Appendix 22

SUPPLEMENTARY INFORMATION IN RESPECT OF SAVINGS PROPOSALS CONCERNING CHILDREN'S CENTRES

1. POLICY CONTEXT

- 1.1 There is a statutory requirement to consult on significant changes to children's centres. This paper:
 - (i) reports on the outcome of the consultation on proposals to reduce children's centre services, set out in the Council's draft budget proposals for 2015/16
 - (ii) outlines amendments to those proposals arising from the consultation,
 - (iii) sets out the basis upon which the proposed savings can be made and the changes to the arrangements for current children's centres this will involve.
- 1.2 The consultation was predicated on saving being required to the Council's general fund budget for children's centres of an overall figure of £779,000 from the total children's centre budget of £2,471,000. Alternative areas of funding have been identified to fund £269,000 and reduce the actual reduction to the children's centre budget to £510,000.
- 1.3 It was proposed that scale of the original saving would be achieved by the following changes to the current model:
- Reduce the number of designated CCs from 12 to 8. The following children's centres would no longer be designated as statutory: West Hove, Cornerstone, City View and Hollingbury and Patcham. These venues would continue to be used for health visiting. Explore whether other children and family services including those provided by voluntary organisations can be delivered from children's centres.
- Provide a revised core offer in the context of the early help strategy to focus
 council resources on those families in the greatest need of support and to use
 interventions which have the best evidence for improving outcomes. Reduce
 universal groups, encourage community and family capacity by supporting
 volunteering. Reduce council funding for voluntary sector partners in line with
 the revised core offer and reduce funding for respite childcare funding.
- To transfer funding for additional Speech and Language Therapy in SCT (£47k) in Children's Centres for children under 5 and funding for Sensory Needs Service (£22k) to support deaf children under 2 to funding for special needs and disabilities to the Dedicated Schools Grant
- Detailed proposals consulted on were to merge the following Advisory Groups:
 City View with Tarner and Cornerstone and Hollingbury and Patcham with
 Hollingdean; reduce universal groups by replacing on-going baby groups with an
 eight week course and to replace on-going toddler, stay and play and jump for
 joy groups with a term long group aimed at children under two. The proposals
 included running additional groups in high need areas and supporting parent-led
 groups. The proposals also included no longer funding open access groups in

libraries run by the Early Childhood Project. There were also proposals to reduce funding for childcare places for children in need and reduce home visiting by council staff.

1.4 Following the consultation additional funding of £160,000 has been identified to reduce the overall level of savings from the children centres budget The proposed saving to the Council's general fund budget will remain at £779,000 but the proposed reduction in the actual children's centre budget will be £510,000 because of the alternative funding. This has allowed changes to be made to the proposals upon which the original savings were predicated, as detailed below. These revised proposals mean that notwithstanding the savings, under the redesign Hollingbury and Patcham, and City View will be retained as designated children's centres; Cornerstone and West Hove will be re-designated as linked sites; all designated children's centres will still offer an on-going, open-access drop in baby group and one open access stay and play group; council staff will continue to provide home based interventions for families; funding will be retained for childcare places for children with child protection and early help plans and transition funding will be offered for voluntary sector partners.

2. CONSIDERATIONS RELATING TO THE SAVINGS PROPOSED:

- 2.1 Members will wish to note the feedback to the consultation about changes to children's centres when considering the council budget proposals for 2015/16, and consider the Equalities Impact Assessment attached.
- 2.2 In the event that a saving of £510,000 to the current budget for children centres is agreed, to achieve that saving it will be necessary to redesign children's centre services as follows:
 - Re-designate West Hove Children's Centre as a linked site to Conway Court Children's Centre;
 - Re-designate Cornerstone Children's Centre as a linked site to Tarner Children's Centre
 - Merge the following Advisory Groups: City View with Tarner and Cornerstone and Hollingbury and Patcham with Hollingdean;
 - Provide open-access drop in baby groups in designated children's centres for parents/carers and non-mobile babies, but no longer run council funded eight week courses for new parents:
 - Reduce the number of open access toddler, stay and play groups and jump for joy groups, but continue to offer one on-going open access group in each designated children's centre.
 - Continue to provide additional or different groups in areas where children and families have the lowest education, social and health outcomes to reduce inequalities.
 - Actively explore increasing the role of volunteers and support parents and community groups to run additional groups themselves.
 - Support families who need most help to attend open access and referral groups in children's centres and continue to provide home based interventions where most needed.
 - Cease funding of drop-in groups in libraries from September 2015, but provide transitional funding to allow time to explore alternative options for income or delivery.

 Continue to provide childcare funding for children with child protection or early help plan, and review this approach as part of the Children's Services Value for Money programme.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The first Children Centres opened in the city in 2004. The core purpose of Children's Centres, as set out in the Government's Sure Start Children's Centre Statutory Guidance, is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in:
- child development and school readiness;
- parenting aspirations and parenting skills; and
- child and family health and life chances.
 The guidance states that a children's centre should make available both universal and targeted early childhood services either by providing the services at the centre itself or by providing advice and assistance to parents, carers and prospective parents in accessing services provided elsewhere. Local authorities must ensure that children's centres provide some activities for young children on site.
- 3.2 In Brighton and Hove there is a wholly integrated, citywide children's centre service which includes health visiting. Midwives are based in larger centres. Health visitors and midwives are funded from NHS budget are not included in the proposals for budget reductions. There are currently 12 statutory children's centres in Brighton and Hove serving a population of 14,745 children under five. Services are also provided from linked sites.
- 3.3 The children's centre proposals have been made because of the very significant savings that Brighton & Hove City Council has to find for the financial year 2015-16 and beyond. It will not be possible to provide the same level of services across the council with the proposed reduction in funding to the council budget. If savings are not made in the area of children centres, then further cuts will need to be made to other council services in addition to the savings already set out within the budget proposals. Other councils have already reduced spending on children's centres. Councils report their planned level of spending on children's services to the Department of Education. The planned level of spending for 2014/15 in Brighton and Hove on children's centres is comparatively high £75 per head compared to the national mean average of £52 and £60 for statistical neighbours

4 Results of the consultation

4.1 The public consultation was launched on 11 December 2014 and closed on 2 February 2015. The consultation was sent by email and text to Children's Centre users, and publicised on Facebook and Twitter. A flyer was distributed to children's centre users. Consultation meetings were held with all Children's Centre Advisory Groups. In addition reference was made to the proposals in the consultation concerning the council budget. There were 842 responses to the consultation questionnaire. A petition with 836 signatories (on 13 February 2015) opposing the original proposals has also been made known to the Council.

- 4.2 The consultation documents have been circulated to all members and a full report on the consultation responses, distributed to councillors as essential reading for this item. A summary capturing key outcomes of the consultation is annexed to this report. The responses to the consultation have affirmed the value placed on the services offered by the current children's centres by those who responded. The table in annex one summarises responses and comments.
- 4.3 It can be seen that the majority of responses to the consultation disagreed with the rationale and the proposals. The strongest disagreements were with the proposals to change baby, toddler/stay and play groups and groups in libraries. Half of all responders did agree that children and families who need most help should be given priority for services.

Proposed amendments to changes to children centre arising from the consultation responses

4.4 In view of the consultation responses, and having considered the equalities impact assessment appended at Appendix 2 to this report, alternative areas of funding have been identified, so as to allow a service redesign which prioritises some of the areas that respondents identified as being of the most value in delivering the aims of the children's centres.

Proposal to merge children's centres

- 4.4 In response to the consultation the proposal is to retain Hollingbury and Patcham and City View as designated children's centres.
- 4.5 The proposal to retain Hollingbury and Patcham is based on concerns that parents have expressed about the difficulty of travelling to Hollingdean. The proposal about City View is based on responses about travelling and that groups at Tarner will be over-subscribed.
- 4.6 Cornerstone will become a linked site to Tarner children's centre. Cornerstone is a community centre which runs a wide range of activities including a baby group and a voluntary pre-school. Health visitors will continue to run a Healthy Child Clinic here.
- 4.7 West Hove children's centre is based in West Hove Infant School. Baby and Stay and Play groups for the area are already delivered from Conway Court. West Hove will continue to offer a healthy child clinic, midwives clinic, and a referral group.
- 4.8 The council will also explore what other children and family services can be delivered from children's centres, including those provided by the council and voluntary sector.

Proposal to merge advisory groups

4.9 It is still proposed to merge the existing Hollingbury and Patcham and City View Advisory Groups, as these have not been well attended. Combining groups will reduce duplication and release time for Parent Involvement Workers to support volunteers, gather views from parents, support parents to attend the remaining

groups and contribute to the development of services delivered by other providers including parent led or community groups.

Proposal to change baby groups

4.10 There was strong disagreement with this proposal and attracted the largest number of comments. Responders to the consultation argued that parents were much more likely to attend universal groups and that these groups had been a life line for them. We recognise that transition to parenthood is a crucial time when all families need support and are therefore a high priority for future funding. The revised proposal is to continue to offer universal, open access groups for parents and babies who are not yet mobile. However the additional "baby and you" course for new parents in some areas will no longer run if the savings are approved.

Proposal to change stay and play / jump for joy groups

4.11 Responders strongly disagreed with this proposal. However with the reduction in funding there will not be possible for children's centre staff to run the same number of groups and do the same number of home visits, these will need to be more carefully targeted. In the past these groups were the only free provision for two year olds. Now two year olds from low income families are eligible for free childcare places. The revised proposal is provide one open access stay and play type group in each designated children's centre. The main focus of the groups will be for children under two. Children's centres will continue to support volunteers and will support parents to run additional groups themselves. Children's Centre staff will continue to provide additional or different groups in areas where children and families have the lowest education, social and health outcomes to reduce inequalities.

No longer fund the Early Childhood Project to run groups in libraries and community venues

4.12 There was strong opposition to this proposal. However to continue to run open access drop in groups in libraries would be inconsistent with the proposals for the groups described above. Therefore it is proposed only to fund these groups for the summer term to allow the Early Childhood Project time to consider alternative sources of income or whether parents could run their own groups.

To reduce home visiting

4.13 There was strong opposition to reducing home visiting by council staff. There is no proposal to change home visiting by health visitors. Council staff will continue to provide home visits for vulnerable families. However the overall amount of time available will be less because of the reduction in council staff.

To reduce childcare funding for children in need

4.14 There was opposition to this proposal. The funding is used to provide childcare for children as part of a child protection or early help plan. This will be funded from the Dedicated Schools Grant for 2015/16 The use of this funding will be reviewed as part of the Children's Services Value for Money programme.

5 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

5.1 The proposals aims to ensure that resources are targeted at the children and parents in greatest need within a robust, quality and evidenced based universal and targeted service offer.

6 COMMUNITY ENGAGEMENT & CONSULTATION

6.1 This report summarises the results of the Children's Centre consultation.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The budget for Children's Centres for 2014/15 is £2,471,000. The proposals outlined will meet the savings required in the Council general fund of £779,000. The breakdown of this figure is shown below.
- Reduction in Council funded staff (total saving of £376,000). This will reduce capacity to deliver groups and home visits.
- Alternative sources of funding (£269,000) have been agreed for the following services previously funded by the children's centre budget: Speech and Language Therapy for early years children and support for deaf children under two from the Dedicated Schools Grant (£69,000), of which £47,000 has currently only been allocated on a one-off basis in 2015/16. Childcare for children in need will be temporarily funded for 2015/16 from the Dedicated Schools Grant subject to agreement from the Schools Forum (£160,000). Performance analysis for children's centres and health visiting from Public Health (£40,000).
- Savings from Supplies and Services (£105,000) including reducing premises costs, equipment, supplies, finance support, and staff training.
- Reductions in funding for voluntary sector partners (£29,000): Early Childhood Project (£18,000) and the Brighton Unemployed Centre (£11,000)

Finance Officer consulted: Steve Williams / David Ellis 16 February 2015

Legal Implications:

7.2 Local Authorities are under a duty to secure sufficient provision of children's centres to meet local need, so far as is reasonably practicable (section 5A Childcare Act 2006).

Section 5D of the Act provides that LA's must ensure that there is consultation before either (i) making a significant change to the range and nature of services provided through a children's centre and/or how they are delivered, or (ii) closing a centre or reducing services to such an extent that it no longer meets the statutory definition of a children's centre.

Statutory guidance has been issued by the Department for Education-" Sure Start children's centres statutory guidance" (April 2013)- which local authorities must have regard to when carrying out duties relating to these centres. The guidance provides further direction as to the manner of any consultation process, requiring in particular that LA's should consult 'everyone who could be

affected by the proposed changes' and that an explanation should be included as to how the LA will continue to meet the needs of families with children under five as part of any reorganisation of services. LA's are also advised that particular attention should be given to ensuring disadvantaged families and minority groups participate in any consultations. The supplemental information contained in this document sets out how this has been complied with, and members have also been provided with a full report as to the outcome of the consultation. Members must have due regard to the EIA in reaching any decision.

Lawyer consulted: Natasha Watson 13/2/2015

Equalities Implications:

- 7.3 The original budget EIA has been updated to take account of the proposed changes and information gathered from the consultation. It is attached to this report. It will be seen that the greatest impact of the proposals are on women and pre-school children. Monitoring of services users shows that across the city some 35% of children and families using the services are BME. The largest group is White Other (13%) followed by Other Mixed (4%). Any changes in services may therefore disproportionately impact on BME groups. The service supports families living in poverty so any changes in service will impact on this group. The EIA sets out how some of these impacts can be addressed through the service redesign proposed.
- 7.4 Children's Centres will continue to be monitor equalities impacts so that remedial action can be taken if needed.

Risk and Opportunity Management Implications:

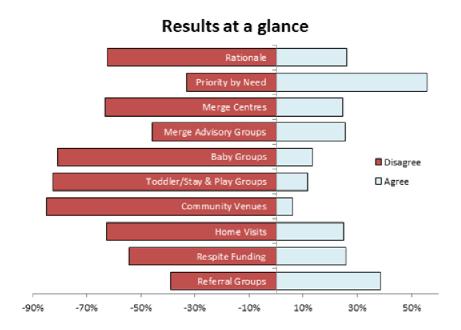
- 7.5 Risks have been considered in the development of the consultation proposals. The main risks are:
 - the revised core offer is not effective in providing sufficient early help and so increased numbers of children access social work;
 - Ensuring that the service redesign still meets the statutory functions and does not lead to requires improvement or inadequate inspection judgements by Ofsted
 - capital clawback from the Department of Education if funded premises are not used for early years purposes. There is a risk that the DfE will seek to claw back capital funding from children's centres that are no longer used for early years purposes. The proposal assumes that the three centres with substantial capital funding (West Hove and City View), will be used to deliver universal health visiting services and some reduced council funded early years services to pockets of disadvantage.

Public Health Implications:

7.6 The proposal aims to ensure that services will still be delivered for all parents and contribute to the Healthy Child Programme.

Annex 1 - Summary of the children's centre consultation responses

The graph below shows the percentage of respondents who disagree or agree with each proposal in the consultation. A detailed analysis of the response to each proposal is provided in consultation report.



The table below includes a summary of the comments made in response to the consultation. Full details are in the consultation report.

Question	Response	Top 3 comments plus those with over 50 responses
Rationale for proposals to reduce children's centre services	62% disagreed 26% agreed	Children's centres provide vital services and should not change Savings now will lead to greater costs / problems in the future Universal services are more effective and should be kept Comments on national government / council should oppose cuts
Families who need most help should have priority	56% agreed 33% disagreed	All children and families need support regardless of income. How do you define need? (Many responders assumed that need was based on whether a family was claiming benefits and disagreed with this approach) Will increase the risk of post natal depression / mental health problems and isolation.
Proposals to merge children's centres Proposal to merge advisory	63% disagreed 25% agreed 45% disagreed 26%	Difficult and expensive for families to travel further Children's centres and services should be local Do not close children's centres or specific groups in children's centres Children's Centres and services should be local. The questionnaire was hard to understand / don't understand the specific question

groups	agreed	Difficult and expensive for families to travel further
	22% neither	[Note – some responders did not know what an Advisory Group was and assumed this question was about closing
	agreed nor disagreed	children's centres or groups within them]
Change baby	81%	Universal services more effective and should be kept
groups to an	disagreed	How do you define need
8 week	13%	Group was a life line / invaluable
course	agreed	Should be drop in / flexible
		Will mean all potentially vulnerable families will not be identified
		Course too short / inflexible
		Will increase the risk of post natal depression / mental health problems and isolation.
Change on	83%	All families need support regardless of income
going stay	disagreed	Course too short / too inflexible
and play	11%	Children's Centres provide vital services and should not
groups to	agreed	change
groups		Should be drop-in / flexible
lasting one		
term No longer	85%	Don't close universal groups in community venues
run drop ins	disagreed	Supports children with reading and access to books
in libraries	6% agreed	Services should be local
and	0 70 agreea	Services should be local
community		
venues		
Reduce	63%	Do not stop home visits
home visits	disagreed 25%	Less home visiting will increase risks for vulnerable families
	agreed	Important for families who do not attend children's centres
	agreed	Remaining children's centres / groups will be over subscribed
		[Some responders thought that this question was about
Ded	5.40 /	health visitors. It refers to home visits from council staff].
Reduce	54%	Will mean worse outcomes for children
funding for childcare for	disagreed 26%	How do you define need Responders assumed the question was about childcare for
children with	agreed	working parents / free early education.
high levels of	agreed	working parents / nee early education.
need		
Proposal to	39%	More information needed about the purpose of the review
review	disagreed	Children's centres provide vital services and should not
referral and	38%	change
target groups	agreed	Agree with the proposals
Other		Children's services should be protected / cut other areas
comments		Heart-breaking/appalled/disastrous for future generations
		Do not close children's centres / groups in children's
		centres

REVISED EIA 39

1. Service Area	Early Years - Children's Centres	Impact on Service-users		
3. Head of Service	Caroline Parker			
	What budget changes are proposed? (Use the savings proposal wording and more detail if needed)			
4. Budget Proposal				
5. Summary of impacts	Highlight the main / most significant potential impacts which will need to be mitigated or avoided			

- The service supports children under five and the vast majority of adults who use the service are women. Any changes in the services may therefore disproportionately impact on these groups.
 - Monitoring of services users shows that across the city some 35% of children and families using the services are BME. The largest group is White Other (13%) followed by Other Mixed (4%). There is a variation in attendance across the city with the Tarner children's centre having the largest attendance. Any changes in the services may therefore disproportionately impact on BME groups.
- The service supports families living in poverty so any changes in service may impact on this group.

What actions will you take to reduce / avoid potential negative impacts and increase positive impacts?

- A public consultation was held on changes to the children's centre service and the proposals have been
 modified as a result of the consultation. The consultation was promoted to all parents using children's centres
 and staff encouraged families attending the Bilingual Families Groups to complete the consultation.
- Changes in children's centre services will specifically impact on children under five and their families. The revised proposals include continuing to offer open access baby and stay and play groups. The responses to the consultation said this was essential to address inequality and promote social cohesion.
- Council funded children's centres services will focus support on those families and children most at risk of poor outcomes.
- Two year olds from families on out of work benefits and working families on low incomes are entitled to free part time early education places. Around a third of children (900) are eligible.
- The increased number of health visitors working as part of the integrated children's centre service will
 increase the delivery of the universal elements of the Healthy Child Programme including the offer of
 universal reviews for children by age 1 and 2.5 to identify needs.
- The integrated model with health visiting ensures that the need of all early children and their families is assessed and the identified support is provided based on these needs taking into account protected characteristics.
- Disabled children are a targeted group for children's centre services and will continue to be supported.
- Continuing to offer Bilingual Families Groups and the MOSAIC group in children's centres.
- Children's centre will monitor equalities impacts from the revised services to take remedial action if needed.

7. Complete all three columns for each groupⁱ

6. Key actions to reduce negative impacts

Age (people of all ages)	Y	Changes in children's centre services will specifically impact on children under five and their families. Responders to the consultation argued that early years intervention is important for the best start in life and that savings here would lead to greater costs later. The revised proposals include continuing to offer open access baby and stay and play groups. The responses to the consultation said this was essential to address inequality and promote social cohesion. The current integrated delivery of the Healthy Child programme (HCP), delivered by health visitors, and the free entitlement for early education places for disadvantaged two year olds and all three and five years will continue to be delivered.	 Council funded children's centres services will continue to focus most support on those families and children most at risk of poor outcomes. Two year olds from families on out of work benefits and working families on low incomes are entitled to free part time early education places. Around a third of children (900) are eligible. The increased number of health visitors working as part of the integrated children's centre service will increase the delivery of the universal elements of the Healthy Child Programme including universal reviews by age 1 and 2.5 to identify needs. Children's centre will monitor equalities impacts from the revised services to take remedial action if needed.
Disability (having a physical or mental impairment which has a substantial and longterm adverse effect on their ability to carry out normal day-to-day activities)	N	Disabled children are a targeted group for children's centre services and will continue to be supported. Alternative funding for the Sensory Need Service to support deaf children under 3 has been agreed. Alternative funding for the Speech and Language Service has been agreed.	Actions as in age above
Ethnicity/Race (this includes ethnic or national origins, colour or nationality, including refugees and migrants; and Gypsies and Travellers)	Y	The revised proposals include continuing to offer open access baby and stay and play groups. The responses to the consultation said this was essential to address inequality and promote social cohesion. Monitoring of services users shows that across the city some 35% of children and families using the services are BME. The largest group is White Other (13%) followed	 Actions as in age above Continue to work the Ethnic Minority Achievement Service to increase the take up of two year old places by BME groups. Continuing to run Bilingual Families Group and the MOSAIC group

		by Other Mixed (4%). There is a variation in attendance across the city with the Tarner children's centre having the largest attendance. 20% (169) of responders to the consultation were from BME groups. Compared to the number of parents registered with children's centres there were slightly more responders from white other backgrounds but lower responses from other groups. The responses from BMR groups were compared with those from White British. Overall responses were similar in disagreeing to the proposals with BME groups more likely to disagree.	
Gender (both men and women are covered under the Act)	Y	Monitoring of services shows that the majority of parents using the services are women. 83% of responders to the consultation were women. Any changes to the service will impact disproportionally on women. The proposals have been revised to take account of responses to the consultation.	Actions as in age above
Gender reassignment (a transsexual person is someone who proposes to, starts or has completed a process to change his or her gender.)	N	12 respondents to the consultation (1,4%) did not identify with the gender they were assigned at birth. The integrated model with health visiting ensures that the need of all early children and their families is assessed and the identified support is provided to all families taking account of protected characteristics.	Actions as in age above
Religion or Belief (any religion with a clear structure and belief system, or any philosophical or religious belief, or lack of religion or belief.)	N	The percentage of respondents with no particular religion (42.75%) was similar to data from the 2011 census, which was 42.4%. However, the percentage of respondents who are Christian (23.83%) was significantly lower than the census (42.5%) as was the percentage of responses from Muslims; 1.4% compared to the 2.2%	 Actions as in age above Working with the Ethnic Minority Achievement Service to increase the take up of two year old places by BME groups.

		recorded in the census. The integrated model with health visiting ensures that the need of all early children and their families is assessed and the identified support is provided taking account of protected characteristics.	
Sexual Orientation (the Act protects bisexual, gay, heterosexual and lesbian people)	N	The percentage of responders to the consultation were bisexual (2%), gay men (1%), lesbian / gay men (2%). The integrated model with health visiting ensures that the need of all early children and their families is assessed and the identified support is provided to all families taking account of protected characteristics.	Actions as in age above
Child Poverty (Children and young people in families living on less than 60% of national median income before housing costs. In B&H around 22% of all children.)	Y	Families living in poverty are one of the main target groups for children's centres and will be impacted by the change in services. There will also be an impact on families on low incomes who do not qualify for free early education for two year olds.	 Actions as in age above One of the main aims of the service review is to ensure that services and resources are focused on improving outcomes for the most disadvantaged children, including expanding the free entitlement programme for 2 year olds from low income families, in line with national targets
Other groups relevant to this proposal (These groups will be specific and relevant to the service, including but not only: Carers, people experiencing domestic or sexual violence, looked after children, homeless people)	N	The service will continue to focus on improving outcomes for the most disadvantaged early years children, in line with the early help strategy. The changes to the proposals will help to ensure that all families can access universal groups which are not stigmatising. Home based interventions will continue to be offered to the most vulnerable families. Alternative funding has been identified for childcare for children in need. The service will also identify opportunities to align early years services	Actions as in age above

	more effectively with other services as part of the development of an early help service for 0-19 children.
	Are any cumulative impacts identified across your service area from proposals in other departments OR from other service areas? Please explain what these might be
8. Cumulative impacts (proposed changes elsewhere which might worsen impacts identified above)	Proposals to reduce support for childcare and review council run nursery provision will also impact on women and children under 5.