Do any of these children have an identified learning need or disability?

- Yes
- No
- Not sure
- Prefer not to say

10 How would you describe your ethnicity?

- White (Go to Question 10)
- Asian or Asian British (Go to Question 11)
- Other Ethnic Group (Go to Question 12)
- Mixed / Dual Heritage (Go to Question 13)
- Black / African / Caribbean or Black British (Go to Question 14)

11 Are you...

- English / Welsh / Scottish / British / Northern Irish
- Irish
- Gypsy/ Irish Traveller
- Roma
- Other European
- Other white background

10. Are you...

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Other Asian background

11. Are you...

- Yemeni
- Other Arab
- Other ethnic group

12. Are you...

- White and Black Caribbean
- White and Black African
- White and Asian
- Other mixed background

13. Are you...

- Caribbean
- Somali
- Other African background
- Other Black background

Thank you for taking the time to give us your views. We value your opinions and will take them into account as far as possible. A summary of the outcomes from this consultation together with a final cabinet report will be available on our website during March 2013.



HAVE YOUR SAY ON THE CHILDCARE STRATEGY

We are consulting on proposed changes to the way in which childcare is delivered in the city. This is one element of a wider consultation on the redesign of early years provision. Further information can be found on our website: www.sheffield.gov.uk/earlyyearsreview

Why do things need to change?

Following a review of early years services in 2011/12, a number of proposals were made in order to improve outcomes for the very youngest children. In March 2012, the outcome of this review was presented at Cabinet, summarising 3 areas to take forward:

- Better services for children and families
- Improving the quality of early years provision
- Developing innovative childcare

Also, the Government no longer requires, or provides, funding for children's centres to provide childcare. It is expected that the wider childcare market will meet the demands of working parents and those in training. Any childcare subsidy in the future will be for the most vulnerable children, regardless of the organisation or setting.

What we do now

Sheffield offers a range of childcare options. Many families use 'informal' childcare, such as family and friends. The Council's duties, however, mainly relate to 'formal' (registered or school-based) childcare. Formal childcare is the focus of this strategy. This type of childcare is delivered by many different organisations across the Council's nurseries and Private, Voluntary and Independent (PVI) settings. There is also a strong childminding and home-based childcare sector in Sheffield.

We have to ensure:

- That enough Free Early Learning (FEL) is available to allow every eligible child to gain a place
- That there is enough childcare for children aged 0-14 years (and up to 18 years old, where children have a disability or special educational need)
- That parents can access childcare, allowing them to work or train

We also have to:

- Carry out a Childcare Sufficiency Assessment (CSA) on a regular basis

We are committed to ensuring fair access to childcare for parents and their children across Sheffield. Funding attached to childcare for FEL is set by government. All early years providers receive the same allocation of funding. Hourly rates for paid-for childcare over and above FEL are set by each individual provider.

We also currently provide subsidy grants to 20 providers. This is a small percentage of the overall number of providers in the city. These grants were originally intended to be short-term – for settings to develop their business; however, it is no longer fair or appropriate for us to allocate funding in this way.

What we are proposing to do

We plan to stop providing grants currently allocated to 20 childcare providers (16 in the Private, Voluntary and Independent sector and 4 in the statutory sector).

Following the review of the 7 council-managed nurseries, we also propose to transfer the management and delivery of childcare provision over a period of time to schools and PVI settings.

What will these changes mean?

For those who receive childcare services...

- Better information and advice about access to childcare will be available
- Where management of nursery provision changes, this should not impact on service delivery and users of services will be informed about any changes in advance
- Providers who can no longer continue or who need to reduce childcare provision will need to inform us so we can support parents with transition to new settings
- Support will still be available to parents and carers where there is a need for emergency childcare due to crisis circumstances

For those who provide childcare services...

- Increased fairness and transparency regarding funding allocation across the sector
- If the proposal is approved, we will work with those settings whose subsidy ceases to help them with their business planning, to maximise the FEL for 2, 3 and 4 year olds and signpost them to other available funding
- We will become a commissioner rather than a deliverer of services, giving more opportunities for the Private, Voluntary and Independent sector within the childcare market. Where there is impact on staff, there will be a separate consultation process which will be supported

- There will be more scope to establish formal partnerships across childcare organisations to support sustainability
- Where providers decide to stop delivering childcare, there will be support for parents to find alternative provision

What has happened so far?

A Cabinet Paper was presented to elected members on 12 December 2012 which included the proposal to review our childcare strategy.

The Cabinet agreed the proposal in principle which means we can now consult with those that we think might be affected. We would like to ask your opinions through a short questionnaire.

We value your opinions and will take these into account as far as possible but may not be able to take on board all the comments you make. It is necessary to review the current system, however your views will inform the final proposal for the childcare strategy.

We need to receive your comments by **31 January 2013**. The final proposals will be submitted to cabinet for approval.

Appendix 1c

Have Your Say on the Quality Improvement Model for Childcare Providers in Sheffield

We are consulting on the proposal to introduce a Quality Improvement Model which would involve settings being audited by the Council to ensure they are providing high quality services which meet children's needs. Please read the background information before giving your views.

SECTION 1 YOUR VIEWS

1. Would you welcome our proposal to introduce a Quality Improvement Model? This would involve us auditing early years settings to ensure they are providing high quality services which meet children's needs.

- Yes
- No
- Not sure
- Don't have an opinion

2. Do you agree that all providers including childminders should be expected to achieve the standard required by the Council under its 'Quality Charter'?

- Yes
- No
- Not sure
- Don't have an opinion

3. Do you agree that all providers should ensure access to a special needs coordinator and equality needs coordinator? This could be either in its own setting or through referral to another provider.

- Yes
- No
- Not sure
- Don't have an opinion

4. We are interested in your views. Please tell us if you have any other ideas for a Quality Improvement model.

SECTION 2 ABOUT YOU

The questions in this section are optional but will enable us to analyse responses from different groups within the community and also help us to ensure that we consult a representative sample of service users and providers.

4. Are you answering these questions as... (Please tick all that apply.)

- Someone who uses early years services (e.g. parent or carer)
- Someone who does not use early years services
- Provider - Private
- Provider - Voluntary / Independent
- Other (e.g. other practitioner, local authority staff, etc)

6. If you are a service user, please tell us the first part of your postcode, e.g. S4

7. Do you currently use any of the following early years services? (Please tick all that apply.)

- Childminder
- Nursery (Private, Voluntary or Independent)
- School Nursery
- Playgroup
- After-school Club
- Advice and Information
- Midwifery
- Health Visiting
- Play and Stay
- Family Support
- Childcare
- Family Learning
- Other
- I don't currently use early years services

8. If you are a parent or carer of a child or children aged 5 or under, please tell us the age(s) of your child / children?

- Under 2
- 2
- 3
- 4
- 5

9. Do any of these children have an identified learning need or disability?

- Yes
- No
- Not sure
- Prefer not to say

10. How would you describe your ethnicity?

- White (Go to Question 11)
- Asian or Asian British (Go to Question 12)
- Other Ethnic Group (Go to Question 13)
- Mixed / Dual Heritage (Go to Question 14)
- Black / African / Caribbean or Black British (Go to Question 15)

10. Are you...

- English / Welsh / Scottish / British / Northern Irish
- Irish
- Gypsy/ Irish Traveller
- Roma
- Other European
- Other white background

11. Are you...

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Other Asian background

12. Are you...

- Yemeni
- Other Arab
- Other ethnic group

13. Are you...

- White and Black Caribbean
- White and Black African
- White and Asian
- Other mixed background

14. Are you...

- Caribbean
- Somali
- Other African background
- Other Black background

Thank you for taking the time to give us your views. We value your opinions and will take them into account as far as possible. A summary of the outcomes from this consultation together with a copy of the final cabinet report will be available on our website during March 2013.

HAVE YOUR SAY ON THE QUALITY IMPROVEMENT MODEL FOR CHILDCARE PROVIDERS IN SHEFFIELD

We are consulting on proposed changes to the way in which childcare is delivered in the city. This is one element of a wider consultation on the redesign of early years provision. Further information can be found on our website: www.sheffield.gov.uk/earlyyearsreview

Why do things need to change?

Following a review of early years services in 2011/12, a number of proposals were made in order to improve outcomes for the very youngest children. In March 2012, the outcome of this review was presented at Cabinet, summarising 3 areas to take forward:

- Better services for children and families
- Improving the quality of early years provision
- Developing innovative childcare

50% of children in Sheffield do not currently reach the expected attainment level at the end of the foundation stage. Although the gap between the lowest achievers and those performing at an average rate is narrowing, it is still significantly below our neighbouring cities and the national average.

High quality early years provision is the best way to reduce inequalities of attainment between young children. This can be achieved by ensuring that every setting provides high quality play and best practice within a setting which supports the needs of children from diverse communities and with special needs.

What we are proposing to do

We propose to implement a Quality Improvement programme for all Early Years settings, by introducing an audit tool and expanding the Sheffield Quality Charter. These measures will help early years providers to improve skills, knowledge and competencies. We want to encourage all early years providers to sign up to this programme and to sign up to the Quality Charter.

What will these changes mean?

For those who receive services...

- Confidence that services will be high quality, regardless of the setting they choose
- Information on standards and accessibility will be available for parents to use when they are choosing childcare

- Children with individual needs will be supported in whichever setting parents choose
- We will carry out a quality audit on all settings and encourage all providers to achieve the Quality Charter

For those who provide services...

- Support to improve quality and standards
- Improved OFSTED results
- Opportunities to achieve the Quality Charter
- A quality audit carried out by the Council, which will support settings to improve

What has happened so far?

A Cabinet Paper was presented to elected members on 12 December 2012 which included the proposal to introduce the Quality Improvement Programme.

The Cabinet agreed the proposal in principle which means we can now consult with those that we think might be affected. We would like to ask your opinions through a short questionnaire.

We value your opinions and will take these into account as far as possible but may not be able to take on board all the comments you make. The review of the quality in early years will be taking place, however your views will inform the development of the new framework.

We need to receive your comments by **31 January 2013**. The final proposals will be submitted to cabinet for approval.

Appendix 1d

Have Your Say on How We Will Deliver High Quality Support Services

We are consulting on proposed changes to the way in which early years services are commissioned, contracted and funded. Please read the background information before giving your views.

SECTION 1 YOUR VIEWS

- 1. Should we introduce a system which gives the opportunity for both large and small organisations to tender for services and provides good value for money?**

- Yes
- No
- Not sure
- Don't have an opinion

- 2. Should we adopt a more targeted approach to funding to ensure the needs of the most vulnerable families are met?**

- Yes
- No
- Not sure
- Don't have an opinion

- 3. We are interested in your views. Please use the space below to add any other comments or ideas you have for making savings and providing the best value for money.**

SECTION 2 ABOUT YOU

The questions in this section are optional but will enable us to analyse responses from different groups within the community and also help us to ensure that we consult a representative sample of service users and providers.

3. Are you answering these questions as... Please tick all that apply.

- Someone who uses early years services
- Someone who does not use early years services
- Provider - Private
- Provider - Voluntary / Independent
- Other (e.g. other practitioner, local authority staff, etc)

5. If you are a service user, please tell us the first part of your postcode, e.g. S4

5. Do you currently use any of the following early years services? Please tick all that apply.

- Childminder
- Nursery (Private, Voluntary or Independent)
- School Nursery
- Playgroup
- After-school Club
- Advice and Information
- Midwifery
- Health Visiting
- Play and Stay
- Family Support
- Childcare
- Family Learning
- Other
- I don't currently use early years services

6. If you are a parent or carer of a child or children aged 5 or under, please tell us the age(s) of your child / children?

- Under 2
- 2
- 3
- 4
- 5

7. Do any of these children have an identified learning need or disability?

- Yes
- No
- Not sure
- Prefer not to say

8. How would you describe your ethnicity?

- White (Go to Question 10)
- Asian or Asian British (Go to Question 11)
- Other Ethnic Group (Go to Question 12)
- Mixed / Dual Heritage (Go to Question 13)
- Black / African / Caribbean or Black British (Go to Question 14)

9. Are you...

- English / Welsh / Scottish / British / Northern Irish
- Irish
- Gypsy/ Irish Traveller
- Roma
- Other European
- Other white background

10 Are you...

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Other Asian background

12. Are you...

- Yemeni
- Other Arab
- Other ethnic group

14. Are you...

- White and Black Caribbean
- White and Black African
- White and Asian
- Other mixed background

15. Are you...

- Caribbean
- Somali
- Other African background
- Other Black background

Thank you for taking the time to give us your views. We value your opinions and will take them into account as far as possible. A summary of the outcomes from this consultation together with a final cabinet report will be available on our website during March 2013.



HAVE YOUR SAY ON HOW WE WILL DELIVER HIGH QUALITY SUPPORT SERVICES

We are consulting on proposed changes to the way in which childcare is delivered in the city. This is one element of a wider consultation on the redesign of early years provision. Further information can be found on our website: www.sheffield.gov.uk/earlyyearsreview

Why do things need to change?

Following a review of early years services in 2011/12, a number of proposals were made in order to improve outcomes for the very youngest children. In March 2012, the outcome of this review was presented at Cabinet, summarising 3 areas to take forward:

- Better services for children and families
- Improving the quality of early years provision
- Developing innovative childcare

Also, in response to government policy, funding and feedback from earlier consultations, we need to:

- Look at the way that early years services are contracted and funded to ensure they are relevant to current service demands and meet the needs of the most vulnerable families. Services must also provide value for money
- Review our commissioning processes and develop a new framework so that both small and large organisations have a fair opportunity to tender for services

What will the changes involve?

Proposals will include:

- A more targeted approach to funding to ensure the needs of the most vulnerable families are met. This will mean some redistribution of resources which currently support services such as childcare
- Improving access to services, quality and value for money
- Providing greater opportunities for smaller voluntary and community organisations to tender for services, along with larger organisations and charities which specialise in working with complex families
- An increased focus on more vulnerable families with children under 5

We will consult through the local Multi-Agency Allocation Meetings (MAAMs) to determine the services required to meet the future needs of families. Following this consultation:

- A service specification for a range of family support services will be developed with input from current service providers
- Current contracts will not be renewed
- A new commissioning framework will be put in place

What will these changes mean?

For those who receive services...

- Services will be more responsive to individual families' needs with a focus on vulnerable children and families
- Services will be delivered at a point when families need them
- Families will have more choice of which services they may want to access
- Public funding will be used more effectively

For those who provide services...

- Those organisations who currently deliver services will be able to help develop the new specification for service delivery and tender for these through a fair process
- Those organisations whose contracts end will be offered advice and information to help them attract alternative funding
- The monitoring process will support organisations to achieve required standards of service

What has happened so far?

A Cabinet Paper was presented to elected members on 12 December 2012 which included the proposal to review the current procurement process for services.

The Cabinet agreed the proposal in principle which means we can now consult with those that we think might be affected. We would like to ask your opinions through a short questionnaire.

We value your opinions and will take these into account as far as possible but may not be able to take on board all the comments you make. The review of the current procurement process has to take place, however your views will inform the development of the new framework.

We need to receive your comments by **31 January 2013**. The final proposals will be submitted to cabinet for approval.

Children's centre areas

Area	Geographical areas covered	Existing Children's Centres that will be incorporated
1	Stocksbridge	<ul style="list-style-type: none"> Stocksbridge Children's centre
2	High Green/Chapelton/Ecclesfield/Grenoside	<ul style="list-style-type: none"> Angram Bank Children's Centre, (Angram Bank school) Chapelton Library and Children's Centre (Also parts of Monteny and Chapelton)
3	Parson Cross/Foxhill/Colley	<ul style="list-style-type: none"> Early Days Children's Centre, Palgrave Road Foxhill Children's centre, (Foxhill Primary School) Monteny Children's centre (Monteny Primary School)
4	Southey/Shirecliffe/Longley	<ul style="list-style-type: none"> The Meadows Children's Centre, Shirecliffe
5	Stannington/Hillsborough/Middlewood	<ul style="list-style-type: none"> Shooters Grove Children's Centre, (Shooters Grove Primary School) Hillsborough Children's Centre (Hillsborough Primary School)
6	Walkley/Netherthorpe/Upperthorpe/Crookes	<ul style="list-style-type: none"> Primrose Children's Centre, (LA Maintained Nursery)
7	Brightside/Wincobank/Shiregreen	<ul style="list-style-type: none"> Shiregreen Children's Centre, (Shiregreen) Brightside Children's Centre (Brightside N I School)
8	Firth Park/Stubbins	<ul style="list-style-type: none"> First Start Children's Centre, (Firth Park –LA maintained nursery)
9	Burngreave/Firvale/Wensley	<ul style="list-style-type: none"> Burngreave Children's Centre, (LA Maintained nursery) Owlerbrook (Owlerbrook Primary School)
10	Darnall/Tinsley/Woodhouse/Handsworth	<ul style="list-style-type: none"> Darnall Children's Centre Tinsley Children's centre Woodhouse Children's Centre (Primary School) Handsworth Children's centre (Community Nursery)
11	Birley/Hackenthorpe/Beighton/Intake/Charnock/Crystal Peaks	<ul style="list-style-type: none"> Birley Children's Centre (Community nursery school) Beighton Children's Centre (Beighton NI School) Charnock Children's Centre (Charnock hall primary School) Halfway Children's Centre
12	Woodthorpe/Wybourn/Manor	<ul style="list-style-type: none"> Wybourn Children's Centre (Wybourn Community primary school) Woodthorpe Children's Centre Manor Children's Centre
13	Arbourthorne/Norfolk Park	<ul style="list-style-type: none"> Arbourthorne Children's Centre (Tiddlywinks centre)
14	Heeley/Hemsworth/Gleadless Valley/Meersbrook	<ul style="list-style-type: none"> Valley Park Children's Centre (LA maintained nursery) Bankwood Children's Centre (LA Maintained nursery)
15	Lowedges/Batemoor/Jordanthorpe/Norton/Greenhill/Woodseats	<ul style="list-style-type: none"> Chancet Wood Children's Centre (LA maintained nursery) (and part of Holt House)
16	Sharrow/Broomhall/Nether Edge	<ul style="list-style-type: none"> Sharrow Children's Centre, SureStart building, (Sharrow) Broomhall Children's Centre (LA maintained nursery)
17	Totley Beauchief/Bradway/Ecclesall/Crosspool/Fulwood	<ul style="list-style-type: none"> Totley Children's Centre (Totley Primary) Ecclesall Children's Centre Ecclesall infant School) Hallam Children's Centre (Hallam primary) Holt House Children's Centre (Holt House infant school)

Appendix 2

Current Contracting Arrangements

Existing Contracts	
Provider Forums/Advice Services	<ul style="list-style-type: none">• Pre-school Learning Alliance (PLA),• Out of School Network (OSN),• Sheffield Information Link (SIL),• National Day Nursery Association (NDNA),• Cultural Mentoring• Community Legal Advice Service for South Yorkshire (CLASSY)
Delivery of children's centre co-ordination and core offer	<ul style="list-style-type: none">• Action For Children,• NHS,• Manor Castle Development Trust• SOVA• Shelter• Family Action• Family Development Project• Homestart

2 November
2012



Appendix 3 - Children's Centre Areas and Named Main Sites

Area	Geographical areas covered	Named Ofsted registered Children's Centres (a statutory process will be carried out to confirm changes)	Existing Children's Centre site's that will continue to be used as outreach sites. We will also explore use of additional sites e.g health centres, schools across all areas
1	Stocksbridge	Stocksbridge Children's Centre STEPS	
2	High Green/Chapelton/Ecclesfield/Grenoside	Angram Bank Children's Centre High Green	Chapelton, Foxhill, Monteny**
3	Parson Cross/Foxhill/Colley	Early Days Children's Centre Parson Cross	Foxhill, Monteny**
4	Southey/Shirecliffe/Longley	The Meadows Children's Centre Shirecliffe	
5	Stannington/Hillsborough/Middlewood	Shooters Grove Children's Centre Stannington	Hillsborough
6	Walkley/Netherthorpe/Upperthorpe/Crookes	Primrose Children's Centre Upperthorpe	
7	Brightside/Wincobank/Shiregreen	Brightside Children's Centre*	Shiregreen
8	Firth Park/Stubbins	First Start Children's Centre Firth Park	First Start
9	Burngreave/Firvale/Wensley	Burngreave Children's Centre	Owlerbrook
10	Darnall/Tinsley/Manor	Darnall Children's Centre	Tinsley, Manor
11	Wybourn/Arbourthorne/Norfolk Park	Wybourn Children's Centre	Arbourthorne
12	Woodhouse/Handsworth/Woodthorpe	Woodthorpe Children's Centre*	Woodhouse, Handsworth,
13	Birley/Hackenthorpe/Beighton/Intake/Charnock/Crystal Peaks	Shortbrook *(New Children's Centre site)	Birley, Beighton, Charnock, Halfway, Crystal Peaks
14	Heeley/Hemsworth/Gleadless Valley/Meersbrook	Valley Park*	Bankwood, Holt House**
15	Lowedges/Batemoor/Jordanthorpe/Norton/Greenhill/Woodseats	Chancet Wood Children's Centre	Holt House**
16	Sharrow/Broomhall/NetherEdge	Sharrow Children's Centre	Broomhall
17	Totley/Beauchief/Bradway/Ecclesall/Crosspool/Fulwood	Still requires further exploration and consultation-possibility a health centre	Totley, Ecclesall, Hallam, Holt House**

* Subject to further local consultation

**Some current areas divided as part of reorganisation in line with usage. E.g. Foxhill, Monteny and Holt House



Sheffield City Council Equality Impact Assessment



Guidance for completing this form is available on the intranet
Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Quality Improvement Strategy

Status of policy/project/decision: New

Name of person(s) writing EIA: Julie Dale

Date: 6-2-2013

Service: Early Years

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision? To improve quality of provision across all early years sectors (Statutory, private, voluntary and independent). This will be achieved through providing access to an EYFS based Quality Audit Self evaluation tool for use with all providers and implementation of the Code of Practice for 2,3 and 4 year old Free Early Learning. The desired outcome is that settings will be more efficient, improved and prepared for Ofsted assessment .

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

There is the potential for some impact on Council Staff currently involved in existing Quality Improvement Teams, as the function of Quality Improvement Officers are reviewed. These teams are all female and the total number of staff affected would be approximately 20. The staff represent a mixed age group, but with approximately 50% of the teams being in the 50 – 60 age group.

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.” More information is available on the council website

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 The target group for this strategy is children under 5.	-Select-	Low	<p>Sheffield City Council introduced the proposals for the Quality Audit Tool based on evidenced improved quality outcomes in other Local Authorities using this tool.</p> <p>The provision of a quality audit tool will support self evaluation in all settings across the city including 2,3 and 4 year old FEL provision. A quality toolkit has been trialled in some of the satisfactory settings in the City.</p> <p>Consultation feedback demonstrates awareness of the importance of maintaining high quality provision, coupled with a clear requirement for Ofsted to exclusively determine the quality judgement. However, providers recognise the benefits of quality assurance that is equable for all types of providers and is simple and non bureaucratic.</p> <p>The Audit Tool would enable providers to self assess the quality of their own services against clear EYFS</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>criteria and independently plan to improve their service. Service users will be able to see improved environments and outcomes for children as a result of that process and Sheffield City Council will ensure parents have access to high quality provision.</p> <p>The quality audit toolkit will assist Early Year providers to be more inclusive in their practice. This will support them with the EYFS requirement that all providers have an equality policy. All providers are required to ensure that provision is accessible and inclusive of the needs of all children, their parents and carers.</p>
Disability	Positive	Low	For details of impact, see under age.
Pregnancy/maternity	Neutral	Low	For details of impact, see under age.
Race	Neutral	Low	For details of impact, see under age.
Religion/belief	Positive	Low	For details of impact, see under age.
Sex	Neutral	Low	For details of impact, see under age.
Sexual orientation	Neutral	Low	For details of impact, see under age.
Transgender	Neutral	Low	For details of impact, see under age.
Carers	Neutral	Low	For details of impact, see under age.
Voluntary, community & faith sector	Neutral	Low	For details of impact, see under age.
Financial inclusion, poverty, social justice:	Neutral	Low	For details of impact, see under age.
Cohesion:	Neutral	Low	For details of impact, see under age.
Other/additional:	Neutral	Low	For details of impact, see under age.

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

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: -Select-

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
-Select-	To monitor the effectiveness of the audit toolkit.	EYECS, by mid 2014.
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

Approved (Lead Manager): Date:

Approved (EIA Lead Officer for Portfolio): Date:

Sheffield City Council Equality Impact Assessment



Guidance for completing this form is available on the intranet
Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Reorganisation of Children's Centre areas

Status of policy/project/decision: New

Name of person(s) writing EIA: Nicola Shearstone

Date: 8th February 2013

Service: Early Years

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision? To reshape the pattern of children's centre provision to meet significant national reductions in funding, whilst providing universal coverage and services to targeted groups. This project focuses on children aged 0-5 who are a protected characteristic group.

Children's Centres offer families with children under five a range of services, information and support within their local community. The core purpose is to improve outcomes for children and their families with a particular focus on the more disadvantaged, so that children are equipped for life and ready for school. Sheffield has developed 36 children centre areas, ranging in size from 600 to 1200 children aged 0-5 years living within each geographical boundary. There is currently one main building in each area registered with OFSTED and delivering some of the services. The buildings vary greatly in size, layout, location within area and general ability to deliver the children's centre core purpose.

The targeted groups outlined in the OFSTED framework are teenage mothers and pregnant teenagers, lone parents, children in workless households, children in BME groups, disabled children and children of disabled parents, fathers and any other groups that area a priority vulnerable group in that specific area.

It is proposed that Sheffield City Council will change the children's centre boundaries across the city. The initial proposal was to reduce from 36 areas covering the entire city to 17 areas which continued to provide full city wide coverage by a children's centre. The proposal was widely consulted on throughout January 2013 and as a direct result of feedback from the consultation the proposal was revised to:

Continue the provision of full city wide coverage by designated Children's Centre areas.

To reduce the number of areas from the current 36 to 17 areas

Four Children's' Centre areas will increase in size slightly through the addition of Lower Super Output Area's but otherwise are unchanged by this proposal, these are: Primrose, The Meadows, Stocksbridge and First Start

Three Children's Centre areas are to be split into two or three new areas and will therefore no longer exist in the same geographical boundaries, these are: Holt House, Foxhill and Montenev

The remaining 29 areas are joined as a whole to other areas to establish new children's centre area boundaries.

The proposal is aiming to reduce the management and running costs for children's centres (as a result of funding reductions). Efficiencies arising from the reduced management and overhead costs will thereby help to secure services for the future; and maintaining a service that is accessible to all families, but more targeted to those in greater need.

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

TUPE may apply to the workforce of organisations with existing contracts to manage children's centres across the City. The early years workforce is predominantly female.

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." More information is available on the council website

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	<p>Children's Centres are for children under the age of 5 years and their families. Characteristics of all children and parents registering at children's centres are recorded in the Estart database. Internal profiling reports are generated to identify age profiles for individual centres. This includes data on young parents (a specific target group for children's centres). Approximately 20,000 children under the age of 5 years (62% of whole population) are now registered with a children's centre. 531 teenage parents are registered with children's centres. The proposed reorganisation of children's centres would have no impact on service users on the basis of age (i.e. age of users will remain the same). Parents of all ages will have largely the same access to services. Teenage parents are a priority group and would continue to access services as they do at present. All under 5's and their families can access children's centre services in any location across the city.</p> <p>The recent consultation highlighted that some families currently using children's centre services were concerned that they would be discriminated against if they did not fit a category of disadvantage or need. This would not be the case as universal services will continue to be accessible to all children and their families. The planned reorganisation of children's centre areas continues to cover the entire city, ensuring that all families can access a level of universal services, as well as allowing us to encourage those that do not currently access our services to do so.</p>
Disability	Neutral	Low	<p>Disabled children and parents are a specific priority user group for children's centre services. The profile of service users is recorded on the Estart database although this may not include whether a person has a disability. Currently there are 193 children registered with the children's centres in Sheffield whose parents have identified them as having a special need or disability. There are 293 parent/carers registered with children's centres who have identified that they have a special need or disability. Children and/or</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			parent/carers with a special need or disability are a target user group for children's centres and would continue to access services as they do at present. The reorganisation of children's centres would have a minimal, if any, impact on service users on the basis of disability. It is anticipated that we would continue to use the existing buildings as a main site or an outreach site. We would ensure that all adjustments that are reasonable are made to ensure that anyone with a disability had equal access and was not treated less favourably than a non disabled person.
Pregnancy/maternity	Neutral	Low	Children's centres are a universal service available to all families pre birth and with children under 5. A legal requirement is to work with our key statutory partners, for example, the NHS. Children's centres in Sheffield work closely in partnership with both midwifery and health visiting services, already delivering a range of maternity services either through our children's centre buildings or supported by children's centre staff. Sheffield LA has a central children's centre board which oversees the performance of children's centres in the city and midwifery and health visiting are members of that board. They are also represented on the advisory boards in the existing centres. The recent consultation highlighted questions from some of the health staff delivering services in the children's centre buildings, as to the future of that delivery. This was particularly related to whether they would continue to have access to the buildings that they currently use. Sheffield City Council intends to continue to using the majority of the children's centre buildings either as main sites or outreach sites for service delivery. In addition, Sheffield City Council is committed to maintaining a universal delivery of services ensuring that all families have access to a range of services locally, as well as particularly targeting resources to those with greater need. Therefore it is expected that the proposal to reorganise the children's centre areas should have a minimal impact on families wishing to receive pregnancy and maternity services.
Race	Neutral	Low	The characteristics of all children and parents registered at children's centres are recorded in the Estart database. Internal profiling reports are generated to identify customer profiles for individual centres. These include data on different BME communities who are a specific target group for children's centres. There are 5460 children from a BME background currently registered with children's centres in the city. There are 7023 carers from a BME background currently registered with children's centres. BME families will continue to be a priority group and would continue to access children's centre services as they do currently. Therefore the reorganisation of children's centre areas would have no differential impact on service users on the basis of race.

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Religion/belief	Neutral	Low	<p>The services provided by children's centres have always been targeted to all children under five and their families. Therefore children's centre services have always been underpinned by taking an inclusive approach to children and families from a range of different religious backgrounds.</p> <p>Equality and diversity is a key OFSTED requirement for the inspection of children's centres.</p> <p>Currently we do not ask families registering their children at a children's centre about their religion or belief, therefore the exact profile of service users is not currently known. Some of our children's centres are currently managed by contracted organisations who may be affiliated to a particular faith. However, all service delivery would be in line with the contracted specification and therefore faith neutral and value and celebrate all faiths. The reorganisation of services has no impact on service users on the basis of religion or faith.</p>
Sex	Neutral	Low	<p>The characteristics of all children and parents registering at children's centres are recorded in the Estart database. Internal profiling reports are generated to identify customer profiles for individual children's centres. These include data on the number of fathers accessing services (fathers are a specific target user group for children's centres). 47.5% of children under 5 registered with children's centres are female and 51.3% are male. There is 1.2% with unknown gender due to parents/carers not specifying on the registration form their child's gender. There are 19,714 female parent/carers registered with children's centres in Sheffield and 8,305 male parent/carers. Fathers will continue to be a priority group and will continue to access services as they do at present. We have set up specific groups to encourage increased participation by fathers. The reorganisation of children's centres would have no impact on service users on the basis of sex. However we recognise that women are more likely to be affected because in traditional areas women are most likely to be the main carers and users of services which may impact on their job opportunities.</p>
Sexual orientation	Neutral	Low	<p>Children's centres are for children under the age of 5 years and their families.</p> <p>It would be reasonable to assume that given a proportion of the population in Sheffield is Lesbian, Gay or Bi sexual (LGB) then a proportion of our parents and carers using our children's centres would be LGB. Children's centres are inclusive and welcoming environments and will be inclusive of parents and carers who are LGB. The reorganisation of children's centre areas would have no impact on service users.</p>
Transgender	Neutral	Low	<p>Children's centres are for children under the age of 5</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			years and their families. It would be reasonable to assume that given a proportion of the population in Sheffield is trans, then a proportion of our parents and carers using our children's centres could be trans. Children's centres are inclusive and welcoming environments to all including parents and carers who are trans. The reorganisation of children's centre areas would have no impact on service users.
Carers	Neutral	Low	The services provided by children's centres have always been targeted at children under 5 and their families/carers. Each children's centre monitors the access to services by parents and carers. However we recognise that women are more likely to be affected because in traditional areas women are most likely to be the main carers and users of services.
Voluntary, community & faith sector	Neutral	Low	Overall accountability for children's centres across the city lies with the LA. Currently three organisations have been contracted to manage and govern some children's centres in Sheffield on behalf of the LA. Two of these organisations are from the voluntary and community sector and there may some potential impact on smaller community organisations. In addition the proposal outlines the intention to bring the management and governance of all centres in house within the LA. This will have an impact on staff from those organisations and TUPE considerations will need to be considered. However, services received by children and families will not be impacted on. The intention within the proposal to outreach more into the community and use outreach venues including community venues where appropriate should enable children's centres to strengthen their relationship and partnership working with a range of providers including the voluntary, community and faith sector. There will be opportunities for involvement of this sector in aspects of early years provision via the proposed procurement process.
Financial inclusion, poverty, social justice:	Positive	Low	The characteristics of all children and parents registering at children's centres are recorded in the Estart database, however this may not include details on income. Internal profiling reports are generated to identify profiles for individual centres. This includes data on the number of households in poverty (a specific target group for children's centres). In addition centres are monitored against specific Lower Super Output areas identified as poverty areas to ensure that they encourage registration and uptake of services across those areas. There are currently 5726 families registered with children's centres that have informed the centre they are from a workless household. The proposed reorganisation of children's centres would have no impact on service users on the basis of income. Services would continue to be targeted to children under five and their families particularly those

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			living in poverty. The reorganisation of children's centres is intended to improve the ability of centres to deliver services in areas where greater need has been identified, including areas of poverty through outreach and the use of additional community venues. As services become re-focused on those in need, access may be improved for those with low/no income.
Cohesion:	Neutral	Low	<p>As part of the local authority's performance management of the children's centres, there are a range of targets which must be met including the specific focus upon the inclusion and priority of excluded groups. Children's centres would report on the qualitative and quantitative data of engaging with families in greatest need through their own self evaluation. They are monitored through OFSTED in relation to this area as well as performance management from the LA. Statutory Guidance for children's centres requires an advisory board to be established for each centre. These boards are made up of key community members, including parents, who work with the centre management team to shape the delivery of the service.</p> <p>The size of the children's centre areas will increase as part of this planned reorganisation. The majority of the existing buildings would continue to be used either as the main children's centre site or the outreach site. Services would continue to be delivered in these areas, including the use of other community venues, to capitalise on the locations and existing buildings already well used by local families. Services would be developed in locations dependent on the individual needs assessment of the areas and using the profiles made available through the LA. Centres would be encouraged to use their venues creatively to ensure that the whole community can benefit and individuals can contribute by using their own skills to benefit the children's centre, e.g. through volunteering opportunities.</p> <p>The recent consultation on this proposal to reorganise children's centre areas highlighted concerns from the public that families living in the new larger areas would not necessarily travel out of their territorial comfort zone. In addition parents expressed concerns that the transport facilities and cost would deter families from taking up services. However, this can be mitigated against through the intention to outreach services across the entire reach area to increase the ability to access where there is an identified need.</p>
Other/additional:	-Select-	-Select-	

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

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:** -Select-

Approved (Lead Manager): **Date:**

Approved (EIA Lead person for Portfolio): Bashir Khan **Date:** 14 Feb 2013

Does the proposal/ decision impact on or relate to specialist provision: no

Risk rating: Low. The consultation has informed us that there is a high level of concern from parents and providers alike who perceive that there will be a high level of risk. This is due to the misconception that the proposal will lead to closure of many children's centres and services. A communications plan is being developed to clarify what the proposal will actually mean.

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	There will be a review of the new areas in two years.	Childrens Centre Co-ordinator, by end of 2015. Monitored through Children and Families SMT (Strategic) meetings.
All groups	There will be a communications plan within each area which will address the misconceptions about impact and risk	Assistant Service Manager Children's Centres, During April 2013. Monitored through Children and Families SMT (Strategic) meetings.
-Select-		
-Select-		
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Approved (Lead Manager): Julie Ward **Date:** 18 February 2013.

Approved (EIA Lead Officer for Portfolio):

Date:

Sheffield City Council Equality Impact Assessment



Guidance for completing this form is available on the intranet

Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Childcare Subsidy Grants

Status of policy/project/decision: New

Name of person(s) writing EIA:

Date: 14 February 2013

Service: Early Years

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision?

The proposal is to discontinue Childcare Grant Funding after 31 March 2013 to 20 providers who are currently receiving childcare subsidy grants from the LA. The providers affected by this proposal are:

- Tiddlywinks - Arbourthorne
- Meadows –Southey/Shirecliffe /Early Days – Parson Cross (Action for Children)
- Fir Vale Preschool
- Watoto - Burngreave
- Ellesmere Childcare Centre -Burngreave
- Darnall Community Nursery
- Sunshine -Woodthorpe (Manor & Castle Development Trust)
- Sheffield Children's Centre
- Sharrow School Childcare
- Tinsley Parent and Childcare Centre (TPCC)
- Manor Community Childcare Centre
- Wybourn Primary School
- Early Steps – Stocksbridge
- Birley Primary School
- Handsworth Community Nursery
- Middlewood Winners -Hillsborough
- Osbourne House Nursery -Hillsborough
- Appletree Childcare -Grenoside
- Dickory Dock Nursery -Ecclesfield
- Shiregreen Children Centre (NHS)

The EIA has been carried out in three stages.

EIA Part 1. This involved a desk top analysis of various sources of information to develop a profile of the provider, the services they offer and their users. This was combined with the Childcare Sufficiency Assessment profiles and local community profile characteristics to predict the likely supply and demand for the locality. All this information was combined to complete an overview of the childcare market in each area for each of the 21 settings.

EIA Part 2. As Part 1 was a statistical desktop exercise all affected providers were invited to complete Part 2 of the EIA to enable them to fully input their perspective so that the unique characteristics and circumstance of each provision was fully considered. Each provider was given the option of meeting with Local Authority officers prior to completing Part 2 to discuss their concerns and to clarify any queries that they might have about the information required from them. They were asked to gauge the likely impact of the proposal and how this would effect them, their services and their users and to present any alternative proposals they felt the LA should consider. 19 of the 21 settings (one provider manages 2 settings) agreed to meet with the LA prior to completing Part 2. 1 provider submitted Part 2 without meeting the LA and 1 chose not to participate.

EIA Part 3. This final document brought together Parts 1 and 2 to provide an overarching EIA. and outlines the risks, the impact and indicates how the LA might mitigate for each.

This EIA is a summary of the EIA's that were carried out for each of the 20 individual providers who came under the scope of this proposal.

The data used for this EIA is based on the information returned by providers in Part 2 of their EIA indicating the number of places they were currently offering and the January 2013 census returns.

This may vary from the last Childcare Sufficiency Assessment (CSA) profiles and in many cases will be lower than the physical capacity of provision within the area.

Physical capacity will be used to identify potential places if necessary as part of the final options where a provider has indicated that they will reduce or cease their childcare provision and where this decision impacts on the Local Authorities Sufficiency Duty.

Under the Age section the users have been divided into three categories, specifically, Paid for childcare, 2 Year old Free Early Learning (2 year old FEL) and 3 & 4 year old Free Early Learning (3 & 4 year old FEL). These illustrate different users with distinctly different needs and characteristics.

This is because the Childcare Act 2006 places Duties on LA to ensure that there is sufficient childcare. Childcare is categorized under specific sections in the Act.

- Section 6, is the Duty to secure sufficient childcare for working parents
- Section 7 is the Duty to secure prescribed early years provision free of charge for eligible 3&4 year olds
- From September 2013 it will also become a statutory duty of the LA to ensure there are sufficient 2 year 15 hr places for children who meet the eligibility criteria.

As a general rule the Paid for Childcare comes under Childcare Act 2006 Section 6 and tends to support parents and carers in work or training and is often used where the extended family support network is not available.

2 year old FEL has only been available on referral until now but will be available to those 2 year olds whose family would qualify for Free School Meals from March 2013. These are families who are generally on low income or benefits.

3 & 4 year old year old FEL is a universal benefit open to all 3 and 4 year olds. As a universal benefit it is used as a stand alone benefit by non working parents and together with paid for childcare as part of the wrap around childcare by working families.

When assessing the "Risk of loss of provision" this has been concluded from an analysis of the levels of financial support that we are aware of, that the provider receives (EIA Part1), together with the information gathered from the consultation meetings with the providers and their EIA Part 2 submissions where they have indicated their intention

- **High Risk** - Is where a provider has indicated they will close
- **Medium Risk** – means that the provider has indicated partial withdrawal or is unsure about this provision in the future.
- **Low Risk** – is where the provider has indicated there will be little or no changes to services or where they are not required for the LA’s sufficiency duty.

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

There are no Council staffing implications however there may be staff implications at individual settings should they decide to reduce their provision or close. Early Years settings tend to have a predominantly female workforce.

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.” More information is available on the council website

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Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
<p>Age This proposal affects children under age 5, who are a protected group.</p>	<p>Negative</p>	<p>Medium</p>	<p>There are 4 providers who indicated they would have to close or withdraw from the childcare market;</p> <ul style="list-style-type: none"> • Sunshine Preschool , Manor and Castle Development trust (MCDT) • Early Days /The Meadows (Action for Children) • Tinsley Green Nursery (TPCC) • Shiregreen Children Centre <p>There are 7 providers who indicated they would need to reduce their services. These providers have indicated that they require time to remodel their delivery for long term sustainability but most of their services will be retained.</p> <ul style="list-style-type: none"> • Manor Community Nursery (Potential to close in 12 months) • Darnall Community Nursery(DCN) • Ellesmere Childcare Centre • Sharrow School Childcare • Watoto nursery • Fir Vale Preschool (El Nisah) • Arbourthorne Tiddlywinks <p>There are 9 providers where the provider has indicated there will be little or no changes to services or where they are not required for the LA’s sufficiency duty. These providers are either not needed for sufficiency purposes as there are plenty of places for children in that areas, or have indicated that they may require time to remodel their delivery but the proposed reduction in services should not impact on the LA’s sufficiency duty</p> <ul style="list-style-type: none"> • Handsworth Community Nursery(HCN)

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<ul style="list-style-type: none"> • Birley School Childcare • Wybourn School Childcare • Middlewood Winners • Osbourn House • Early Steps Stocksbridge • Sheffield Childrens Centre • Appletree Childcare • Dickory Dock nursery <p>IMPACT Potential shortage of 2 year old FEL and 3&4 year old year old FEL places in the following areas;</p> <ul style="list-style-type: none"> ○ Woodthorpe ○ Parson Cross/Southey Green ○ Tinsley ○ Shiregree <p>Mitigation – The local authority will ensure that it fulfils its sufficiency duty and will explore further options to address this shortage. The LA will step in to manage the transition process or support with change.</p> <p>Potential travel implications for parents and carers who may have to travel further to access childcare places.</p> <p>Parents and carers may find that additional childcare costs where they want to access childcare over and above the FEL entitlement vary across providers and areas of the City.</p>
Disability and vulnerable children	Negative	Medium	<p>Potential travel implications for children with disabilities which may be positive for parents as provision should be more locally accessible.</p> <p>Potential change of placement for some children with disabilities. This will require careful handling especially for those children with Autistic Spectrum disorders who find change very difficult.</p>
Pregnancy/maternity	Negative	Low	<p>There may be some impact where providers no longer offer 0-2 places. This may result in some parents with very young children needing to find alternative places.</p> <p>The local authority will meet its information duty by making sure alternative childcare provision e.g childminding is promoted and that parents are informed of all options. Therefore there should be</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>minimum impact.</p> <p>There may be a change of venue for accessing support sessions. Maternity services are universal and will continue to be available across the City through children's centre areas</p>
Race	Negative	Low	<p>Some carers of BME children who require childcare provision to attend ESOL classes may need to find alternative venues, there are many venues offering ESOL courses with childcare provision so there should be minimal impact.</p> <p>BME communities are a specific target group for children's centres, in some areas a high proportion of BME staff are employed and there may be some impact if settings withdraw their services in those areas.</p> <p>The local authority will monitor this situation carefully and fulfil its equalities duties.</p>
Religion/belief	Neutral	Low	<p>The Early Years Foundation Stage, requires providers to have an equality policy. All providers are required to ensure that provision is accessible for all religious groups and that any specific needs are met. All providers of FEL are bound by the Code of Practice for FEL.</p> <p>There is no known tie to any particular religious group served by these providers however it is an expectation that all provision is inclusive of all religions in line with the requirements of the FEL - Code of Practice and the Equality Act 2010.</p> <p>Whilst the information available provides no direct link between religion and deprivation it can be reasonable assumption that families from some ethnic groups are more likely though not exclusively to be aligned to a particular faith.</p> <p>National and local statistics have often indicated a link between ethnicity and deprivation. See Race section.</p>
Sex	Negative	Medium	<p>It is likely that the majority of children are primarily cared for by a female parent/carer and particularly in some traditional areas and cultures. There may be an impact on their learning and employment opportunities.</p> <p>Females, as the majority of the workforce, may be disproportionately affected by any reduction in the workforce numbers or hours.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Sexual orientation	Neutral	Low	No impact on children but it is recognised that staff and parents and carers may be from this category. It is a requirement that all providers are fully inclusive. FEL - Code of Practice and obligations under the Equality Act 2010.
Transgender	Neutral	Low	No impact on children but it is recognised that staff and parents and carers may be from this category. It is a requirement that all providers are fully inclusive. FEL - Code of Practice and obligations under the Equality Act 2010.
Carers	Negative	Medium	The majority of carers will be female. Potential lack of provision or change of venue for childcare may impact on employment and education opportunities.
Voluntary, community & faith sector	Negative	Medium	<p>The affected providers consist of;</p> <ul style="list-style-type: none"> 11 community organisations 2 large children's charity 1 NHS 3 schools 3 private companies <p>The 4 largest providers who have indicated they are at risk of withdrawing from providing childcare have in general high overheads compared to other providers and need to address their business and operational model of delivery</p> <p>Some of these providers operate in disadvantaged areas of the City. Maintaining occupancy in settings and maintaining paid for childcare may be more difficult for some organisations. The local authority will continue to target areas where take up of places is low.</p> <p>The current grant funding arrangements are not equitable across the City as the subsidy grants have only been allocated to 20 providers</p> <p>Other opportunities to be involved in the early years sector will be available through procurement of new specifications for support services.</p>
Financial inclusion, poverty, social justice:	Negative	Medium	<p>Social Inclusion – Where parents/carers are attending ESOL classes they may need to access different venues.</p> <p>There could be difficult in accessing employment and education for BME mothers and new arrivals to the City if fewer childcare places are available or there is a need to make alternative travel arrangements.</p>
Cohesion:	Neutral	Low	See above .

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Future growth	Positive	High	<p>The 2 year old FEL programme is expected to double the number of eligible children in September 2014. This will lead to pressures to create new places in the areas affected by this proposal but will also provide an opportunity for income growth for remaining providers.</p> <p>Areas identified for particular growth are;</p> <ul style="list-style-type: none"> • Manor • Shiregreen • Woodthorpe <p>The local authority will be working with the sector to encourage the market to create places for children and families in these areas</p>

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

This EIA summarises the evidence from the the desktop analysis and engagement with providers as part of developing the full EIA. Information from this which included individual EIAs for each of the 20 providers illustrates a range of potential impacts on specific communities as well as cross-cutting issues impacting on the VCF sector and social inclusion. Approaches to how we will mitigate impact are outlined in the accompanying action plan

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:** -Select-

Approved (Lead Manager): **Date:**

Approved (EIA Lead person for Portfolio): Bashir Khan **Date:** 14 Feb 2013

Does the proposal/ decision impact on or relate to specialist provision: No

Risk rating: High

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:

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Age	<p>To ensure that there continues to be sufficient Early Years provision the LA will focus on it's childcare sufficiency duty in it's role as market facilitator and advisor providing ongoing sufficiency information by;</p> <ul style="list-style-type: none"> • Assessing demand for childcare at all levels • Assessing the supply of childcare and • Analysing the gap between supply and demand • Publishing a Childcare Sufficiency Assessment document(CSA) • Keeping the childcare market informed of potential surplus places and gaps in provision. <p>Where the current level of provision is necessary to maintain sufficient childcare the LA has started and will continue to explore future options with provider including;</p> <ul style="list-style-type: none"> • Increasing their market share through expansion of the 2 year old FEL places • Offering parents the stretched offer which might allow them to increase the number of children they can accommodate and allow parents to better balanced childcare cost throughout the year. • Adopting a full year service • Reducing the wrap around element of their childcare to reduce loss making activity. • Entering into partnership with other local providers to reduce management and administration costs • Transfer to another provider. <p>In relation to transition plans there will be a need for some organisations to change their business model, staffing structures and delivery in order to move to a sustainable future. Advice and assistance will be available over a three month period to work on action plans for a sustainable future.</p> <p>Where organisations indicate that they will no longer be providing childcare services we will actively seek to manage the market in line with our sufficiency assessment. A risk assessment is in place and actions outlined to minimise any sufficiency risks in a locality and</p>	<p>Childcare Planning Team lead supported Market Management Team.</p> <p>Monthly Market management Sufficiency reporting by the Childcare Planning Team. They will continue to report to Elected members and the public through the CSA process on a regular basis.</p> <p>LA inclusion teams will support families with the transition to an alternative provision.</p> <p>The Code of Practice will ensure compliance by FEL providers</p>

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	<p>in some cases more detailed negotiations are taking place.</p> <p>Where providers have given notice of closure we are working with alternative providers to secure the service and developing action plans through a transition period with a view to securing another provider to take over</p> <p>We will work with parents and carers to ensure any changes or transitional arrangements will maintain consistency of service and support any parent's requests in seeking alternative childcare provision.</p> <p>Parents will be supported to find alternative provision and the Council will continue to ensure that they will be able to access suitable childcare which meets their needs through careful monitoring of supply and demand in the CSA. Under and oversupply of places will be managed in accordance with the Market Management Strategy</p> <p>Options and actions will be assessed and a preferred option identified to address any sufficiency issues.</p> <p>There will be a crisis fund for those families identified as needing short term support.</p> <p>We will monitor the impact of discontinuing the Childcare subsidy grants and effectiveness of the mitigations i.e . via the Children and families SMT (strategic) meetings,</p>	
Disability and vulnerable children	<p>We will consider the level of disabled / vulnerable children accessing any provision which is facing a reduction or closure. We will consider the area which these children travel from and where possible will seek out local provision.</p> <p>In addition there will be short term emergency funding available for individual children where the family are facing an immediate or short term crisis this will be identified through a Common Assessment Framework assessment. (CAF).</p> <p>The Common Assessment Framework (CAF) provides an assessment tool for professionals to use when assessing children and young people who require additional support.</p>	<p>Childcare Delivery Team</p> <p>Working with Inclusion & Learning Service inclusion officers.</p> <p>Various LA inclusion teams will support families with the transition to an alternative provision.</p> <p>The Code of Practice will ensure compliance by FEL providers</p>
Race	See AGE section	See AGE section

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Carers	See AGE section	See AGE section
VCF	See AGE section The market brief for procurement of early years services for early engagement and family support will provide opportunities for this sector. This will be available from April 2013.	See AGE section. Resources and commercial services
Financial Inc	Whilst it is acknowledged that most of the provider's additional services are interdependent on the childcare and that they bring added value in areas of EIP, social inclusion, community engagement etc. childcare and the Councils Sufficiency Duty are the principle drivers for consideration with this proposal and as part of this EIA. For providers the expansion of the 2year old FEL programme provides an opportunity to access additional funding particularly in the areas most affected by this proposal.	Childcare Planning Team lead supported by the Childcare Delivery Team and Family Information Services.
Cohesion	See Age and Financial inclusion section	See Age and Financial inclusion section
Premises	Where there is a high risk provider with premises implications the LA will work with the provider and partners to develop an appropriate resolution.	
Future demand	Future demand 2012 to 2015 The 2 yr old FEL programme will continue to expand and is expected to double in size from around 700 places in 2013 to over 1,400 places in 2014 which should assist in sustainability for providers in the future.	Childcare Planning Team All providers will be given access to information regarding the numbers and location by children centre area of 2 yr old FEL places required in 2013 and 2014.

Approved (Lead Manager): **Date:**

Approved (EIA Bashir Khan 14 Feb 2013)

Sheffield City Council Equality Impact Assessment



Guidance for completing this form is available on the intranet
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Name of policy/project/decision: Early Years Proposals

Status of policy/project/decision: New

Name of person(s) writing EIA: Andrew Smith

Date: 12/02/12

Service: Children & Families (Early Years)

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision? The proposed transfer of the management and delivery of 7 local authority maintained nurseries by completing the transfer of 3 nurseries to Schools, and to progress the transfer of the 4 remaining nurseries within the Childcare market.

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

There is a potential that as a result of this project, there may be some staff reductions or a re-designation of roles. The workforce that may be affected is predominantly female.

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." More information is available on the council website

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	<p>Provision of early years is targeted to the 0-5 age range and all providers are required by EYFSto have an Equality Policy.</p> <p>The proposal which if approved by Cabinet could see the maintained childcare provision being transferred to an alternate provider. If the outline proposal is approved by Cabinet, then proposal will be developed further.</p> <p>However, the implementation phase would take up to 2 years and is dependant on the agreed transfer arrangements. There may be staff changes which would be subject to management arrangements and the location of the provider. A full Managing employee reductons / Achieving Change process would then be followed.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>The EYFS has placed a requirement on all providers to have an Equality Policy. All providers are required to ensure that the provision is accessible to anyone with a disability or a child with SEN.</p> <p>In addition, the Equality Policy would support an inclusive environment for other protected characteristics such as different BME groups, religion and faith etc.</p> <p>It is anticipated that there will be no differential impact on the end user.</p>
Disability	Neutral	Low	For impact, see age.
Pregnancy/maternity	Neutral	Low	For impact see age.
Race	Neutral	Low	For impact, see age.
Religion/belief	Neutral	Low	For impact, see age.
Sex	Neutral	Medium	The workforce is predominantly female which may impact on their employment and opportunities
Sexual orientation	Neutral	Low	For impact, see age.
Transgender	Neutral	Low	For impact, see age.
Financial inclusion, poverty, social justice, cohesion or carers	Neutral	Low	For impact, see age.
Voluntary, community & faith sector	Neutral	-Select-	For impact, see age.
Other/additional:	-Select-	-Select-	
Other/additional:	-Select-	-Select-	

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:** -Select-

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: Medium

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
Workforce	Monitoring the effect of the changes on workforce profile and measures to support affected employees. The workforce is mainly female.	
Financial Inc	Monitoring the change to determine if there is a negative impact, if so what steps can be taken to reduce the negative impact.	
VCF	Monitoring to ensure that the changes do not adversely impact on the VCF	
-Select-		
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Approved (Lead Manager): **Date:**

Approved (EIA Lead Officer for Portfolio): **Date:**

Sheffield City Council

Equality Impact Assessment



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Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Procurement of Early Years services.

Status of policy/project/decision: New

Name of person(s) writing EIA: Julie Ward/Carol Whitaker

Date: 11-02-2013

Service: Early Years & Specialist 0-19 Services

Portfolio: Children, Young People and Families

What are the brief aims of the policy/project/decision? To implement a substantial change programme for the procurement of services for Sheffield's Early Years and Specialist 0-19 services, in order to bring them in line with Council Standing Orders. These services were previously financed via a grant funding process, the services will be going out to competitive tender for the first time in 2013-14. A number of services, currently grant funded, will not be going out to tender and the current Funding Agreements with existing providers will be de-commissioned on 31 March 2013.

Are there any potential Council staffing implications, include workforce diversity? Yes, there are some job losses anticipated within those organisations whose Funding Agreements will be de-commissioned on 31 March 2013 and there are potential TUPE implications for staff currently working for organisations whose services will be offered via the competitive tender process in 2013-14. This will be managed within the tender process. The staff profiles- reflect a predominantly female nature of the workforce...

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." [More information is available on the council website](#)

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	Positive	Low	<p>Early Years Services, Early Engagement and Family Support, are targeted at the 0-5 age range and their families, and Specialist Services are targeted at 0-19s. Offering these services for delivery via a competitive tender process, allows for more prescriptive and targeted services. It is anticipated that this will benefit all families by giving them more opportunity to access high quality services in their local areas when they are needed. Plans to improve the quality of early years provision in all settings will lead to improved outcomes for children at the end of the foundation stage. There will be an expansion of services provided to families to include more home based care which will be more flexible to families extended working patterns.</p> <p>Stakeholders indicated the need for easier and</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			friendly access to service delivery. Services aimed at the 0-19 age group will continue to be delivered city-wide ensuring access for all children and young people who require them.
Disability	Positive	Low	.All Early Years provision will continue to be inclusive and promote the Special Educational Needs (SENCO) and the Equalities Needs Coordinator (ENCO) responsibilities. Funding and provision for children and their families will be more closely tailored to their needs. This will increase staff knowledge and skills in equality of opportunity and meeting the needs of children with disabilities
Pregnancy/maternity	Positive	Low	The service aimed at pregnancy/maternity is being transferred to Public Health and will continue to be delivered. Expectant mothers will be able to continue to access all services locally...
Race	Positive	Low	All Early Years provision will continue to be inclusive and promote the responsibilities of the Equalities Need Co-ordinator (ENCO) and funding will be distributed to meet the needs of BME groups. It is the intention to ensure that services are more inclusive of diverse needs and the views of stakeholders inform service delivery.
Religion/belief	Neutral	Low	All Early Years provision is accessible for all religious groups. It is anticipated that there will be no impact on service users from this change.
Sex	Positive	Low	There is no direct impact on service users accessing the range of services; service users and workforce are predominantly female. Services will be accessible and available to both genders. There may be impact through procurement for female staff.
Sexual orientation	Neutral	Low	There is no impact on the service users. However we understand the need to ensure that all provision is equitable and recognise the different family patterns of our users.
Transgender	Neutral	Low	There is no impact on the service users. However we understand the need to ensure that all provision is equitable and recognise the different family patterns of our users.

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Financial inclusion, poverty, social justice, cohesion or carers	Positive	Low	<p>The procurement of services via the competitive tender process will contribute to the key imperatives of the Council's ambitions to tackle poverty and improve the health and well being of children across the City. The main focus will be to meet the needs of the most vulnerable families and support local communities by distributing resources where they are most needed. Evidence of need and this approach will also help to maximise resource allocation and utilisation at a time of diminishing resources. Stakeholders support the need to target resources to those families most in need.</p> <p>Access to services will be improved through the reorganisation of the children's centres so that families in poverty are able to access services locally in most cases within walking distance of their home. Poverty indicators will be taken into account when assessing tender applications and distributing available funding.</p> <p>Improved integration of services and further development of a whole family approach and whole family plan will help to reduce inequalities in child development and improve parents' aspirations, self esteem and parenting skills thus improving life chances.</p>
Voluntary, community & faith sector	Positive	Low	<p>There will be opportunities for the V C & F sectors to work in partnership across all the early years' sectors and participate as a provider on the supply list for coordinated service delivery. Stakeholders have indicated that they would support this approach.</p> <p>By opening services up to competitive tender, the V C & F sector has the opportunity to submit a bid to deliver Early Years and Specialist services.</p> <p>Current V C & F providers may face job losses due to the change in procurement of Early Years and Specialist services, and due to the de-commissioning of, mainly, provider forum Funding Agreements on 31 March 2013. These providers will be able to apply to deliver services via the competitive tender process.</p>
Other/additional:	-Select-	-Select-	
Other/additional:	-Select-	-Select-	

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

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:** No
Approved (Lead Manager): Julie Ward **Date:**
Approved (EIA Lead person for Portfolio): **Date:**
Does the proposal/ decision impact on or relate to specialist provision: -Select-

Risk rating: Low

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	The effectiveness of the revised approach will be monitored to ensure that it delivers it's aims and objectives	
All groups	There will be a communications plan which will address the misconceptions about impact and risk	
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

Approved (Lead Manager): Julie Ward **Date:**
Approved (EIA Lead Officer for Portfolio): **Date:**

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