

Report to: Cabinet

Date: 4th July 2016

Report of: John Daly, Director of People

Report No:

Contact Officer:

Tele No: 2130

Report Title: **Review of Early Years and Childcare, Children's Centres, and Family Support Services**

**Confidential /
Non Confidential:**

(*Confidential Not for Publication*)

This report is exempt from publication by virtue of Paragraph 1 of Schedule 12A to the Local Government Act 1972.

Purpose:

This report sets out the proposed review, re-design and restructure of Early Years and Childcare, Children's Centres, and Family Support Services to ensure an integrated service for children and families, whilst delivering required savings and efficiencies.

Recommendations:

The Executive Cabinet Member is recommended to approve the attached report for consultation purposes with trades unions, staff and stakeholders.

Background Doc(s):

Summary:

An Executive Summary is set out within the report below which includes the following appendices:

Appendix 1 Existing Staffing Structure

- 1A – Children's Centres and Family Support Service
- 1B – Early Years and Childcare Service

Appendix 2 Proposed Staffing Structure

Appendix 3 Proposed Delivery Structure

Appendix 4 Equality Impact Assessment

Relevant Job Descriptions/Person Specifications are available on request.

1 Executive Summary

- 1.1 This review of Early Years and Childcare, Children's Centres, and Family Support services in Bolton has been aligned with the principles within the Greater Manchester Devolution Memorandum of Understanding (MoU), of which the overriding purpose is to ensure the greatest and fastest possible improvements to the health and wellbeing of the 2.8 million citizens of Greater Manchester (GM). This requires a more integrated approach to the use of existing resources, as well as transformational changes in the way that services are delivered.
- 1.2 As part of the GM life course approach to the review of services, a systematic, whole family, and whole system approach has been adopted within the Start Well, Early Years Strategy and Delivery Model, in order to improve outcomes for children from pregnancy to age five. This aims to achieve an overall increase in the number of children who are school ready, supported by highly evidence based pathways, sequenced assessments and interventions, and a place based approach to the redesign of children's services.
- 1.3 On the 10th November 2014, the Council's Cabinet approved the start of consultation on a programme of savings covering the years 2015/16 and 2016/17. The Council subsequently approved savings options in February 2015, following the December 2014 Local Government settlement, in order to meet an increased savings target of £43m for the 2015/17 period.
- 1.4 Following the significant budget reductions already made by Bolton Council, further savings will be very challenging and will result in a reduction in staffing and resources across the Department that will inevitably impact on the services provided to children, young people and adults in the Borough.
- 1.5 Significant system changes are underway nationally across children's services and the early years landscape, from proposed changes to the early education funding formula; changes to the school readiness measure; recent implementation of free places for the most disadvantaged 2 year olds and Early Years Pupil Premium for disadvantaged 3 and 4 year olds; the introduction, from 2017, of 30 hours free childcare for 3 and 4 year olds of working parents; transfer of commissioning arrangements for 0-5 public health services (including Health Visiting and Family Nurse Partnership); and the drive towards place based integrated health, social care and local authority children's services.
- 1.6 A fundamental review of Children's Centres, Family Support, and Early Years and Childcare Services has been undertaken, with a view to driving forward these reforms, and at the same time identifying savings and efficiencies.
- 1.7 The proposals set out in this report recommend the integration of these services to facilitate streamlined leadership and management; remove duplication; delete vacant posts; manage a reduction in posts through reforming service delivery (including trading some services with early years settings, schools and academies); and maximising the use of the Council's estate.

However, whilst these proposals would make the required budgetary savings, there will inevitably be a reduction in the delivery of universal services across Education and Learning and Children's Centres. As the largest element of the service budget is staffing, it is inevitable that the number of posts within the service will need to be reduced in order to meet the required savings target. Consequently, the proposals set out for consultation in this report include a reduction to the staffing establishment, whilst protecting front line posts and services to children and families.

- 1.8 The financial saving resulting from the proposals set out in this report equals £1.472m, and assumes that all the property savings are achieved. This equates to approximately 27.6% of the total current 2016/17 Budget. These proposals would see a reduction of the total establishment by 31.2 FTEs from the current 121.56 FTEs.
- 1.9 Whilst this report deals only with the funding that has historically been commissioned or managed by the Department of People (formerly the Department of Children's and Adult Services), there has been close work with other Departments across the Council to mitigate as far as possible any implications associated with this review.
- 1.10 It should be noted that the Children's Centre administration and business support staff are the subject of a separate review, namely the Cross Cutting Business Support and Administration review.
- 1.11 The Executive Cabinet Member is asked to approve the proposals contained within this report for consultation with staff, unions and other stakeholders. Following consultation, final proposals, taking into account any consultation feedback, will be brought forward for approval.

2 Introduction and Rationale for the review

2.1 The Early Years and Childcare Team and Children and Family Support Services both work to improve outcomes for children in their early years and beyond, through a support and challenge role with early years providers, and through the direct delivery of support services to children and their families. Given the GM reform and devolution agenda seeking greater integration of services on a place based approach, it makes operational sense to bring together these two services, as well as providing an opportunity to make efficiency savings.

2.2 The Early Years and Childcare Team and Children Centres and Family Support Services deliver a series of statutory functions which will continue as follows:

- The Children's Act 1989 imposes a duty on local authorities to safeguard and promote the welfare of children in need in their area by providing a range of services.
- The Child Poverty Act 2010 requires the local authority and other bodies to reduce and mitigate the effects of child poverty in local areas. Children's Centres are placed within the most disadvantaged areas of the borough and work with the most deprived children and their families.
- The Childcare Act 2006 places a number of statutory duties on the Local Authority in relation to Children's Centres.
 - Section 1: to improve the wellbeing of children under the age of five and close the gap between groups with the poorest outcomes and the rest of the borough, (with a particular focus on families in greatest need of support), in order to reduce inequalities in child development and school readiness, parenting aspirations, self-esteem, parenting skills, child and family health and life chances; to ensure Children's Centres act as a hub for the local community, building social capital and cohesion.
 - Section 3 places a duty on local authorities to make arrangements to secure early childhood services in their area which are provided in an integrated manner, in order to facilitate access and maximise the benefits of those services to young children and their parents; to take steps to identify parents or prospective parents who are unlikely to take advantage of early childhood services and encourage them to take advantage of these services; to ensure Children's Centres share expertise with other early years settings to improve quality; taking all reasonable steps to encourage and facilitate the involvement of a range of persons, including early years providers in their area.
 - Section 4 places a duty on commissioners of local health services and Jobcentre Plus (as 'relevant partners') to work together with local authorities in their arrangements for improving the well-being of young children and securing integrated early childhood services

- Section 5 places duties on local authorities to: ensure arrangements be made so that there are sufficient Children's Centres, so far as reasonably practicable, to meet local need; ensure each Children's Centre is within the remit of an Advisory Board; ensure consultation before any significant changes are made to Children's Centre provision; places a duty on local authorities, local commissioners of health services and Jobcentre Plus to consider whether the early childhood services should be provided through Children's Centres in the area. This section also provides a definition of a Sure Start Children's Centre, and what arrangements and services constitute a Children's Centre.
 - Section 98C (Part 3A): places duties on local authorities after receiving a report from Ofsted following the inspection of a Children's Centre. This includes preparing and publishing a written statement (Action Plan) setting out the action to be taken in response to the report.
 - The Apprenticeship, Skills, Children and Learning Act 2009 inserted new provisions into the Childcare Act 2006 ensuring that Children's Centres are defined in law.
- The Childcare Act 2006 places Local Authority statutory duties for early education and childcare including:
 - Section 6, which places a duty on English local authorities to secure sufficient childcare for working parents;
 - Section 7 (as substituted by section 1 of the Education Act 2011), which places a duty on English local authorities to secure early years provision free of charge including the type and amount of free provision and the children who benefit from the free provision;
 - Section 9A (as inserted by the Children and Families Act 2014). Regulations made under section 9A limit the requirements that local authorities can impose when they make arrangements to deliver early education places for two-, three- and four-year-olds;
 - Section 12 which places a duty on English local authorities to provide information, advice and assistance to parents and prospective parents;
 - Section 13, which places a duty on English local authorities to provide information, advice and training to childcare providers.
 - The Childcare Act 2016 places a new statutory duty on local authorities to secure up to 30 hours of free childcare for children aged 3 and 4 of working parents, and to publicise this childcare, which will come into effect from September 2017.
- 2.3 The review reflects the principles of the Greater Manchester Children's Services Review, the nationally recognised Child and Family Hubs model and the Families First (Troubled Families) programme. Contact, assessment and outreach services are provided for children and families 0-19, and will remain within an integrated offer.
- 2.4 The Early Years sector continues to face significant changes as a result of new government policy, including increasing the investment in early education and childcare places; a consultation on Children's Centres due in summer 2016; a consultation on

school improvement services later this year; the academisation of schools; the proposed new funding system; and a new national funding formula for schools and early years.

- 2.5 These challenges and opportunities need robust leadership, which, under these proposals, will be enhanced by bringing together the Council's Children's Centres, 0-19 Family Support, assessment and contact services and early years services, alongside commissioned 0-5 health services. Working more closely together will allow the services to continue to focus on improving the outcomes for children and their families, avoid duplication, and focus on the delivery of interventions that have an evidence base.
- 2.6 This report sets out the proposals to address these issues for the purpose of consultation with trade unions, staff and stakeholders.

3 The Services

Children's Centres and Family Support in Bolton

- 3.1 Bolton originally designated 18 statutory Children's Centres and reach areas, developed in line with Sure Start guidance and principles, ensuring that all families were within easy reach of services. Children's Centres developed from the original Sure Start Local Programmes and an Early Excellence Centre in Phase 1 of the programme, prior to the provision that was developed in Phases 2 and 3.
- 3.2 In 2011, Children's Centres successfully merged with Family Support Services, creating an integrated 0-19 years service. Children's Centres provide a safe, secure place for vulnerable families to access family support assessments and contact sessions for looked after children. The 1989 Act makes it a requirement that any child subject to a care order has reasonable contact with their family, and Children's Centres have become a valuable place for this contact. The facilities have reduced stigma for families, whilst enabling staff to keep families linked in to local services, providing a holistic family approach.
- 3.3 Following a further review in 2013, Children's Centres merged from 18 to 6 statutory Children's Centres and reach areas, whilst retaining all original buildings as linked sites for service delivery. The governance, leadership and management merged whilst retaining local provision for children and families and an integrated Children and Family Support Service.
- 3.4 Ofsted remains the regulatory body for Children's Centres. It sets the requirement for each centre to complete a multi-agency annual self-evaluation and action plan, in line with the Statutory Guidance 2013, Core Purpose 2013 and Ofsted Inspection Framework 2014. Inspections are currently suspended until September 2016, pending the proposed national consultation on the nature and purpose of Children's Centres. It is anticipated that this will see Children's Centres become embedded within the Government's Life Chance Strategy.

- 3.5 Local authorities continue to have a duty to ensure that there are sufficient Children's Centres, that the core purpose is delivered, and that statutory duties are met. These duties include ensuring that: Advisory Boards are in place; Children's Centres are effectively performance managed through annual conversations; data is provided for effective needs analysis; post inspection action plans are produced.
- 3.6 The current Children's Centres and Family Support Service delivery model comprises three district teams within the Staying Safe Division. The management team within each district ensures integrated service provision across two Children's Centre reach areas, working with statutory partners.
- 3.7 Children's Centres and Family Support Services currently have a number of functions:
- Leadership of the Children's Centre offer across the Local Authority; a performance management, support and challenge role in relation to Children's Centre provision; and Advisory boards, in line with statutory guidance and the inspection framework.
 - Direct delivery of services to families, and the co-ordination of services to secure a locality based integrated universal and targeted offer, across statutory core purpose partners and other partner agencies;
 - The effective management of Children's Centre facilities to ensure that they are a hub of the local community, working in partnership with parents and local voluntary and community groups;
 - The direct delivery of a 0-19 years outreach service to families above the statutory intervention threshold and 0-5 years below this threshold;
 - The management and provision of a contact and assessment service for children who are looked after by the Local Authority;
 - The provision of parenting services and groups to improve parenting skills and support better outcomes for children and families.
- 3.8 The current Children's Centre and Family Support Service staffing structure is set out at Appendix 1A. The service has a total establishment of 102.76 FTE (full time equivalent) employees. A total of 20.85 FTE are currently vacant.

Early Years and Childcare Service

- 3.9 The Early Years and Childcare Service sits within the Education and Learning Division. The team provides support and challenge to early years providers across all sectors, to improve outcomes for children from birth to age five, and to increase the number of children achieving a Good Level of Development (GLD) by the end of the Early Years Foundation Stage (EYFS) at age 5. This includes a support and challenge role for early education and childcare services within Bolton's Children's Centres. The two most significant early years performance indicators are the number of children judged to achieve a GLD age 5, particularly focusing on raising attainment for the most disadvantaged children, and narrowing the gap between the attainment of children eligible for Free School Meals and the rest.
- 3.10 The EYFS profile measures attainment for all children aged 5 years, and is used as a measure of school readiness. The data is currently collected and reported to the DfE, and is reported at LA, regional and national level as part of the department's annual statistical return.

- 3.11 Improving school readiness is one of the priorities within the GM reform programme. In 2015 the percentage of children achieving a GLD and judged to be school ready was 62.4% in GM compared with 66% nationally. In Bolton the percentage of children judged to be school ready in 2015 was 61%, which is lower than the GM average. In order to improve school readiness across Bolton there will need to be a continuing focus on raising attainment and narrowing the gap in attainment for the most disadvantaged children.
- 3.12 Changes to statutory assessment from 2017 are likely to introduce a new school readiness measure from which KS2 progress will be measured, and recent announcements have confirmed that further work is required to provide a reliable and consistent national baseline/progress measure for children in reception year.
- 3.13 Since 2013, the Early Years and Childcare Team has refocused its work to respond to the recent policy changes and new statutory duties for local authorities, including the expansion of childcare places for 2 year olds and 30 hours funded provision for 3- to 4-year-olds. Bolton successfully bid to be an Early Innovator to test out a delivery model for 30 hours from September 2016 in preparation for implementation from 2017. Additional short term grant funding of £120k has been received to support the testing of new childcare approaches, and has enabled increased capacity for fixed term project management and co-ordination to enable effective implementation within short timescales.
- 3.14 Ofsted is the regulatory and inspection body for all registered early years and childcare providers, childminder agencies, schools and academies. Bolton currently has 309 registered early years and childcare providers, including out of school clubs and childminders, 97 primary schools and academies, 4 nursery schools and 1 registered childminder agency. Over 90% of provision in schools and academies and 88% of private and voluntary sector provision is currently judged to be good or outstanding.
- 3.15 The early years and childcare team has a number of functions which include:
- A support and challenge role to improve quality and outcomes for all providers of early education and childcare, including Ofsted registered early years settings, childminders, children's centres, schools, academies and out of school providers, and a targeted support and monitoring role for early years providers judged by Ofsted to require improvement. A range of school improvement services are provided to schools, academies and Early Years providers on a traded basis;
 - A co-ordination role working in partnership with colleagues in the Special Educational Needs (SEN) service, Ladywood Outreach service, and the NHS to focus on improving provision and outcomes for pre-school age children with SEN and Disability;
 - A childcare planning and development role, working in partnership with colleagues in the Council's Policy, Strategy and Partnership division to ensure sufficiency of high quality early education places for 2, 3 and 4 year olds, and to respond to changes in regional and national government policy. Current priorities include increasing the take up of the free entitlement for eligible 2 year olds, delivering the early innovator project, and preparing for implementation of 30 hours free childcare

for working parents from 2017, and support for Bolton's nursery schools to develop a sustainable future business/financial model;

- Development of a part-traded Early Years Communication and Language Service, jointly funded and managed by Bolton Council and Bolton NHS, to provide a preventative and early intervention Communication and Language pathway for children and families from birth to five years, as part of the GM Early Years Delivery Model. This is currently in a 12 month trial phase to December 2016. A business model has been developed to enable this service to be sustainable from 2017, providing a traded offer of interventions, screening tools, professional development, accredited training and bespoke support for early years settings, schools and academies. It would also provide a programme of parent and child interaction groups and communication focused sessions to be delivered through children's centres and community based early years groups;
- Leadership and project management of the early adopter implementation phase of the GM early years delivery model from 2014, enabling Bolton to develop and test the GM Start Well: Early Years multi-agency pathways, assessment tools and interventions within the Oxford Grove/Heaton/Smithills areas of Bolton, working in partnership with early years settings and schools to ensure a coordinated offer from birth to 5 years. The Early Years Strategic Lead also provides an Early Years leadership role as part of the GM Reform Team.

- 3.16 The current Early Years and Childcare Service staffing structure is set out at Appendix 1B. The service has a total establishment of 19 posts, equating to 18.6 FTE (full time equivalent) employees. A total of 2 FTE posts are currently vacant.
- 3.17 A full breakdown of the existing staffing and budgets associated with both services is shown in Table 1 below.

Table 1 – Current Budgets

Post	Grade	SCP	FTE	Gross £	On costs £	Total £	EYCC £	Children Centres £	2YO £	PSR £
Staffing Budgets										
Early Years and Childcare Team										
Strategic Lead for Early Years	Soulbury advisers & Inspectors	24	1.00	60,160	19,040	79,200	79,200			
Early Years and Childcare Advisor	Soulbury advisers & Inspectors	16	2.00	103,462	32,738	136,200	102,150		34,050	
Early Education Lead Consultant	Soulbury advisers & Inspectors	13	3.60	173,218	54,782	228,000	228,000			
Early Years and Childcare Consultant	Soulbury advisers & Inspectors	8	4.00	163,097	51,603	214,700	181,750		32,950	
Communication Coordinator - EYC Consultant	Soulbury advisers & Inspectors	8	1.00	41,902	13,298	55,200	55,200			
Project Support Officer	Grade 9	41	1.00	36,019	11,381	47,400	21,100		26,300	
Childcare Professional	Grade 7	33	2.00	58,066	18,334	76,400	76,400			
			14.60	635,924	201,176	837,100	743,800		93,300	0
Children Centres										
Targeted Provision Transition Lead	Grade 11	49	1.00	43,387	13,013	56,400		56,400		
Children & Family Support Team Manager	Grade 11	49	3.00	130,161	39,139	169,300		169,300		
Head of Centre	Grade 10	45	6.00	237,960	71,540	309,500		309,500		
Children & Family Support Team Leader	Grade 8	37	8.50	273,394	82,206	355,600		355,600		
Children & Family Support Worker - Level 3	Grade 7	33	27.50	798,408	239,992	1,038,400		1,038,400		
Children & Family Support Worker - Level 2	Grade 6	29	36.50	941,170	282,830	1,224,000		1,224,000		
Centre Assistant	Grade 3	17	17.50	307,055	92,245	399,300		399,300		
Cook	Grade 3	17	2.76	48,427	14,573	63,000		63,000		
Overtime					8,200	8,200		8,200		
Allowances				1,000	300	1,300		1,300		
			102.76	2,780,962	844,038	3,625,000		3,625,000		
	Total Staffing		117.36	3,416,886	1,045,214	4,462,100	743,800	3,625,000	93,300	0
Other Salary Cost						4,400	4,400			
Premises						929,500	15,700	913,800		
Transport						151,500	24,500	127,000		
Supplies and Services						376,200	29,000	347,200		
Contracted Services						93,800	0	93,800		
Commissioning - In Commissioning Review						265,300	0	265,300		
Recharges						15,600	1,500	14,100		
Corporate Charges						53,800	15,300	38,500		
Income						-125,200	-20,400	-104,800		
DSG Income						-642,700	-374,500	-174,900	-93,300	
DSG Income relating to Commissioning						-254,400		-254,400		
	NET BUDGET					5,329,900	439,300	4,890,600	0	0
PSR Team (no ongoing budget currently funded from reserves)										
Early Years Practitioner (Starting Together)	Grade 7	33	2.00	58,066	13,234	71,300				71,300
Early Support Manager	Grade 10	45	1.00	39,660	10,740	50,400				50,400
Starting Together Manager	Grade 10	45	1.00	39,660	10,740	50,400				50,400
Early Education Advisor	Soulbury advisors & Inspectors	16	0.00	2,953	847	3,800				3,800
Administrator	Grade 3	17	0.20	3,509	991	4,500				4,500
			4.20	143,848	36,552	180,400				180,400
Premises Costs						12,000				12,000
Supplies and Services						10,700				10,700
Contracted Services - Health						52,100				52,100
Reserves funding for 2016-2017						-255,200				-255,200
	NET BUDGET					0				0

4 Proposals for change

- 4.1 It is proposed that a new integrated Start Well Service be established, which continues to meet the statutory requirements for the delivery of the Children's Centre Core Purpose, family support, assessment and contact services; the LA statutory duty to provide free, high quality early education places for 2, 3 and 4 year olds. It would also deliver a targeted support and challenge role across the early years sector. It is envisaged that the new service will support the implementation of the GM Start Well: Early Years Delivery Model and continue to support the delivery of the Healthy Child Programme in partnership with commissioned public health services.
- 4.2 The Integrated Start Well Service would be strategically managed as part of the Education and Learning Division, whilst maintaining strong links with the Stay Safe Division and Bolton NHS Foundation Trust Families Division to ensure effective case management.
- 4.3 It is proposed that the senior leadership team include three Early Years Advisors; a Head of Early Preventative Services; and an Early Years Strategy and Commercial Services Manager. The team would be led by the Strategic Lead for Early Years. The wider leadership team would include representatives from Bolton NHS Foundation Trust, Bolton Clinical Commissioning Group, and other relevant colleagues/partners, who will work collaboratively to ensure a system-wide approach to improving outcomes for children and families.
- 4.4 The integrated Start Well Service would deliver the following functions:
- Early Years Quality and Outcomes;
 - Early Years Special Education Needs and Disability Support;
 - Early Communication and Language Development;
 - Early Years Strategy and Commercial Services; and
 - Children's Centres and Family Support.

Each function is outlined in detail below. All new and amended job descriptions and person specifications have been evaluated in line with HR policy.

Early Years Quality and Outcomes function

- 4.5 The focus for the Start Well Early Years and Childcare Advisors and the Start Well Quality and Outcomes Team will be on improving outcomes for the most disadvantaged children, raising attainment, and narrowing the gap between the most disadvantaged children and the rest.
- 4.6 Most early years providers and schools in Bolton are judged by Ofsted to be good or outstanding, with strong leadership and management, and overall effectiveness of the EYFS. Whilst quality of provision remains at least in line with, and sometimes better than, the national average, outcomes at the end of the EYFS are lower than the GM and England averages.

Increasing the number of children judged to achieve a good level of development aged 5 years is therefore a priority. The attainment gap between the most disadvantaged 5 year olds and the rest is one of the widest in GM.

- 4.7 The Quality and Outcomes Team will continue to meet the statutory duty to provide additional support to early years providers that are judged by Ofsted as “Requires Improvement” or “Inadequate”, in order for them to quickly address issues raised through inspection, and to be judged to be good or better at their next inspection. Improved quality of provision directly impacts on improved EYFS outcomes from birth to 5 years.
- 4.8 Because of the need for additional senior leadership capacity, it is proposed that the Start Well Early Years and Childcare Advisor roles be increased from 2 to 3, and that they will have overall responsibility for working with early years providers, schools, children’s centres and partners to identify local raising attainment and gap narrowing priorities for a geographical area, including clusters/groups of schools and academies within Bolton. They will provide a senior leadership role across the integrated Start Well Service, which will include developing a needs-led traded offer of professional development, action based research, and bespoke support and development activity for individual and groups of schools and academies.
- 4.9 The existing 3.6 FTE posts of Early Education Lead Consultants Soulbury 10-13 will be removed from the structure. Coordination of the support and challenge role for all early years providers will no longer be required, as the universal offer is reduced and intensive support provided to a small number of grade 3 and 4 providers. Leadership responsibilities of these posts will be provided by increasing the capacity of Start Well Early Years and Childcare Advisors. The LA’s information and training duty will continue to be met in partnership with the Council’s workforce planning and development team and colleagues in the policy and strategy team, through regular provider briefings, updates, effective use of technology and social media, the Early Years Exchange website, and access to a comprehensive and affordable programme of professional development.
- 4.10 As part of the early adopter work for the GM Start Well: Early Years Delivery Model, a post of Early Education Quality and Outcomes Consultant was trialled to work closely with the Health Visitors, early years providers and schools, to raise attainment and narrow the gap for children in the EYFS. The role focused support and challenge to settings with significant numbers of children who are vulnerable to low outcomes, embedding the use of early help and other evidence based assessment tools and interventions, in order to raise attainment and narrow the gap in children's earliest years. Evaluation of this role over the last twelve months and the impact it has had on improving outcomes is positive. It is therefore proposed that 2 FTE Start Well Quality and Outcomes Senior Consultants posts (Soulbury 9-12) be established, modelled on the trialled role.

The new roles would have a revised remit and increased borough wide responsibilities to improve early education outcomes in children's centres, and to improve transitions and shared working between Children's Centres, early years settings and schools.

These roles will also develop curriculum support materials, and deliver professional development programmes on a traded basis, as well as providing line management for two Start Well Early Years Consultants and a Childcare Partnership Officer.

- 4.11 It is proposed that 2 FTE Start Well Early Years Consultants posts (Soulbury 5-8), be retained to work under the direction of the Start Well Quality and Outcomes Senior Consultants, to provide intensive support to private and voluntary sector early years providers requiring improvement. They will also support the work of the senior consultants to improve educational outcomes, modelling the use of evidence based interventions and assessment tools in children's centres and early years settings, and developing and delivering early years professional development programmes. This will result in a reduction of 2.0 FTE Consultant posts, as a direct result of the support and challenge role for all early years providers no longer being required, as the universal offer is reduced and intensive support provided to a small number of grade 3 and 4 providers.
- 4.12 It is proposed that the 2 FTE posts of Childcare Professional Grade 7 be disestablished, and that one new post of Childcare Partnership Officer, Grade 7 be created. The new role will work closely with partner agencies to provide targeted childminder support and networking opportunities, including links with the childminding agency, children's centres and early years providers and schools in order to further improve quality and outcomes for all 0-5s and support effective transition between providers, particularly for children accessing the 30 hours free childcare offer from 2017.

Early Years Special Education Needs and Disability (SEND) Support function

- 4.13 In March 2016 a report and recommendations were approved to improve provision for preschool age children with SEND. A hub and spoke delivery model is to be developed with borough wide specialist SEND bases, and a hub co-ordination role from the Orchards Federation and EY SEND outreach support, provided through a partnership with Grosvenor Nursery School, Ladywood Outreach Service, and the LA.
- 4.14 The disestablishment is proposed of two existing LA posts, namely the Early Support Manager post Grade 10 and a vacant post of EY Consultant Soulbury 5-8. It is proposed that a new post of Start Well SEND Manager Soulbury 5-8 be created.
- 4.15 The Start Well SEND Manager will be line managed by one of the Start Well Early Years and Childcare Advisors in partnership with the Head of SEN, and will oversee the commissioning and quality assurance of the sector led hub and spoke model, and EY SEND outreach support. Funding for this post will be through the high needs block of the Dedicated Schools Grant (DSG).

Early Communication and Language Development function

- 4.16 The Early Years Communication and Language Development Service (EYCLDS) is collaboration between the Early Years and Childcare Team, the Speech and Language Therapy Service within Bolton NHS Foundation Trust, and Bolton CCG.

- 4.17 The service works with the early years workforce, parents, and professionals to support children at risk of speech and language delay as early as possible, or as soon as the difficulty becomes apparent.
- 4.18 The service will deliver a range of traded services to schools and settings focused on improving early communication and language outcomes for children, including CPD for staff and providing support and challenge to schools and settings. In order to deliver these functions it is proposed to create a new post of Early Communication and Language Senior Consultant Soulbury 9-12, and the post will line manage the Communication and Language Consultant and Start Well Early Years Practitioners.
- 4.19 The Communication Co-ordinator's role will continue as Communication and Language Consultant, and the current postholder would be slotted in.
- 4.20 The two Early Years Practitioners will work as part of the Communication and Language Service, continuing to support the delivery of high quality evidence based interventions, including Parent and Child Interaction (PCI) groups, Parent and Child Play and Learning sessions and co-delivery of parenting groups and programmes with Health Visiting and Children's Centre colleagues.

Early Years Strategy and Commercial Services function

- 4.21 It is proposed to create one new Project Officer post within the Start Well Service, and also remodel one existing project management post (Starting Together Manager) and one vacant project co-ordination role (Project Co-ordinator) to ensure sufficient capacity for project management, implementation of new early years policy, and development of traded early years services. The proposed posts would be a Start Well Early Years Strategy and Commercial Manager, Grade 11, supported by two Project Officers, Grade 7. The project officer roles would be fixed term posts subject to external grant funding. (2YO project funding secured to March 2017; 30hrs early innovator funding secured to December 2017)
- 4.22 Current priorities include the borough wide roll out of the GM Start Well: Early Years Delivery Model following the early adopter; increasing the sufficiency and uptake of free places for 2 year olds, supported by continued use of 2 year old trajectory building grant funding; and implementing the free 30 hours childcare offer for working parents from 2017. The LA successfully bid to be a 30 hour early implementer innovator, with additional grant funding to test approaches prior to the implementation in September 2017, and the opportunity to bid for further capital funding for use in 2016-18.
- 4.23 This team will develop the traded services offer within the Early Communication and Language Development Service, and for the Quality and Outcomes Team, ensuring that robust needs analysis, business and sustainability plans are in place to ensure future full cost recovery for traded services provided by the Start Well Early Years Service.

Children's Centres and Family Support function

- 4.24 The Children's Centres and Family Support function will continue to deliver co-ordinated services through an integrated model of delivery.

This will build upon the foundations of Bolton's Children's Centres Model of Delivery and the Greater Manchester Early Years Delivery Model. Service provision will be managed and co-ordinated in an efficient, sustainable, and flexible way to achieve improved outcomes for children and families.

- 4.25 The service will continue to deliver the 0-5 years Children's Centre Core Purpose to meet the Council's statutory duties, whilst retaining elements of the enhanced Bolton 0–19 years offer. The rationale for this is evident in analysis of 2015 referrals to a Multi-Agency Resource Panel, where 53% of referrals received were for families with children over five years and 47% were for families with children under 5 years. Targeted groups and family rooms would continue to be retained in all buildings to support accessibility for children and families.
- 4.26 It is proposed that the 3 FTE Children and Family Support Team Managers posts (1.5 FTE of which are vacant) and the 1FTE Fixed Term Children and Family Support Team Manager (Targeted) be disestablished and that one Start Well Children's Centres Early Intervention Lead Grade 12 be created. This new role will continue to work closely with managers within the Staying Safe division to ensure that there are effective 'step up' and 'step down' procedures between preventative and safeguarding interventions. This will include the management of referral and allocation into the service at all levels and the effective use of existing family rooms within Children's Centres.
- 4.27 A new Assessment and Contact Services Manager, Grade 10 post is proposed, to supervise the Children and Family Support Co-ordinators and support the management of the centralised assessment and contact service. This post will sit on the Start Well Service structure, while effective supervision will be provided from the Safeguarding Team of the Staying Safe Division. This will ensure effective case management of outreach support for families above Level 3 in the Framework for Action, and of contact and assessment services, enabling the service to meet its nominated social worker requirement. The service offer and interventions will remain co-ordinated through the integrated Start Well service, with consistent referral processes, service procedures, evidenced based interventions and nationally recognised tools further developed across the borough.
- 4.28 In line with the proposed delivery model and revised number of statutory Children's Centres there will be a reduction of Head of Centre posts from 6 FTE to 3FTE of which 2FTE are covered by fixed term contracts and 1FTE is currently vacant.
- 4.29 It is proposed to reduce the Children and Family Support Team Leader posts from 8.5FTE to 5FTE and to re-name the posts Children and Family Support Co-ordinators. This is in line with the revised delivery model for the service and the reduction in staff supervision requirements and buildings management.
- 4.30 A reduction of Children and Family Support Worker Level 3 posts from 27.5 FTE to 20 FTE (of which 7.88 FTE are currently vacant), and Children and Family Support Workers Level 36.5 FTE to 31 FTE (of which 5.1 FTE are currently vacant) is proposed.

This reflects the reduction in venues from which to deliver groups and services, centralisation of the majority of contact provision, changes implemented through the Public Law Outline that are beginning to result in a decrease of court assessment demands and the increase in foster carers transporting children to and from contact.

- 4.31 The proposed reduction in buildings will also result in a reduction in buildings-related staffing, and therefore there will be a reduction in Centre Assistants from 17.5FTE to 12FTE (of which 2.07 FTE are vacant and there is a 1FTE fixed term post in place), and a reduction in Cooks from 2.76 FTE to 0.76 FTE, in line with the changes to buildings and day care providers in Children's Centre buildings.
- 4.32 Bolton's Children's Centres will provide a graduated offer, remaining true to the original Sure Start principles of supporting families in the most deprived areas, and the Council's priorities of narrowing the gap and protecting the most vulnerable. The service will continue to prioritise and ensure that statutory obligations defined in the Childcare Act 2006, the Apprenticeships, Skills, Children and Learning Act 2009, the Statutory Guidance for Children's Centres 2013, and the revised inspection framework are met with our statutory core purpose partners.
- 4.33 Children's Centres will continue to be needs led, based on effective multi-agency analysis and self-evaluation, ensuring that provision remains responsive to Bolton families. A range of services will be provided that are accessible, reflective, and responsive to the changing needs of local communities, and families with older children will continue to be supported to access the services that they need.
- 4.34 Children's Centres will only directly deliver services to targeted groups, where there is compromised care and to vulnerable families. Early help assessments and interventions will continue to be provided for children 0 – 5 years through locality teams, while the central team will support families with children aged 0–19 years. Universal health services will continue to be provided across all venues.
- 4.35 Bolton has a thriving voluntary and community sector with a strong track record in partnership working. Children's Centres will work with these organisations and parents to ensure that services will still be available across the borough. This will build on the current service model of co-ordinating universal provision delivered by partner agencies, constituted parent groups, local organisations, community and voluntary groups.
- 4.36 Evidence based interventions will be delivered, including Incredible Years Parenting Courses and Book Corner. Stay & Play groups will transition to become Parent Child Interaction groups, in line with the Greater Manchester Start Well: Early Years Delivery Model, and nationally recognised tools will be implemented across the family support service, including The Graded Care Profile, and the Strengths and Difficulties Questionnaire.
- 4.37 Early Years and Childcare places will continue to be provided in some centres through local childcare providers. All early years and childcare services delivered or co-ordinated by Children's Centres will be effectively quality assured by relevant Quality and Outcomes professionals in the integrated Early Years Team.

- 4.38 The daycare provision at Harvey Centre will remain at this time and will be aligned under and managed by the Start Well Quality and Outcomes Senior Consultant.
- 4.39 Information, advice and brokerage will continue to be delivered at all Children's Centre hubs and linked sites, and families will be supported to access the Working Well programme; with keyworkers utilising centre facilities to support families locally.

Designated Children's Centres, Buildings and Reach Areas

- 4.40 Strategically, it is proposed that the Children's Centres and Family Support Service be located within the Education and Learning division, and managed through a borough wide delivery model (Appendix 3). It is proposed that there will be three statutory Children's Centres with reach areas across South, North and West localities within the Borough. Services would be managed and delivered through locality hubs, linked sites and local community venues. Children's Centre buildings will be open between 9am and 5pm, with community services currently sharing buildings remaining on site. Co-location of health visiting and midwifery services will remain and be extended to enable a holistic offer to children and families locally, and an effective integrated provision of service.
- 4.41 In October 2015 the responsibility for Health Visitor and Family Nurse Partnership Services staff and budgets were transferred to the Local Authority. The transfer did not include premises costs, but as part of the Transformation Strategy for Early Years, the Foundation Trust and Clinical Commissioning Group are looking for the staff to be further co-located with local community and Children Centre buildings. Work has been undertaken to identify locations within children centre buildings, however, to enable the moves to take place, capital works will be required to make the centres fit for purpose. The funding for the capital work is being sought from Devolution Manchester. A business case is being drawn up, as a move for these staff into the children centres would result in health buildings being vacated, with corresponding savings. This revenue saving should enable the capital to be drawn down, but approval for these schemes will be required from the Greater Manchester Devolution Programme and will be the subject of a further report.
- 4.42 The buildings proposed as integrated Children's Centre hubs and linked sites are:
- Great Lever
 - King St Centre (proposed site, subject to capital funding and consultation)
 - Tonge
 - Oldham's
 - Oxford Grove
 - Alexandra
 - Winifred Kettle
- 4.43 The following Children's Centres buildings would be transferred, under these proposals, to the relevant organisations, which will continue to support children and families in line with the Sure Start Capital Guidance:

Children's Centre Building	Potential Options
Lord St & Grosvenor	Expression of Interest from Schools
The Orchards	Expression of Interest from Schools
Kearsley	Expression of Interest from Schools
Little Lever	Expressions of Interest from Schools
Crompton	Expression of Interest from Schools
Leverhulme	Reorganisation and reduction of service delivery space in building
Bright Meadows	Expression of Interest from Schools
Westhoughton	Expression of Interest from Schools
Hulton	Expression of Interest from Schools
Heaton	To be explored further during consultation
Washacre Family Centre	To be explored further during consultation
New Bury Family Centre	Lease to be terminated with Bolton at Home

The request for deferral of clawback will be sent to the Department for Education for these properties in line with the current regulations. This process was successfully completed with clawback deferred in the 2013 Children's Centre review. To date there have only been three known instances of low levels of funding clawback being invoked nationally.

- 4.44 Services provided by voluntary, community organisations and parents groups will continue to be delivered at Bromley Cross, Horwich and Blackrod library sites, though these will be reduced.
- 4.45 Services may also continue to be delivered in former Children's Centre buildings where they cease to become Children's Centres in these proposals.
- 4.46 Local community venues would be utilised as delivery sites in addition to Children's Centre buildings, to ensure effective and accessible locality services for children and families. There would be increased shared use of facilities with the 5-19 years service, where Children's Centres, health services, and 5-19 years provision would be delivered on single sites.
- 4.47 It is proposed that the Harvey Centre be retained as a central contact and assessment venue, in order to support families effectively. Elements of contact for looked after children and work with targeted groups would continue to be delivered in locality hubs and linked sites, in response to local family need.
- 4.48 To ensure that the requirements for staff management are met, it is proposed that the central contact and assessment team be comprised of five teams, each with a Children and Family Support Co-ordinator. The service accommodation and resource requirements would be managed efficiently with three of these teams based at Harvey, one at Tonge and the remaining team at Oxford Grove. This would enable all localities to be covered and ensure that children and families are able to access services locally.

Governance

- 4.49 The current governance arrangements will be reviewed to ensure that there is continued scrutiny, support and challenge of multi-agency Children's Centre and Family Support services. This would involve the merger of the existing six statutory Advisory Boards into three, with the retention of elected member representation. Multi-agency Information and Planning Groups would continue and also merge, to secure partner agency involvement.

Future Opportunities, Evolution and Ambition

- 4.50 There is potential to continue to align Children's Centres, assessment and contact services to the pathways, assessments and interventions within the Greater Manchester Early Years Delivery Model; and to contribute further to the improvement of 0-19 years outcomes through alignment and collaboration with Greater Manchester Complex Dependencies and Early Help work streams, as more information emerges on these and with the required resources.
- 4.51 Children's Centres, family support, assessment and contact services are also in a prime position to evolve and further develop links with the Families First (Troubled Families) initiative and the multi-disciplinary Early Help provision; as part of the 'Public Service Hub' in Phase 2 of the Multi-Agency Screening and Safeguarding Service.

5 Organisational Structure

- 5.1 The staffing structure as proposed for consultation is set out in Appendix 2. In summary, the potential changes involve:
- A possible reduction of the total establishment by 32.2 FTEs from the current 121.76 FTE's
- 5.2 Clearly this involves potentially significant proposed changes to staff numbers and roles, and needs to be managed sensitively to minimise the impact on the existing staff, who have worked hard to provide a well-regarded service. The potential reduction in posts will be managed in accordance with council policy and may be offset by a number of positive measures including:
- the management and removal of vacant posts where possible (currently 20.12 FTEs);
 - opportunities for voluntary early retirement or voluntary redundancy where appropriate;
 - opportunities for flexible working arrangements including reduced hours, part time or job sharing where appropriate – which have the advantage of maintaining flexibility in responding to any future upturn in demand;
 - redeployment of redundant staff to other vacant posts within the Department, or the Council as a whole.

6 Financial Savings

The proposed future budget and associated financial savings are summarised in Tables 2 & 3.

Table 2 – Proposed Savings

Post	Grade	SCP	FTE	Gross £	On costs £	Total £	Early Years £	Children Centres £
<u>Staffing Budgets</u>								
<u>Early Years and Childcare Team</u>								
Early Education Lead Consultant	Soulbury advisers & Inspectors	13	-3.60	-173,218	-54,782	-228,000	-228,000	
Early Years and Childcare Consultant	Soulbury advisers & Inspectors	8	-2.00	-79,293	-25,107	-104,400	-104,400	
Project Support Officer	Grade 9	41	-1.00	-36,019	-11,381	-47,400	-47,400	
Childcare Professional	Grade 7	33	-2.00	-58,066	-18,334	-76,400	-76,400	
			-8.60	-346,596	-109,604	-456,200	-456,200	0
<u>Children Centres</u>								
Targeted Provision Transition Lead	Grade 11	49	-1.00	-43,387	-13,013	-56,400		-56,400
Children & Family Support Team Manager	Grade 11	49	-3.00	-130,161	-39,139	-169,300		-169,300
Head of Centre	Grade 10	45	-3.00	-118,980	-35,720	-154,700		-154,700
Children & Family Support Team Leader	Grade 8	37	-3.50	-112,574	-33,826	-146,400		-146,400
Children & Family Support Worker - Level 3	Grade 7	33	-7.50	-217,748	-65,452	-283,200		-283,200
Children & Family Support Worker - Level 2	Grade 6	29	-5.50	-141,317	-42,483	-183,800		-183,800
Centre Assistant	Grade 3	17	-5.50	-96,503	-28,997	-125,500		-125,500
Cook	Grade 3	17	-2.00	-35,092	-10,508	-45,600		-45,600
			-31.00	-895,762	-269,138	-1,164,900	0	-1,164,900
	Total Staffing		-39.60	-1,242,358	-378,742	-1,621,100	-456,200	-1,164,900
Premises						-418,600		-418,600
Transport						-27,900		-27,900
Supplies and Services						-132,000		-132,000
Income						27,100	-10,000	37,100
DSG Adjustments						-17,100	-17,100	
30 hours Free entitlement grant funding						-80,000	-80,000	
						-2,269,600	-563,300	-1,706,300
<u>PSR Team (no ongoing budget currently funded from reserves)</u>								
Early Years Practitioner (Starting Together)	Grade 7	33	-2.00	-58,066	-13,234	-71,300	-71,300	
Early Support Manager	Grade 10	45	-1.00	-39,660	-10,740	-50,400	-50,400	
Starting Together Manager	Grade 10	45	-1.00	-39,660	-10,740	-50,400	-50,400	
Early Education Advisor	Soulbury advisers & Inspectors	16	0.00	-2,953	-847	-3,800	-3,800	
Administrator	Grade 3	17	-0.20	-3,509	-991	-4,500	-4,500	
			-4.20	-143,848	-36,552	-180,400	-180,400	0
Premises Costs						-12,000	-12,000	
Supplies and Services						-10,700	-10,700	
Contracted Services - Health						-52,100	-52,100	
Reserves - Not continuing						255,200	255,200	
						-0	-0	0
	Total Savings					-2,269,600	-563,300	-1,706,300
<u>Creation of:</u>								
Start Well Early Years and Childcare Advisor	Soulbury advisers & Inspectors	16	1.00	51,731	16,369	68,100	68,100	
Start Well Quality and Outcomes Senior Consultants	Soulbury advisers & Inspectors	12	2.00	93,618	29,682	123,300	123,300	
Communication and Language Senior Consultant	Soulbury advisers & Inspectors	12	0.80	38,493	12,207	50,700	50,700	
Start Well SEND Manager	Soulbury advisers & Inspectors	8	1.00	41,902	13,298	55,200	55,200	
Start Well Early Years Strategy and Commercial Manager	Grade 11	49	1.00	43,387	13,713	57,100	57,100	
Childcare Partnership Officer	Grade 7	33	1.00	29,033	9,167	38,200	38,200	
Project Officer - Fixed Term	Grade 7	33	2.00	58,066	18,334	76,400	76,400	
Start Well Practitioner	Grade 7	33	1.80	52,259	16,541	68,800	68,800	
Start Well Children Centres Early Intervention Lead	Grade 12	53	1.00	47,126	14,174	61,300		61,300
Assessment and Contact Service Manager	Grade 10	45	1.00	39,660	12,540	52,200		52,200
			12.60	495,275	156,025	651,300	537,800	113,500
Additional Premises Cost for King Street, Winifred Kettle, Smithills and rental time from transferred properties						121,100	12,000	109,100
Supplies and Services						25,500	25,500	
	Total Additional Costs					797,900	575,300	222,600
	NET SAVINGS					-1,471,700	12,000	-1,483,700

Table 3 – Proposed Service

[illegible]

7 Consultation and Next Steps

- 7.1 The proposals set out in this report are for consultation only at this stage. Further to the report approved by the Cabinet in February 2015 setting out the strategic option and commencing formal consultation, it is intended that the proposals contained within this report be the subject of an appropriate period of formal consultation with trades unions, staff and stakeholders. Key features of this consultation include:
- Following approval to consult, staff at risk of redundancy will be issued with letters;
 - Regular meetings will take place with trades unions to work through the proposals and their implications for staff;
 - Time off will be provided for trades unions officials to meet with, and provide support to, staff;
 - Staff briefing sessions will be organised for those staff at risk of redundancy who will also receive access to a Staff Consultation Pack explaining the proposals and what this could mean for their employment;
 - Maintaining the staff teamsite for all affected staff with key information, dates and frequently asked questions;
 - Individual and corporate support sessions for staff; and
 - Stakeholder consultation comprising Advisory Boards, Information and Planning Groups, Health Services, Schools, Libraries, Childcare Providers, United Reform Church, Faith Groups, Job Centre Plus and other council departments. .
- 7.2 Following the close of consultation, proposals will be amended, if appropriate, to take account of the responses received and alternatives put forward. It is anticipated that final (revised) proposals will be implemented from December 2016.

Staff and Establishment Implications

- 7.3 Implementation of the new service model will require a service restructure including some potential redundancies. The current and proposed future staffing structures are provided at Appendices 1 and 2. Under the terms of these proposals Tables 2 to 6 below set out the detail of the changes proposed to the current structure.
- 7.4 There will be an impact on the business support service in relation to administrators who currently support these services; however this is out of the scope of this review.
- 7.5 Subject to approval of the proposals at the end of the consultation period, staff in a redundancy situation will be managed and supported in line with the Council's restructure, redundancy and redeployment policy framework.
- 7.6 All new and revised job descriptions and person specifications have been evaluated in line with HR policy and are available on the teamsite.

Table 4: The following posts (currently held vacant) would be disestablished:

FTE	Existing Job Title
1.0	Children and Family Support Team Manager – Grade 11
1.0	Early Education Lead Consultant – Soulbury 10-13
1.0	Head Of Centre – Grade 10
1.0	2 Year Old Project Coordinator – Grade 9
0.57	Children and Family Support Team Leader – Grade 8
7.88	Children and Family Support Worker Level 3 – Grade 7
5.1	Children and Family Support Worker Level 2 – Grade 6
2.07	Centre Assistants – Grade 3
19.62	TOTAL vacant posts deleted

Table 5: The following posts would be directly redundant from the current structure. As there are no comparable posts within the new structure, postholders will be supported in line with redeployment procedures:

FTE	Existing Job Title
2.0	Children and Family Support Team Manager- Grade 11
2.6	Early Education Lead Consultant – Soulbury 10-13
1.0	Team Manager Children and Family Support Services (Transition Lead) – Grade 11
1.0	Early Support Manager – Grade 10
5.6	TOTAL Redundant Posts

Table 6: The following posts are directly comparable and will be slotted in:

FTE	Proposed Job Title	FTE	Existing Job Title
1.0	Strategic Lead for Early Years – Soulbury 19-22	1.0	Early Years Strategic Lead – Soulbury 19-22
2.0	Start Well Early Years and Childcare Adviser – Soulbury 13-16	2.0	Early Years and Childcare Adviser – Soulbury 13-16
1.0	Early Years Communication and Language Consultant – Soulbury 5-8	1.0	Communication Co-ordinator – Soulbury 5-8
3.0	Head of Centre – Grade 10	3.0	Head of Centre – Grade 10
1.8	Start Well Practitioner – Grade 7	1.8	Early Years Practitioner – Grade 7
20.0	Children and Family Support Worker Level 3 – Grade 7	19.62	Children and Family Support Worker Level 3 – Grade 7
31.0	Children and Family Support Worker Level 2 – Grade 6	28.65	Children and Family Support Worker Level 2 – Grade 6
59.8	TOTAL	57.07	TOTAL

Table 7: There are more people than comparable posts in the following roles. These individuals will be subject to a redundancy selection exercise for a post in the new structure:

FTE	Proposed Job Title	FTE	Ringfence of Existing Jobs Title
2.0	Start Well Early Years Consultant – Soulbury 5-8	2.3	Early Years and Childcare Consultant – Soulbury 5-8 (permanent)
5.0	Children and Family Support Team Leader – Grade 8	7.93	Children and Family Support Team Leader – Grade 8
1.0	Childcare Partnership Officer – Grade 7	2.0	Childcare Professional – Grade 7
12.0	Centre Assistant – Grade 3	14.43	Centre Assistant – Grade 3
0.76	Cook – Grade 3	2.76	Cook – Grade 3
20.76	TOTAL	29.42	TOTAL

Table 8: The following post is broadly comparable but at one grade higher therefore will be slotted in subject to a short assessment:

1.0	Start Well Early Years Strategy and Commercial Manager – Grade 11	1.0	Starting Together Manager – Grade 10
-----	---	-----	--------------------------------------

Table 9 The following fixed term contract posts will be redundant with effect from the implementation date, and staff will be supported in line with HR policies.

2.0	Head of Centre – Grade 10
1.0	Early Education Quality and Outcomes Consultant – Soulbury 7-10
2.7	Early Years and Childcare Consultant – Soulbury 5-8
1.0	Centre Assistant – Grade 3
6.7	TOTAL

Table 10: The following posts are either vacant or are newly created posts. It is proposed to fill these posts with priority to displaced and “at risk” staff within the service in line with HR procedures.

FTE	Proposed Job Title
1.0	Start Well Early Years and Childcare Adviser – Soulbury 13-16
1.0	Start Well Children’s Centres Early Intervention Lead - Grade 12
0.8	Early Years Communication and Language Senior Consultant – Soulbury 9-12
2.0	Start Well Quality and Outcomes Senior Consultant – Soulbury 9-12
1.0	Start Well SEND Manager – Soulbury 5-8
1.0	Assessment and Contact Service Manager- Grade 10
2.0	Project Officer – Grade 7 (Fixed Term)
0.38	Children and Family Support Worker Level 3 – Grade 7
2.35	Children and Family Support Worker Level 2 – Grade 6
11.53	TOTAL

8.0 Equality Impact Assessment

8.1 Under the Equality Act 2010, the council must have due regard to:

- Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act;
- Advancing equality of opportunity between people who share a protected characteristic and people who do not share it; and
- Fostering good relations between people who share a protected characteristic and people who do not share it.

8.2 It is therefore important to consider how the proposals contained within this report may positively or negatively affect this work. To support this analysis, an Equality Impact Assessment (“EIA”) screening form has been completed for the proposals outlined in this report, and is attached at Appendix 4.

8.3 The EIA looks at the anticipated (positive and/or negative) impacts of the proposal on people from Bolton’s diverse communities, and whether any group (or groups) is likely to be directly or indirectly differentially affected.

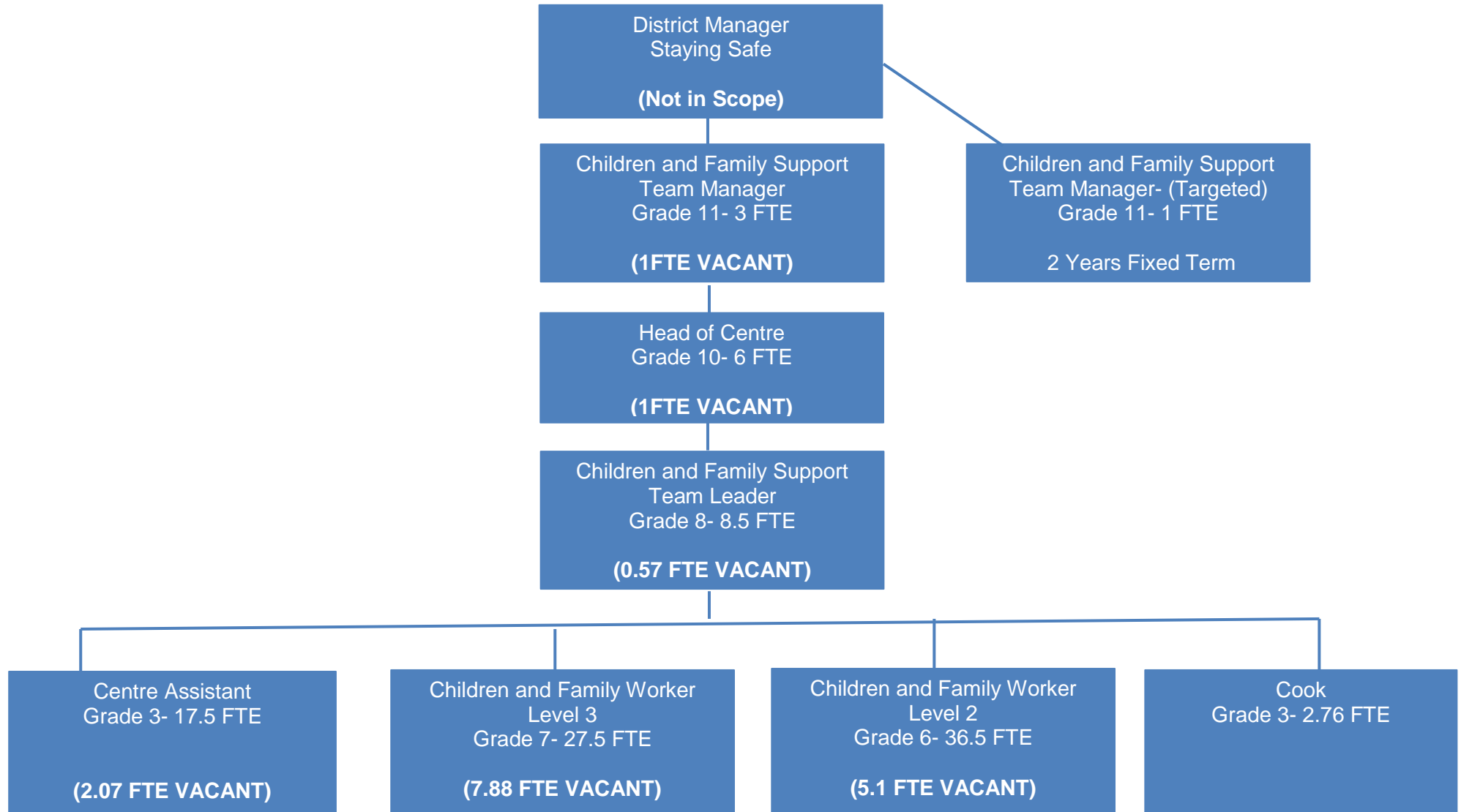
8.4 Due to the nature of the proposals, it is possible that there could be some adverse impact for some families who will see a reduction in universal services and some who may have to travel further to access specialist support. It is also possible that female staff aged between 40 and 60 may be disproportionately impacted.

8.5 The analysis of equality impact will be tested during consultation, and an updated EIA will be included with the report setting out the final proposals.

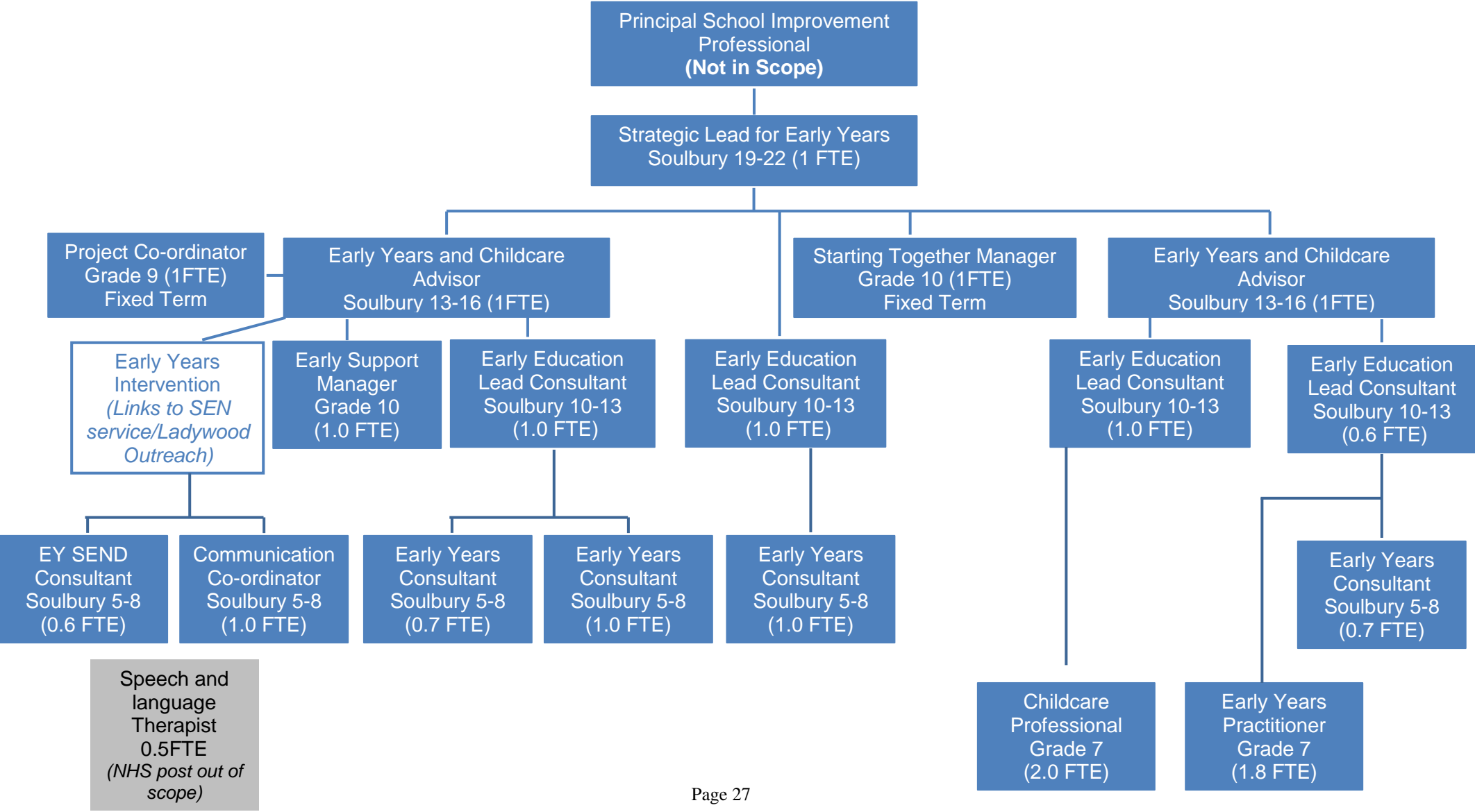
9.0 Recommendations

9.1 The Executive Cabinet Member is recommended to approve the attached report for consultation purposes with trades unions, staff and stakeholders.

Appendix 1A Current Children and Family Support Service Staffing Structure

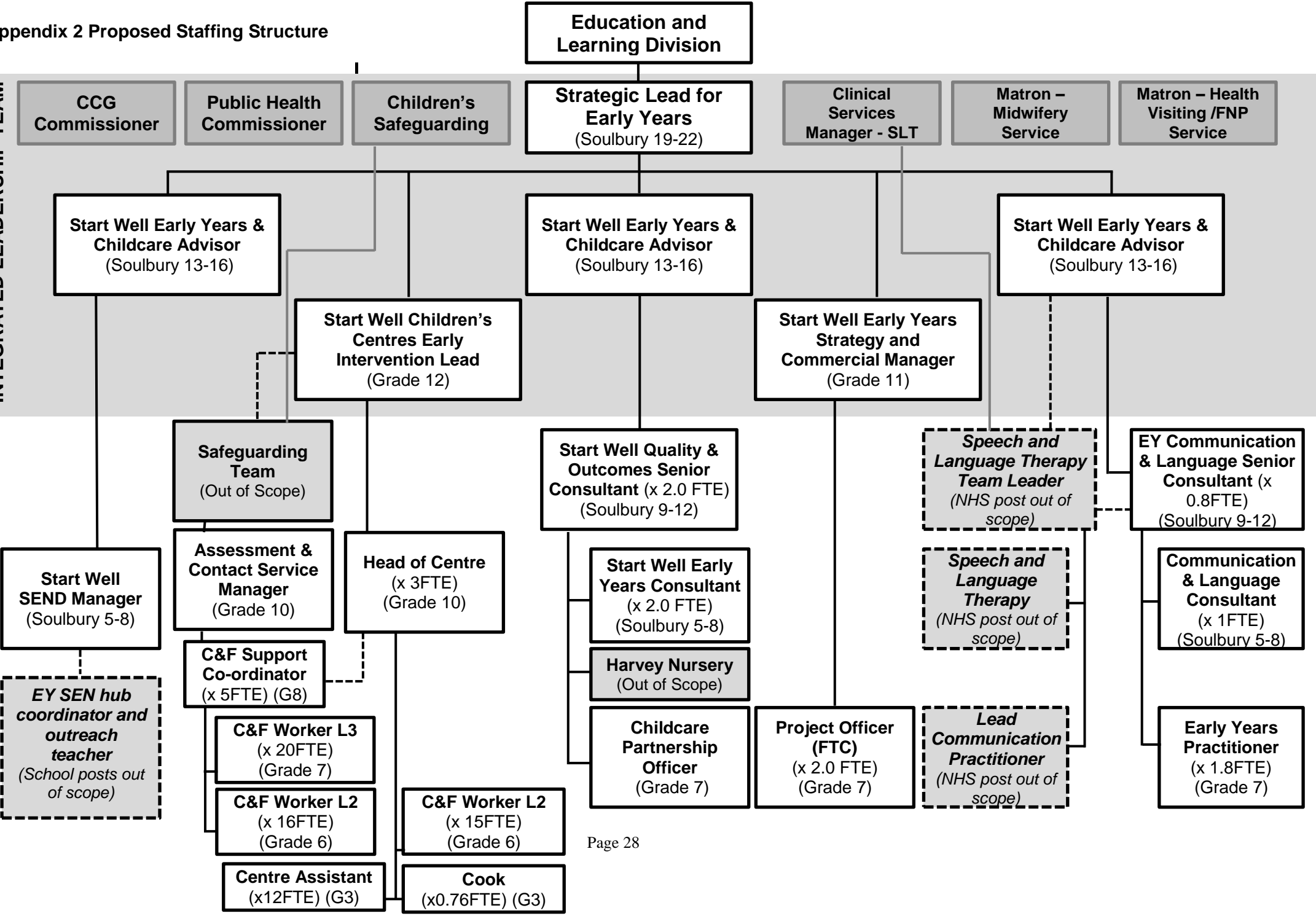


Appendix 1B: Current Early Years and Childcare Service Staffing Structure

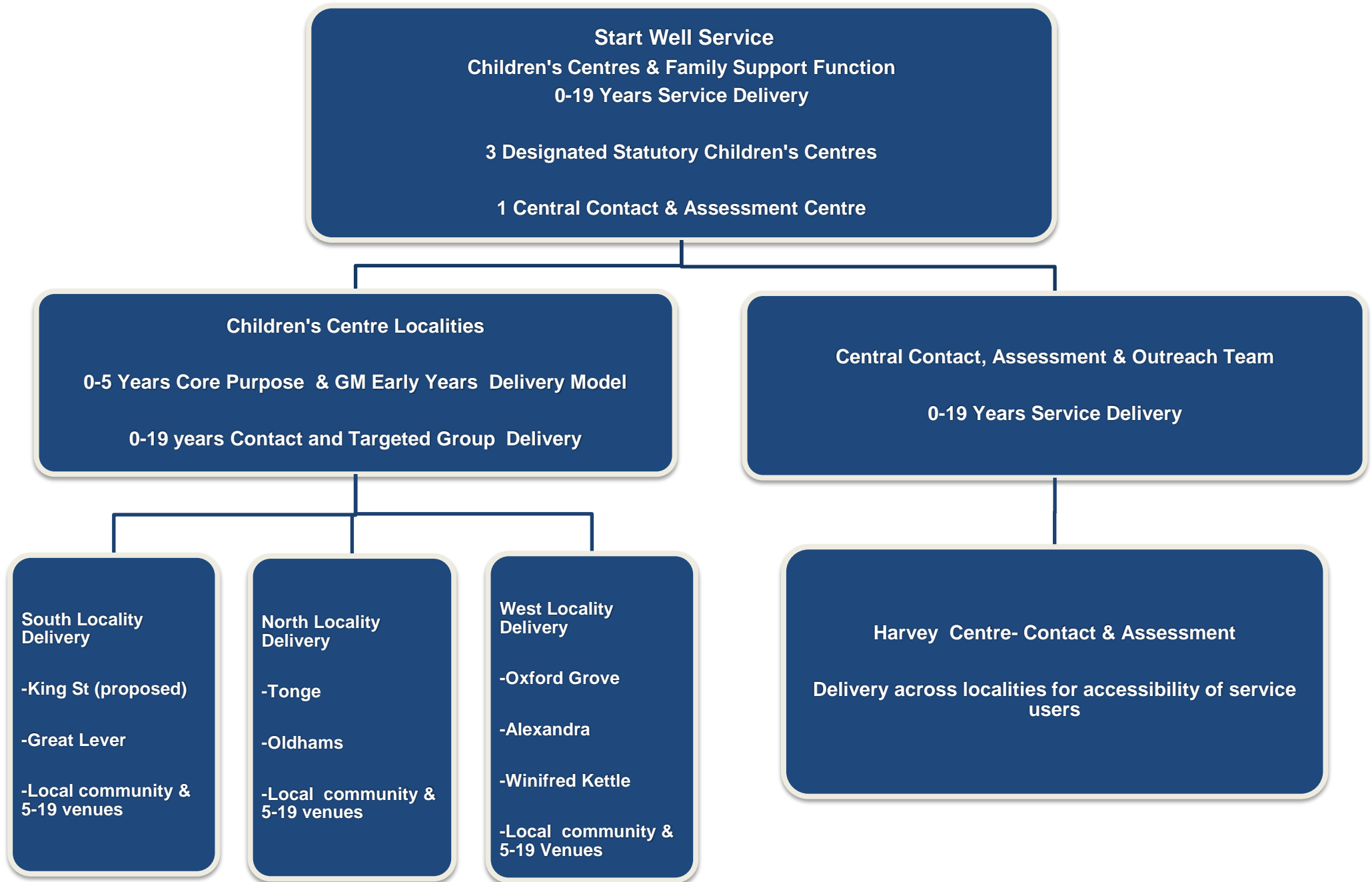


Appendix 2 Proposed Staffing Structure

INTEGRATED LEADERSHIP TEAM



Appendix 3- Proposed Delivery Model



Appendix 4
Equality Impact Assessment
Part 1: Screening Form

Title of report or proposal:

Review of Early Years and Childcare, Children's Centres, and Family Support Services

Department:	Children's and Adult Services
Division/ Service Plan Unit:	Education & Learning, Staying Safe
Date:	20th May 2016

This report is for decision and is therefore subject to an Equality Impact Assessment. The following questions have been completed to ensure that this proposal, procedure or working practice does not discriminate against any particular social group. Details of the outcome of the Equality Impact Assessment have also been included in the main body of the report.

Equality Impact Assessment Questions

- 1) Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes:

The proposal is set within a very challenging financial context for Bolton Council. On 10th November 2014, the Cabinet approved a consultation report that set out the options for securing savings of £43m over a two year period (2015-17). On 16th February 2015 the Council's Executive approved a report setting out proposals for savings to be delivered in Children's and Adult Services. These proposals aimed to save an overall target of between £2.5m and £3m in Children's Services.

The report outlines a review of three existing services – Early Years and Childcare, Children's Centres, and Family Support Services - and a proposal to re-design and re-structure these services into a new integrated Start Well service. This proposed service would continue to meet all of the local authority's statutory duties in these areas and would also support the implementation of the GM Start Well: Early Years Delivery Model and continue to support the Healthy Child Programme in partnership with commissioned public health services.

The proposals recommend the integration of these services to facilitate streamlined leadership and management; remove duplication; delete vacant posts; manage a reduction in posts through reforming service delivery (including trading some services with early years settings, schools and academies); and maximising the use of the Council's estate.

2) Who are the main stakeholders in relation to the proposal?

Children and families in Children Centre Reach Areas
Children and families receiving family support services and accessing looked after children contact services.
Children's Centre Advisory Boards
Information and Planning Groups
Health Services
Schools and Academies
Libraries
Childcare Providers
Faith Groups
Community and Voluntary Sector
Jobcentre Plus
Early Years Providers and Childminders
Staff and their Trades Unions

3) In summary, what are the anticipated (positive or negative) impacts of the proposal?

Positive Impacts

The overall aim of the re-design and re-structure of the three existing services is to provide a holistic surveillance and monitoring service that aids early intervention and so prevents escalation of difficulties in later years. The proposed methods of working across and between agencies will provide a more seamless interface with families from pre-birth to school reception and will act as a gateway between early help and statutory social care services.

Although the quality of early years providers in Bolton is very good, this has not as yet translated into good levels of development for most children in Bolton at the end of the Early Years Foundation Stage. It is anticipated that the change of focus for the new Start Well service will improve children's outcomes at an early age; thus building a solid foundation for future life.

It is also anticipated that the proposals will further develop our partnership working with schools, academies and health services.

Assuming all property savings are achieved, the financial saving resulting from the entire proposal amounts to £1.472 million.

Negative Impacts

Some families will see a reduction in universal services and some may have to travel further to access specialist support.

These proposals would result in a reduction of the total establishment by 31.2 FTEs from the current 121.56 FTEs. Front line posts and services to children and families have been protected as far as possible within this reduction.

This equality impact assessment is set within the context of the council's duties under the Equality Act 2010. Under this act, the council is required to have due regard to:

- i. Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act
- ii. Advancing equality of opportunity between people who share a protected characteristic and people who do not share it
- iii. Fostering good relations between people who share a protected characteristic and people who do not share it

It is not anticipated that these proposals will have an impact on the council's ability to meet this duty.

4. With regard to the stakeholders identified above and the diversity groups set out below:

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
IMPACT ON CHILDREN, FAMILIES AND OTHER STAKEHOLDERS			
<p>General Impact</p> <p>The proposal to reduce the number of children's centres from 6 to 3 will consequently increase the size of the reach area for each centre. In addition, the number of designated venues will decrease although plans are in place to ensure the continuation of venues providing for 0-5 year olds managed by alternative providers. Family Support and Contact services will be delivered as part of the Start Well service through a centralised team, and while families will still be able to access locality venues, the majority of provision will be centrally located. Partnerships with health services, schools and academies will be strengthened under the proposals. Volunteers and community groups will be encouraged and supported to offer services for 0-5 year olds and this will include support with grant applications, including Community Empowerment Fund applications and business planning. Over recent years Bolton's early years education providers have been supported and challenged to improve the quality of their provision by the Early Years and Childcare Service. This has proved very successful and currently 88% of providers are judged by Ofsted to be good or outstanding. This, combined with a reduction in childminders in recent years, has necessitated a shift in focus from support for quality of provision to support for improving outcomes for children. The integration of these services will provide more seamless experiences for children and families and an increase in co-delivered preventative work using evidence-based training and assessment tools. This will be firmly in line with the GM New Delivery Model which will also offer economies of scale in the purchase of training and assessment tools.</p>			
Race	<p>We do not anticipate that there will be a potential for differential impact on the grounds of race.</p> <p>Families are assured that activity provided or funded by the local authority will be culturally sensitive and relevant to the needs of Bolton's diverse communities.</p>	<p>With regard to all the groups identified in this assessment, it should be noted that this proposal is driven by the corporate and departmental needs to significantly reduce spend in line with national budget reductions and the need to set a balanced budget.</p>	<p>At this stage the proposals are for consultation purposes with staff, stakeholders and trade unions, and the analysis of equality impact will be tested during consultation. An updated EIA with Part 2 completed will be included with the report setting out the final proposals.</p>

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
		<p>We have followed these overarching strategic principles to formulate proposals for savings and efficiencies:</p> <ul style="list-style-type: none"> •Protecting the most vulnerable children and young people •Targeting those children, young people and families most in need. •Targeting areas of greatest deprivation. •Keeping children, young people and the organisation safe. 	The principle that developmental and educational learning opportunities are provided by a balance of council and external providers is well established in Bolton and it is our intention to continue providing a balanced offer. The council has always promoted, and will continue to promote, activity provided by partners as well as the council itself.
Religion	We do not anticipate that there will be a potential for differential impact on the grounds of religion.	As described under 'Race'.	As described under 'Race'.
Disability	We do not anticipate that there will be a potential for negative differential impact on the grounds of disability but we have identified potential positive impacts for this group. The proposals involve the creation of a new Start Well SEND Manager who will oversee the commissioning and quality assurance of the new sector led hub and spoke model, and outreach support for children with Special Educational needs and/or Disabilities (SEND). It is anticipated that this will improve provision for preschool age children with SEND. In addition, The Early Years Communication and Language Development Service (EYCLDS) is a new collaborative service working with the early years workforce, parents, and professionals to support children at risk of speech and language delay as early as possible, or as soon as the difficulty becomes apparent.	As described under 'Race'.	As described under 'Race'.

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
Gender (including gender reassignment)	We do not anticipate that there will be a potential for differential impact on the grounds of gender.	As described under 'Race'.	As described under 'Race'.
Age	The service will continue to deliver the 0-5 years Children's Centre Core Purpose to meet the Council's statutory duties, whilst retaining elements of the enhanced Bolton 0–19 years offer. The scale of savings required means, however, that there will inevitably be a reduction in the delivery of universal services across these age ranges. Services will be targeted to those in greatest need. The aim is to improve outcomes for young children – especially school readiness – where currently Bolton is below England and GM average.	In line with the Council's aim of protecting those most vulnerable, services will be more clearly targeted to those in need.	The Council will work with other agencies and help build their capacity to provide some of the universal services that may be lost under this proposal.
Sexuality	We do not anticipate that there will be a potential for differential impact on the grounds of sexuality.	As described under 'Race'.	As described under 'Race'.
Caring status (including pregnancy & maternity)	Co-location of health visiting and midwifery services will remain and be extended to enable a holistic offer to children and families locally, and an effective integrated provision of service although, because of the reduction in Children's Centres and extension of Centre reach areas, some parents may have to travel further to access more specialised services. A new Assessment and Contact Services Manager post is proposed to supervise and support the management of a centralised assessment and contact service designed to ensure effective case management of outreach support for families above Level 3 in the Framework for Action, and of contact and assessment services.	As described under 'Race'.	

	Is there any potential for (positive or negative) differential impact? Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
	<p>In addition, a proposed new Start Well Children's Centres Early Intervention Lead post will continue to ensure that there are effective 'step up' and 'step down' procedures between preventative and safeguarding interventions including the management of referral and allocation into the service at all levels and the effective use of existing family rooms within Children's Centres. Both of these proposals are anticipated to have a positive impact on our most vulnerable and complex families.</p> <p>Effective parenting programmes will continue to be delivered using evidence based interventions delivered either by the Start Well Team and/ or co-delivered with Health Visitors. This will now include the use of nationally recognised tools and the use of tracking mechanisms to monitor the effectiveness of interventions; all aimed at improving the development and outcomes of pre-school children. Early Years and Childcare places will continue to be provided in some centres through local childcare providers. In addition, some of the options being explored for the transfer of buildings would involve an increase in the provision of early education provision for 0-5 year olds via schools and could result in an increase of provision of places for 2 year olds in localities where there are currently a shortage of places.</p> <p>Community cafes will not necessarily be delivered in all centres where they are currently delivered. These have proved popular with parents and have enabled new parents to feel less isolated.</p>	<p>The GM model of delivery provides economies of scale in the purchase of tried and tested assessment and intervention tools that would otherwise be financially unviable.</p>	<p>The voluntary, community and faith sector and/or groups of parents will be encouraged to take responsibility for Community Cafes with support and advice from the Council.</p>
Marriage and civil partnership	We do not anticipate that there will be a potential for differential impact on the grounds of marital or civil partnership status.	As described under 'Race'.	As described under 'Race'.
Socio-economic	Targeted provision has been protected under these proposals.	As described under 'Race'.	As described under 'Race'.

IMPACT ON STAFF

General Impact

In developing the proposal we have attempted, as far as possible, to maintain the number of posts that are working face to face with children and families to improve their outcomes. This has resulted in the majority of impact on staff falling on staff at team leader and management level. We are aware of the adverse impact this proposal will have on all Council staff that may be subject to these proposals.

Any potential redundancies that may result from the proposed restructure will comply with the Council's Human Resources procedures which are designed to treat all staff equally and do not discriminate against any group of people. If a redundancy situation is identified the Council endeavours to address this by workforce planning procedures, including staff redeployment, consideration of voluntary redundancy or VER and all other reasonably practical measures.

We have sought to reduce the impact of these proposals on staff by deleting posts which are already vacant wherever possible. This proposal also includes potential for those currently holding posts proposed for deletion to apply for a number of vacant or new posts.

In the event of compulsory redundancy, our policy is based on: - work performance; skills and competencies; disciplinary record; and attendance record. Any reduction in the workforce will lead to a potential reduction in its diversification, however this will be through following the appropriate procedures and not the discrimination of particular members of staff based on any other criterion except that stated in our redundancy policy.

Due to the low numbers of staff on specific grades or in individual named positions affected by this specific proposal, it is not appropriate to discuss the demographic breakdown of the staff team in detail in this assessment as these risk identifying individuals. However, the demographic breakdown of the staff concerned has been obtained and places where this breakdown is significantly different from that of the Council as a whole are noted below.

Race	No differential impact identified at this stage	With regard to all the groups identified in this assessment, it should be noted that this proposal is driven by the corporate and departmental needs to significantly reduce spend in line with national budget reductions and the need to set a balanced budget.	As outlined above, the proposals are for consultation purposes with staff, stakeholders and trade unions, and the analysis of equality impact will be tested during consultation. An updated EIA with Part 2 completed will be included with the report setting out the final proposals.
-------------	--	---	--

		<p>We have followed these overarching strategic principles to formulate proposals for savings and efficiencies:</p> <ul style="list-style-type: none"> •Protecting the most vulnerable children and young people •Targeting those children, young people and families most in need. •Targeting areas of greatest deprivation. •Keeping children, young people and the organisation safe. 	
Religion	No differential impact identified at this stage	As described under 'Race'.	As described under 'Race'.
Disability	No differential impact identified at this stage	As described under 'Race'.	As described under 'Race'.
Gender (including gender reassignment)	The services involved in this review are predominantly, although not exclusively, staffed by women. Any impacts of the reorganisation could therefore have a negative effect on women because they form the greatest proportion of the workforce.	This is a result of wider social pressures and historic issues relating to the gender balance within the social care sector. As Cameron and Moss's research for the University of London makes clear, this problem is not unique to Bolton – or even to the UK.	As described under 'Race'.
Age	The impact of these proposals will be felt mostly by staff aged between 40 and 60.	This is largely as a result of the nature of the posts proposed for deletion or change. The posts affected are largely at management level where staffs have progressed through a career path over a number of years.	Vacancies have been managed over a period of time to enable vacant posts to be deleted where possible.

		Some measure of protection has been afforded to posts involving face to face delivery with parents and children.	The restructure provides some opportunities for those displaced to apply for vacant or newly created posts in the proposed new service and the usual Council workforce planning procedures including staff redeployment, consideration of voluntary severance or voluntary early retirement will apply.
Sexuality	No differential impact identified at this stage	As described under 'Race'.	
Caring status (including pregnancy & maternity)	No differential impact identified at this stage	As described under 'Race'.	
Marriage and civil partnership	No differential impact identified at this stage	As described under 'Race'.	
Socio-economic	No differential impact identified at this stage	As described under 'Race'.	
Other comments or issues	<i>E.g. relevant issues around health, environmental or geographical considerations</i>		

Please provide a list of the evidence used to inform this EIA, such as the results of consultation, service take-up, service monitoring, surveys, stakeholder comments and complaints where appropriate.

If you have undertaken consultation as part of the proposal, the consultation manager will upload it on to the corporate database.

Research References:

Nutbrown (2012): Foundations for Quality: The independent review of early education and childcare qualifications: DfE
Cameron, C., Moss, P and Owen, C. (1999) Men in the Nursery: Gender and Caring Work. London: Paul Chapman Publishing
 Local Workforce data.

5a Are there any gaps in your evidence or conclusions that make it difficult for you to quantify the potential adverse impact?

The Council intends to consult with staff and appropriate stakeholders and will seek views on any potential impacts – both positive and negative. These views will be used to conduct a full Equality Impact Assessment before any further decisions are taken.

5b If so, please explain how you will explore the proposal in greater depth or please explain why no further action is required at this time.

See above

This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Cabinet Member(s)

Please confirm the outcome of this EIA:

No major impact identified, therefore no major changes required – proceed	<input type="checkbox"/>
Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed	<input checked="" type="checkbox"/>
Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification	<input type="checkbox"/>
Stop and rethink - the EIA identifies actual or potential unlawful discrimination	<input type="checkbox"/>

Report Officer

Name:

Signature:

Date and Contact No: 25th May 2016

Departmental Equalities Lead Officer

Name: Alison Unsworth

Signature:

Date and Contact No: 20th May 2016