

Children and Young People Overview and Scrutiny Committee

26 September 2013

Agenda

A meeting of the Children and Young People Overview and Scrutiny Committee will be held in the **Council Chamber, Shire Hall, Warwick** on **26 September 2013 on the rising of Full Council or 2.00 p.m.**, whichever is latest.

1. General

(1) Apologies

(2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests.

Members are required to register their disclosable pecuniary interests within 28 days of their election or appointment to the Council. A member attending a meeting where a matter arises in which s/he has a disclosable pecuniary interest must (unless s/he has a dispensation):

- Declare the interest if s/he has not already registered it
- Not participate in any discussion or vote
- Must leave the meeting room until the matter has been dealt with (Standing Order 42).
- Give written notice of any unregistered interest to the Monitoring Officer within 28 days of the meeting

Non-pecuniary interests must still be declared in accordance with the new Code of Conduct. These should be declared at the commencement of the meeting.

2. Call-in – Early Years Commissioning

To consider the call-in request and the issues and decide what action, if any, the Committee wishes to take.

3. Call-in – Integrated Disability Services

To consider the call-in request and the issues and decide what action, if any, the Committee wishes to take.

The outcome of the meeting will normally be published electronically within two working days of the meeting. If the Children and Young People Overview and Scrutiny Committee refer the matter to Council, the Council must meet within 10 working days of the Overview and Scrutiny Committee meeting.

Children and Young People Overview and Scrutiny Committee Membership

Councillors:

Jonathan Chilvers, Yousef Dahmash, Peter Fowler, Bob Hicks (Chair), Julie Jackson (Vice Chair), Danny Kendall, Dave Parsons, Mike Perry (S), Clive Rickhards (S), Jenny St. John

Co-opted members for Education matters:

Joseph Cannon and Dr Rex Pogson, Church Representatives
(Currently there are two vacancies for Parent Governor Representatives)

Portfolio Holder relevant to the remit of the Overview and Scrutiny Committee

Councillor Heather Timms – Children and Schools

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Warwick

Children and Young People Overview and Scrutiny Committee

26th September 2013

Call-in – Early Years Commissioning

Recommendations

That the Children and Young People Overview and Scrutiny Committee consider the call-in request and the issues and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

1.0 Report to Cabinet

- 1.1 On 12th September 2013, Cabinet considered the proposals as outlined in the Early Years Commissioning report. A copy of the report to Cabinet is attached at **Appendix A**.
- 1.2 At that meeting, Cabinet considered the outcome of the Early Years and Children's Centres consultation exercise and the proposed three options that had been included in the consultation document. Cabinet approved Option 1 as the preferred delivery model for Children's Centres with a number of revisions, which had been outlined in the report as a result of the consultation. It also approved a one-group approach for Children's Centres in the Rugby area.
- 1.3 A copy of the minutes of the Cabinet meeting is attached to the end of this agenda.

2.0 Reasons for Call-in

- 2.1 The following reasons for the call-in were submitted by the members on 17th September 2013:
 - The option determined by Cabinet is not the option that was available for public consultation; and
 - The Overview and Scrutiny Committee will need to consider the Equality Impact Assessment.
- 2.2 A copy of the Equality Impact Assessment is attached at **Appendix B**.

3.0 Recommendation

3.1 A copy of the call-in process, which includes the options available to the Overview and Scrutiny Committee, is attached to this agenda. The Committee must consider the issues, in light of the reasons for the call-in, and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

Cabinet

12 September 2013

Early Years Commissioning

Recommendations

- 1) That Cabinet approves **option one** as the preferred delivery model for Children's centres with the revisions outlined in section 14 of this report as a result of the consultation.
- 2) Cabinet considers the Rugby 2-Group proposal outlined in 11.5.1 in response to the consultation feedback and rejects this in favour of the 1- group approach in option one.
- 3) That Cabinet approves the commissioning and contracting of the two-year offer from the children's centres outlined in the report
- 4) That Cabinet approves the continued policy to charge a nil or peppercorn rent from all WCC owned properties and only applies a market rent for the properties specified in part 9.10 of this report.
- 5) That Cabinet approves a change to the lease agreement (where permitted by our own lease in the case of properties held on lease by WCC) to allow children's centres to generate additional income to support Children's centre provision through the hiring of rooms to appropriate organisations or persons.
- 6) That Cabinet approves and authorises the Strategic Director of People group and the Strategic Director for Resources to carry out the procurement process and enter into all relevant contracts for the provision of Children's Centres on terms and conditions acceptable to the Strategic Director for Resources.

1. The Early Years Offer

- 1.1 We know that our early years shape how we are as adults and the quality of services available for Warwickshire's youngest children is important to help make sure all children have the best possible start in life. Intervening early, therefore, makes sense on every level; it prevents issues escalating and so makes better use of resources whilst also increasing the likelihood of improving the lives of our most vulnerable children and their families.
- 1.2 Warwickshire children's centres offer support to families by providing a mix of childcare, family and parenting support, health advice, support groups, and

information and advice on a range of family issues. We intend to protect these services and indeed extend them to include nursery education as part of the Early Years Offer.

- 1.3 We know children's centres are important to local people and we want to ensure they continue to provide quality services that offer value for money, and respond to the needs of those families who benefit most from pre-birth and early years support.
- 1.4 The proposed Early Years Offer is to provide across Warwickshire children's centres:
 - 1) Groups for children (eg. stay and play, chatter matters)
 - 2) Groups for parents (eg. adult learning, job clubs, family learning)
 - 3) Family Support (eg support with finance, housing, emotional issues etc)
 - 4) Parenting support (eg. Triple P groups)
 - 5) Child and family health advice and services (eg. breastfeeding support, health visitor clinic sessions, Family nosh, Toddler nosh, stopping smoking)
 - 6) Support groups for families (eg with children with an additional need or disability)
 - 7) Information, advice and signposting on family issues
 - 8) Nursery education
- 1.5 The ambition of The "Early Years Offer" is to focus upon the importance of preparing children well for their entry into school by pooling resources to support better life chances for all children in their early years. To do this, the aim is to bring together family support, education and health services to improve school readiness for all youngsters, and enable parents to give their children the best start in life.
- 1.6 In protecting this offer however, we need to consider different ways of delivering these services due to the limited and reducing resources available.
- 1.7 The purpose of this report is to reach an agreement for the future commissioning of Children's Centre provision and to set out a rationale for pooling resources across the People Group to support better life chances for all children in their foundation years through the physical integration of the early year's provision within the Learning and Achievement Business Unit and the Early Intervention Business Unit.
- 1.8 The vision for the People Group is to champion the learner by adopting a focus on early intervention so that resources are targeted appropriately to support our vulnerable children, young people and families. Evidence articulated in key policy drivers such as Frank Field's review on Poverty and Life Chances (2010), the Independent Tickell review of the Early Years Foundation Stage (2011) and the Graham Allen's, 'Early Intervention: The

Next Steps (2011) all make clear the importance of supporting better life chances by intervening early.

- 1.9 Early intervention does not necessarily mean early in a child's life, it means identifying risk and targeting support so that risk does not escalate into need, however, research demonstrates (The Effective Provision of Early Education 2004) that it is in the early years that the level of influence to transform poor life chances is heightened.
- 1.10 Intervening early, therefore, makes sense on every level; it prevents issues escalating and so makes better use of resources whilst also increasing the likelihood of transforming the lives of our most vulnerable children and their families.
- 1.11 Childcare Act 2006. The local authority is under a general duty to improve the well-being of children under five in their area, and reduce inequalities between those children. As part of fulfilling that duty the local authority must make arrangements to secure that early childhood services are provided in an integrated manner. Within those arrangements the authority must, so far as is reasonably practicable, include arrangements for sufficient provision of children's centres to meet local need. There is no prescribed number of children's centres and the local authority can take account of facilities provided both inside and outside of its area in determining whether there is sufficient provision. There is also a duty to secure sufficient childcare for working parents and to make available free of charge certain early years provision.

2. Why do we need an Early Years Offer?

- 2.1 Evidence from our Statistical Neighbours report (Appendix A) shows that there is an attainment gap in the Early Years Foundation Stage (EYFS) between the most and least deprived, which is more marked than that of our statistical neighbours. Warwickshire ranks as 7th out of the 11 neighbours. This is not good enough. Our efforts to improve must concentrate on those with the poorest outcomes.
- 2.2 Targeted support is crucial if everybody moves forward, those behind are still left behind. We must therefore recommission our children's centres to ensure that they are focussing on those most in need. We are also aware of the link between deprivation and poor outcomes in early years. For this reason, we will continue to target resources in children's centres in areas of deprivation.
- 2.3 We have recently reviewed our 2012/13 school readiness scores and on the face of it, they don't make good reading. The provisional Good Level of Development results show that Warwickshire is 7% below the national average of 52%. With 7 responses from our statistical neighbours so far, Warwickshire is ranked bottom.

However, there is an overall percentage fall in this indicator across the country that is being attributed to the changes that the Government introduced for these assessments starting in September 2012:

<http://www.education.gov.uk/schools/teachingandlearning/curriculum/a006810/2/early-years-foundation-stage-eyfs>

To achieve a Good Level of Development now, children have to be “Awarded an Expected or Exceeding grade in **all** Prime and **all** Literacy and Mathematics early learning goals”. This is a revision from the previous scoring in which across all measures of early development to provide an overall score. The change is a strengthening of literacy and maths goals have and now it would only take one of these not be achieved for the child not to be counted within the ‘school readiness’ indicator.

As with everything, it always takes time for new changes to ‘settle down’ and we won’t have evidence to indicate if Warwickshire’s school readiness programmes/teaching is on a decline compared to national or stat neighbours for a couple more years. Either way, Children’s Centres play a key role in this early development and need to be aware of the new EYFSP framework and Government developments in this area in order to support the children they work with.

- 2.4 The Council monitors the sufficiency of nursery education places across the county. We will continue to work with the market to ensure a sufficiency of places. Where there are gaps in sufficiency we will ensure that children’s centres are part of the solution.
- 2.5 The county is in a strong position to attract, and continue to involve, a diverse range of organisations with a track record of supporting families and young children to find innovative ways to offer services and support.
- 2.6 To move our vision into action, it is necessary to set out the plan to get there. The objective of the offer is to:
 - identify the resources to achieve our vision to champion the learner within their early years;
 - identify the enablers that will support us to achieve our vision; the systems and processes that will make best use of resources to support better outcomes;
 - identify the outputs, the measurables that will enable us to demonstrate success;
 - identify the outcomes that will tell us when we have achieved our vision; our success criteria-how will we know we have transformed life chances? What will success look like?

3. Children's Centre Current arrangements.

- 3.1 Like many councils, we have to make difficult decisions about how we save money. A reduction in government funding means we have to significantly reduce the council's total budget by 2014. All council services are under review and we have already made significant savings. Changing the way we support children through their early years is just part of this. We have already identified £1.4m of savings (2013/14) from internal administrative support services, by restructuring our early years teams, by reducing allocations to Children's Centre teams, and by trading some of our services.
- 3.2 In the next financial year (2014/15) a savings target of £2.3m has been approved by Cabinet and Council against a current Children's Centre budget of £7.5m. This equates approximately to a 30% reduction of the current budget.
- 3.3 To make these savings the local authority must find new ways to deliver Children's Centre services in local communities. In determining the best arrangements and to achieve value for money, considerations must be taken to ensure centres are configured to meet the needs of local families. This will require us to pool our resources in the ways that we will describe below.
- 3.4 By looking at funding currently allocated to both early years provision and children's centres we believe that we can significantly reduce the impact of the proposed budget reduction. This holistic view of wider pre-school service delivery will be adopted to help ensure the best use of all early years' resources not just children's centres but also how we best develop the nursery provision for 2 year olds, and how to continue to offer this provision for 3 and 4 year olds within Children's Centres (where there are sufficiency gaps).
- 3.5 Prior to reaching school age, Warwickshire County Council commissions a wide range of support for children (and their families) in their early years (0-5 years old) from a broad mix of providers including Council based services, schools and the voluntary and community sector.
- 3.6 We also work closely with key partners including community health teams, midwifery, Warwickshire Welfare Rights Advice Service (WWRAS) and Citizens Advice Bureau (CAB), Job Centre Plus and Adult and Community Learning.
- 3.7 In Warwickshire, there are currently 39 children's centres and 1 outreach site which are either run by Warwickshire County Council, or contracted out and run by another organisation. Ofsted have rated 95 per cent of centres as outstanding or good.
- 3.8 A strength of Warwickshire's current arrangement that will be retained and enhanced is the 'mixed market' approach – reduced risk by using a range of providers from whom Warwickshire gains a variety of specialist and innovative practices. The current mix of providers is broken down as follows:

Type of existing provider in Warwickshire	Number of Centres
WCC School / Nursery Governors	11
Warwickshire County Council staff	10*
Two Community Groups	2
Health	1
Four Voluntary Community Sector providers (VCS)	15
TOTAL	39

*It should be noted that the 10 Centres run by directly WCC may no longer be so therefore transfer of in-house staff will need to be taken into account.

3.9 To meet our Sufficiency obligations a Local authority must:

- 1) identify parents and those expecting a baby in their area and encourage them to use children's centres; and
- 2) ensure there are sufficient children's centres, so far as reasonably practicable, to meet local need.
- 3) ensure that a network of children's centres is accessible to all families with young children in their area;
- 4) ensure that children's centres and their services are within reasonable reach of all families.
- 5) target children's centres services at young children and families in the area who are at risk of poor outcomes through, for example, effective outreach services, based on the analysis of local need;
- 6) demonstrate that all children and families can be reached effectively;
- 7) ensure that opening times and availability of services meet the needs of families in their area;
- 8) take account of families crossing local authority borders to use children's centres in their authority. Families and carers are free to access early childhood services where it suits them best; and
- 9) take into account wider duties under section 17 of the Children Act 1989 and under the Child Poverty Act 2010.

3.10 'Designated' status obliges Centres to independently meet Ofsted requirements. However, some of the smaller children's Centres can never, by definition, demonstrate their ability to meet the full 'Core Purpose' on which Ofsted judges them. These Centres are therefore unable to achieve the required 'Good' or 'Outstanding' OFSTED outcomes. Therefore a key outcome that the revised model is seeking to achieve is to address this anomaly. The new operating model provides the opportunity for Children's

centres to deliver the core purpose across a group or collaboration of children's centres rather than a single site.

- 3.11 Despite this, each Centre plays an effective role in reducing inequalities, and has developed a high profile in the Centre's community. This profile and accessibility makes Centres well placed to deliver a widening range of services in the heart of the communities they serve.
- 3.12 The main strategy to date to support the work of Children's Centres in reducing inequalities has been to use a formula to adjust funding in favour of Children's Centres with certain characteristics in their area of 'reach'. The current formula uses a deprivation index to allocate funding to areas of most disadvantages although does not consider the mix and balance of services on offer or the opening hours of each individual site

4. Options and Proposal

4.1 What options for Children's Centres have been explored by the local authority?

The Group and Collaboration model.

This revised model has been designed to build on the current arrangements by facilitating shared management and administrative support across all Centres in each group or collaboration wherever possible and practical. As a result each centre, working with the other Centres with which they are grouped, has the potential to better meet community needs and meet the OFSTED requirements to the highest possible level.

Changes to the Ofsted Inspection Framework for Children's Centres (April 2013), which introduced Groups, Collaborations and Single Centres has made us think of using this type of model rather than using "cluster" terminology

Groups – a number of centres operating under one leadership model and offering integrated services that meet the core purpose. Single inspection by Ofsted from April 2013.

Collaborations – a number of children's centres are run by different bodies but collaborate to offer the core purpose. This provision is inspected jointly as part of a locality inspection by Ofsted but each CC gets separate grades and reports.

Single Centres – single entity with own leadership, may still be inspected by Ofsted as part of 'locality' inspection but will receive own grade and report.

The group and collaboration model has a number of advantages:

1. Economies of scale – making better use of public money by ensuring services are focussed around the needs of families and local communities
2. Shared Leadership and Management – joint investments between partners to support the effectiveness of business planning and sustainability of provision
3. Inclusion and outcomes for all children (Children’s Centres, Health, Early Years and Childcare PVI sector)
4. Shared vision and priorities - holistic offer across localities empowering parents to reduce dependency
5. Greater flexibility within localities aiming to target the families with most need using a suite of evidence based interventions
6. The management of transitions and the effectiveness of partnership working with schools and other local providers
7. Creating models for peer to peer support using our outstanding providers to embed practice across the County

4.2 In summary our approach to deliver the Early Years Offer within a reduced budget is to:

1. Target resources

- Ensuring that Children's Centres are commissioned to deliver access to all local families in need. Children's Centres are to be managed and funded accordingly to meet the needs of the most disadvantaged children and families.

2. Making the most from all available resources

- Drawing in funding from the 2 year old early education places into Children's Centres by commissioning places in Children's Centres from 2014.
- Drawing in funding from the 3 and 4 year old early education places into Children's Centres by commissioning places in Children's Centres in areas where there is a lack of sufficiency from 2014.
- Drawing in funding from the Adult and Community Learning budget to commission Adult Learning directly by the Children's Centres where needed most.
- Allowing the opportunity for income generation for each area group to be held and reinvested in front-line Children's Centre services.
- Generating income by trading County Council services for quality improvement and training in Early Years provision.

3. Ensure that management and support staffing structures are fit for purpose

- Proposing that children's centres work in formal groups or collaborations in order to achieve savings through management restructuring.
- Achieving savings from restructures to the WCC Early Years and Children's Centres support team in order to offset the impact to front-line services and to meet the needs of the changing plans for Early Year.

4. Work in partnership

- Identifying with South Warwickshire NHS Foundation Trust where additional Health Visiting resources (coming on stream by 2015) will be placed and how they will deliver services.
- Working with other partners to reduce costs whilst maintaining and improving quality of service.

We would also take further advantage of economies of scale by looking at opportunities to co-locate services, providing more services for families in their own homes and community venues, and some specialist services delivered jointly.

5. Payment by results.

We are not proposing to include payment by results a part of this change. Payment by results were piloted across the country in early 2011 and ran until March 2013 early decisions on rollout were to have been taken by early summer 2012, to enable sufficient lead-in time for national and local data collection systems to be in place by early 2013. Final decisions on the measures were not taken and it is questionable if this will be rolled out nationally. Regardless of this, it was always intended that local authorities would decide which, if any measures, to use for local payment of providers by results. To this end we intend to strength the outcomes framework within our future delivery contracts to ensure that the core purpose and local priorities are delivered.

The information in the cabinet report provides further information on the current service and how the new model promotes service improvements through more efficient and targeted ways of working.

6. The recommendation includes some service re-design and improvement because:

- All 12 groups will be put out to open and competitive tender and it is expected that there will be no NON school WCC managed and governed centres.

- increasing the number of Centres open to the rigours of competition is the best guarantee of quality and value – 10 Centres are currently run in-house the intention is that, where practical, they will be put out to tender, there are exceptions to this which will be discussed later where building ownership and full integration with other services effectively rules out the possibility to tender that site
- offering a single provider the chance to compete for a group/s or collaboration/s of geographically close Centres enables efficiencies through shared administrative and management support, as well as improvements through sharing of good practice and staffing rotation
- OfSTED inspections will be of a group or collaboration of centres, at this time, some of the smaller centres are unable to offer ends the ceiling on their aspirations to become OFSTED Good or Outstanding Centres

5. How do we compare nationally?

- 5.1 National research published by the Daycare Trust and 4Children in January 2011 found that 7 per cent of children's centres were closing or expected to close, while 56 per cent would provide a reduced service and 86 per cent were facing budget cuts of some sort.
- 5.2 Using freedom of information responses received from 151 of England's 152 top-tier councils 401 Sure Start children's centres have closed during the last two years with London (126) and the south-east (62) are the regions that have seen most closures.
- 5.3 Looking more closely at the 401 closures, only 25 (less than 1% of the total number of centres) were what it termed "outright closures". The other 376 centres were reduced by reorganisations, including the merger of two or more centres.
- 5.4 Local authorities are required to notify the Department for Education of any changes to any asset funded by the Sure Start grant, including children's centres. As of the 8th August 2013 over 200 changes relating to children's centres have so far been notified to the department and the potential clawback implications of each of these changes have been considered.
- 5.5 To date **no clawback** has been applied to any children's centre as local authorities have been able to show that even after the changes to the children's centres, they continue to deliver predominately Early Years services by way of nursery provision or the 2 year old offer for example, which is a condition of the original grant.

5.6 Summary of non closure changes that have occurred nationally.

- Income targets for children's centres have also been increased in some instances, with the temporary appointment of centre development managers to maximise potential revenue from those who can afford to pay.
- A number of council's are facing around 10 per cent cut in children's centre budgets, the savings were made by management rationalisation (in both in-house centres and those delivered by voluntary sector partners), reducing the number of staff in each session, and adjusting the preparation time allocated for each session. In some instances, this has meant changing the frequency and length of sessions to accommodate an operating model that optimises preparation and delivery time.
- Meanwhile, a council with a more substantial 35 per cent cut to children's centre budgets has operationalised the 'hub and spoke' model of children's centre delivery – with a core of main centres and a number of smaller delivery hubs. Some centres, therefore, deliver fewer sessions but coverage is retained across the whole local authority area with no centres facing closure.

6. Proposals for public consultation.

- 6.1 We have considered the various options available and have come up with a number of proposals for how we can deliver the Children's Centre services in different ways to meet the Early Years Offer.
- 6.2 We have identified that savings can be made by revising how Centres operate in different areas. We have looked at **groups**, **collaborations** and **single centres**. Centre closures are also part of our considerations but we would hope to avoid this.

Groups – a number of Children's Centres operating under one management and governance model in a geographical area and offering integrated services that meet the core purpose for children's centres (explanation in glossary). Single inspection by Ofsted from April 2013.

Collaborations – a number of Children's Centres run by different management governance bodies in a geographical area but who collaborate to offer services, which jointly meet the core purpose. This provision is inspected jointly as part of a locality inspection by Ofsted but each Children's Centre receives separate grades and reports.

Single Centres – a single Children's Centre with its own management and governance. It fully delivers the core purpose for children's centres. This may still

be inspected by Ofsted as part of 'locality' inspection but will receive its own grade and report.

- 6.3 In order to protect the Early Years Offer and achieve the savings required, three options are proposed:
- **Option 1** - Early Years Offer provided through groups and collaborations of Children's Centres. No Children's Centres would close under this proposal.
 - **Option 2** - Early Years Offer provided through groups and collaborations of Children's Centres. Five Children's Centres and one outreach site would close or cease to provide the Early Years Offer under this proposal.
 - **Option 3** – Early Years Offer provided through 33 single Children's Centres. Five Children's Centres and one outreach site would close or cease to provide the Early Years Offer under this proposal.
- 6.4 The preferred option that officers will recommend to Cabinet is Option 1. The consultation seeks to test whether, within available resources, this option is preferred by the public or whether other options are more favourable.

Option 1 - Early Years Offer provided through groups and collaborations of Children's Centres. No Children's Centres would close under this proposal.

Children's centres would operate in a group or collaboration in a geographical area. The following groups of Children's Centres are proposed:

Proposed Groupings – Option 1
North Warwickshire
Atherstone Early Years Centre, Coleshill Children's Centre, Kingsbury Children's Centre, Mancetter Sure Start Children's Centre, Polesworth Children's Centre
Bedworth 1
Bulkington Children's Centre, St. Michael's Children's Centre
Bedworth 2
Bedworth Heath Children's Centre & Nursery School, Rainbow Children's Centre
Nuneaton 1
Abbey Children's Centre, Riversley Park Children's Centre, Ladybrook Children's Centre
Nuneaton 2
Park Lane Children's Centre, Camp Hill Children's Centre, Stockingford Children's Centre
Rugby
Boughton Leigh Children's Centre, Cawston Children's Centre, Claremont Children's Centre, Dunchurch & District Children's Centre, Hillmorton Children's Centre, Newbold Riverside Children's Centre, Oakfield Children's Centre,

Wolston Children's Centre
South Warwickshire
Wellies Children's Centre, Badger Valley Children's Centre, Lighthorne Heath & District Children's Centre
South West Warwickshire
Clopton and District Children's Centre, Alcester & District Children's Centre, Stratford Children's Centre, Studley & District Children's Centre
Southam
Southam & District Children's Centre
Kenilworth
Kenilworth Children's Centre & Nursery school, St. Johns Children's Centre (Kenilworth)
Leamington
Dale Street Children's Centre (outreach), Kingsway Children's Centre, Lillington Children's Centre & Community Centre, Sydenham Children's Centre, Whitnash Children's Centre
Warwick
Warwick Children's Centre & Nursery School, Westgate and Newburgh Children's Centre

The Early Years Offer would be delivered across the group or collaboration. This may mean that some individual Children's Centres will no longer provide the full Early Years Offer, but a nearby Children's Centre would. The precise arrangements for how much and how frequently individual Children's Centres within a group or collaboration would provide different parts of the Early Years Offer would be agreed locally between WCC and the provider.

Under this option no Children's Centres would close.

It is anticipated that the successful bidders will reduce the current costs of provision in order to operate within the reduced contract prices, it is estimated that costs will be reduced in some or all of the following ways:

- Reducing the management structure across Children's Centres -£0.8m
- Reducing activity across a group or collaboration of Children's Centres (but maintaining provision of the Early Years Offer across the group or collaboration) -£1.5m

Income that could be generated to offset the reduced contract value:

- Possible income generation countywide through providing nursery education in Children's Centres for 2 year olds (as £0.9m

described on page 8)

- New income generating powers awarded to successful bidders such as the opportunity to hire rooms to appropriate other users.

Option 2 - Early Years Offer provided through groups and collaborations of Children's Centres. Five funded Children's Centres and one outreach site would close or cease to provide the Early Years Offer under this proposal. This would allow resources to be targeted in areas of deprivation, insufficient provision and lack of readiness for school.

The Early Years Offer would be delivered across the group or collaboration. As per Option 1, this may mean that some individual Children's Centres will no longer provide the full Early Years Offer, but a nearby Children's Centre would. The precise arrangements for how much and how frequently individual Children's Centres within a group or collaboration would provide different parts of the Early Years Offer would be agreed locally. The following groups of Children's Centres are proposed:

Proposed Groupings – Option 2
North Warwickshire
Atherstone Early Years Centre, Kingsbury Children's Centre, Mancetter Sure Start Children's Centre, Polesworth Children's Centre
Bedworth 1
Bulkington Children's Centre, St. Michael's Children's Centre
Bedworth 2
Bedworth Heath Children's Centre & Nursery School, Rainbow Children's Centre
Nuneaton 1
Abbey Children's Centre, Riversley Park Children's Centre, Ladybrook Children's Centre
Nuneaton 2
Camp Hill Children's Centre, Stockingford Children's Centre
Rugby
Boughton Leigh Children's Centre, Cawston Children's Centre, Claremont Children's Centre, Hillmorton Children's Centre, Newbold Riverside Children's Centre, Oakfield Children's Centre, Wolston Children's Centre
South Warwickshire
Badger Valley Children's Centre, Lighthorne Heath & District Children's Centre
South West Warwickshire
Alcester & District Children's Centre, Stratford Children's Centre, Studley & District Children's Centre
Southam
Southam & District Children's Centre
Kenilworth

Kenilworth Children's Centre & Nursery school, St. Johns Children's Centre
Leamington
Kingsway Children's Centre, Lillington Children's Centre & Community Centre, Sydenham Children's Centre, Whitnash Children's Centre
Warwick
Warwick Children's Centre & Nursery School, Westgate & Newburgh Children's Centre

Under this option Children's Centres would close or cease to provide the full Early Years Offer.

The criteria upon which centres are proposed for closure under this option are:

- a) that the locality is able to continue to meet the sufficiency duty for Early Years provision with the Children's Centres remaining in the locality
- b) that other Children's Centres in the locality are able to continue to provide the full Early Years Offer (either independently or in a group or collaboration)
- c) that there is limited risk of capital funding being recouped by DfE due to little or no money invested in capital or due to the fact that Early Years provision would continue to be delivered in the building
- d) that provision is maintained in areas of highest deprivation and where the attainment gap at the Early Years Foundation Stage is at its greatest

Five Children's Centres and one outreach site have been identified for possible closure based upon the above criteria. These are:

Children's Centre	Closure or Cease full Early Years Offer
Park Lane, Nuneaton	Cease full Early Years Offer. Childcare provision to be made available.
Wellies, Wellesbourne	Closure
Dunchurch, Rugby (this is a 'virtual' Children's Centre with activity taking place in an area rather than a building)	Closure
Coleshill, North Warwickshire	Cease full Early Years Offer. Childcare provision to be made available.
Clopton, Stratford	Closure
Dale Street, Milverton, Leamington (this is an outreach site of Lillington Children's Centre)	Closure

It is anticipated that the successful bidders will reduce the current costs of provision in order to operate within the reduced contract prices. It is estimated that the cost will be reduced in some or all of the following ways:

- The closure or ceasing the full Early Years Offer at five Children’s Centres and one outreach site -£0.7m
- Reducing the management structure across Children’s Centres -£0.6m
- Reducing activity across a group or collaboration of Children’s Centres (but maintaining provision of the Early Years Offer across the group or collaboration) -£1.0m

Income that could be generated to offset reduced contract price:

- Possible income generation countywide through providing nursery education in Children’s Centres for 2 year olds. £0.9m
- New income generating powers awarded to successful bidders such as the opportunity to hire rooms to appropriate other users.

Option 3 - Early Years Offer provided through 33 single Children’s Centres. Five funded Children’s Centres and one outreach site would close or cease to provide the Early Years Offer under this proposal. As per option 2, this would allow resources to be targeted in areas of deprivation, insufficient provision and lack of readiness for school.

This means operating 33 single Children’s Centres, while five Children’s Centres and one outreach site would be closed or cease to provide the full Early Years Offer. The 33 Children’s Centres would be:

Abbey Children’s Centre	Kenilworth Children’s Centre and Nursery	Southam Children’s Centre
Alcester Children’s Centre	Kingsbury Children’s Centre	Stockingford Early Years Centre and Library
Atherstone Early Years Centre	Kingsway Children’s Centre	Stratford Children’s Centre
Badger Valley Children’s Centre	Ladybrook Children’s Centre	Studley Children’s Centre
Bedworth Heath Nursery and Children’s Centre	Lighthorne Heath Children’s Centre	St Johns Children’s Centre
Boughton Leigh Children’s Centre	Lillington Children’s Centre	St Michaels Children’s Centre

Bulkington Children's Centre	Mancetter Children's Centre	Sydenham Children's Centre
Camp Hill Children's Centre	Newbold Riverside Children's Centre	Warwick Children's Centre and Nursery School
Cawston Children's Centre	Oakfield Children's Centre	Westgate and Newburgh Children's Centre
Claremont Children's Centre	Polesworth Children's Centre	Whitnash Children's Centre
Hillmorton Children's Centre	Riversley Park Children's Centre	Wolston Library and Children's Centre

Under this option five Children's Centres and one outreach site would close or cease to provide the Early Years Offer. These are the same centres as described in Option 2.

A key difference between this proposal and Option 2 is that each of the 33 Children's Centres would continue to offer the full Early Years Offer independently as opposed to delivery across a group or collaboration model. However, in order to manage within the reduced contract price each Children's Centre would be operating from a significantly reduced allocation inevitably resulting in far less activity in each of those remaining. As single Children's Centres, less cost reductions would be available via management restructure.

The required savings will be met by:

- The closure or ceasing the full EYO at five Children's Centres and one outreach site -£0.7m
- Reducing the management structure across Children's Centres £0
- Reducing activity across Children's Centres (but maintaining provision of the Early Years Offer in each centre) -£1.6m

Income that could be generated to offset reduced contract price:

- Possible income generation countywide through providing nursery education in Children's Centres for 2 year olds. £0.9m
- New income generating powers awarded to successful bidders such as the opportunity to hire rooms to appropriate other users.

Summary for 10 Local Authority directly managed Children's Centres.

Area of Warwickshire	Name of Centre	Proposal under Options	Future Grouping
North Warwickshire	Mancetter Coleshill	Coleshill proposed for closure under Options 2 and 3	Both centres to be included in the North Warwickshire group
Rugby	Claremont Newbold Riverside	No closures	Rugby 1 (subject to Cabinet approval of Rugby groupings))
	Oakfield Cawston cluster include: Cawston Wolston Dunchurch	Dunchurch is proposed for closure under Options 2 and 3	Rugby 2 (subject to Cabinet approval of Rugby groupings)
South Warwickshire	Badger Valley Wellies	Wellies is proposed for closure under Options 2 and 3	South Warwickshire group

Summary of alternatives not chosen

Alternative?	Why not?
No change	This would not identify the £2.3m of savings that are required. Opportunities would be lost for efficiencies through extended use of the competitive market.
Decommission Children's Centres	Local 'hubs' of family-centred and family-friendly services would be replaced by lower profile outreach services that are harder to locate, access and understand by the public. Co-located professionals such as Health Visitors would be displaced. Services such as weighing clinics would be displaced causing service disruption. Capacity would be lost to capitalise on foot-fall to further develop whole family approaches on site e.g. community learning, targeted youth support, job centre Loss of the benefits of early intervention through intensive integration.
Close 17 centres to save £2.3m	Savings could be achieved through the closure of 17 children's centres, however this has been rejected as it would not provide sufficient coverage of children's centres across the county
All Children's Centres managed in house	Internal line management as well as performance management poses a conflict of interests. This is not LA Policy.
All Children's Centres	Full competition could not be achieved due to

competitively tendered	reliance on Schools and premises owned by 3 rd parties able to manage the provision themselves and unwilling to accept an alternative.
Organise Children's Centres over the sub region as a whole	Sub regional partners are not able to collaborate, justified by the localised nature of Children's Centre provision.
Reduce all Children's centre budgets by 32% to save £2.3m	The budget of the 39 children's centres could have been reduced. This option has been rejected as it would make many centres unsustainable in the medium and long term.

In the event of physical closure or early childhood services no longer taking place in that building, capital from buildings/assets could be recouped by the Department for Education. We are unable to state how much this is likely to be until a business case to close a centre is submitted to the Department, but to date nationally there has not been any clawback of this nature.

Commissioning Nursery Education in Children's Centres.

It is a fact that many children who have experienced early education will have an easier transition when they move into school. As they have already had opportunities to express themselves and to socialise through a range of creative, physical, emotional and social play opportunities, they will be more confident in interacting with other children and different adults.

All local authorities have been delivering some form of a targeted offer to their most disadvantaged 2 year olds since September 2009. The scheme is currently targeted in the most disadvantaged areas of the County.

From September 2013, there will be a statutory entitlement (confirmed in the Education Act 2011) to 15 hours per week of early education for 38 weeks per year for every disadvantaged two year old. Places are expected to be required for around 20% of two year olds nationally. The early education entitlement for two-year-olds will be further expanded to cover more children from September 2014 with additional funding made available to reflect this significant increase.

In order to be able to generate income, we propose that children's centres are now commissioned as a provider of nursery education for 2 year olds. In addition, where there are sufficiency gaps, children's centres should also be a provider of nursery education for 3 and 4 year olds.

It will remain the choice of the parent of whether they wish to use their nursery education entitlement at children's centres or with an independent provider.

2 Year old Places to be commissioned from Children's Centres

Nuneaton 1

Abbey	0
Riversley Park	16 or 32 TBA

Ladybrook	0
Total	16 or 32

Nuneaton 2

Park Lane	24
Camp Hill	0
Stockingford	16
Total	40

Bedworth 1

Bulkington	0
St Michaels	32
Total	32

Bedworth 2

Bedworth Heath	36
Rainbow	0
Total	36

Rugby

Boughton Leigh	12
Cawston	8
Claremont	12
Dunchurch	0
Hillmorton	8
Newbold	8
Oakfield	8
Wolston	0
Total	56

South Warwickshire

Wellies	0 TBA
Badger Valley	8
Lighthorne Heath	12
Total	20

South West Warwickshire

Clopton	0
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Alcester	8
Stratford	TBA
Studley	0 TBA
Total	8

Southam

Southam	12
Total	12

Kenilworth

Kenilworth	TBA
St Johns	12
Total	12 TBA

Leamington

Dale St	0
Kingsway	0
Lillington	8
Sydenham	12
Whitnash	0
Total	20

Warwick

Warwick	16
Westgate/Newburgh	TBA
Total	16 TBA

North Warwickshire

Atherstone	16
Mancetter	0
Kingsbury	0
Polesworth	0
Coleshill	0
Total	16

Maximum number of potential places to date = 300

300 places x £4.95 x 15 x 38 = £846,450 for a full year, assuming all places filled all year.

Issues to consider

Place funding can only be done until the end of the trajectory funding period (March 2015), from that date all funding must be done on actual places filled – so although we can ‘commission’ Children’s Centres to provide these places, their funding will soon depend on them actually filling them which we believe they can, but this is not guaranteed funding.

Funding will only be given to the Centres who actually provide places that are attended by children. It cannot be spread across all Children’s Centres as a contribution to the overall budget.

7. Increased health visiting resources in Warwickshire

- 7.1 The implementation of the new health visiting service in Warwickshire will contribute to the Early Years Offer by providing the best possible start in life for children by providing families with the support they need when they need it most. This is a fundamental part of the “core purpose” and will ensure that a large proportion of the universal offer for children’s centres is maintained post the reduction in funding.
- 7.2 The Integrated and Community Care Division of South Warwickshire NHS Foundation Trust and NHS Warwickshire will work together to implement the new health visiting service by March 2015. The Integrated and Community Care Division has been engaged with the roll out of Children’s Centres across Warwickshire. Of the 39 centres and over 50% of the health visiting teams are co-located with Children’s Centre staff.
- 7.3 There are currently 79.63 WTE health visitors working in Warwickshire along with a variety of skill mix within the teams. This includes Community Staff Nurses, Community Nursery Nurses and Health Visiting Clerical Assistants. The Strategic Health Authority (SHA) requires Warwickshire to increase the number of whole time equivalents by 42.5 by 2015. 12 new health visitors were trained in 2011/2012 and the plan is to recruit at this level or above for the next three years to reach the additional 42.5 target.
- 7.4 The health visitor’s caseloads have been organized geographically so that each health visitor relates to a children’s centre area rather than an attachment to a GP surgery and resources have been allocated to mirror the allocation model for Children’s centre resources to ensure those areas with most need are targeted. The focus for both the children’s centres and the health visiting service is early intervention with a specific emphasis on parent/infant interaction and attachment.
- 7.5 All of the health visitors undertook attachment training at Warwick University in 2010 and trained in the use of promotional interviews. Since that time the health visitors are seeing pregnant women at around 28 to 30 weeks of pregnancy to carry out the promotional interview.

- 7.6 There are a number of activities carried out universally in Children's Centre by the health visiting team and there is a team around the child approach. These include for example, baby massage, child health clinics, parent craft classes and "Chatter Matters" which is a programme promoting speech and social interaction. There is also a recently signed a partnership agreement between Health Visiting Teams and Children's Centres which sets out clear guidance about what each can expect from the other.
- 7.7 There have been more challenges engaging the midwives in Children's Centre agenda and the input is inconsistent across the County. There are three Acute Trusts with maternity units and this adds to the challenge. However there is some good practice in many of the Children's Centres such as booking clinics, post natal clinics, handover from the midwife to health visitor clinics.

8. Linkages with Priority Families ('Troubled' Families Programme).

- 8.1 The national Troubled Families Programme (in Warwickshire known as the 'Priority Families Programme') **may** in due course come to be seen as a significant development in relation to the Early Years Offer.
- 8.2 The Programme started in April 2012 and will run initially until March 2015. Through a combination of up-front funding (attachment fees) and moneys derived from Payment by Results, the County Council and its partners have committed to work with and 'turn round the lives' of 805 families.
- 8.3 These families are identified through the application of imposed national criteria that relate to Crime /Anti-Social Behaviour, Education (poor school attendance, exclusions and behaviour issues) and Out of Work (where an adult family member receives a qualifying DWP out of work benefit).
- 8.4 The Priority Families Coordinator and officers leading work in relation to the Early Years have collaborated closely in order to ensure that the benefits of the Programme can be made available to those families with younger, pre-school children that are eligible for support / challenge through the Programme.
- 8.5 However, both locally and nationally it has been found that the criteria for identifying families favour those that have older children and that there are comparatively few families with younger, pre-school children that qualify for support.
- 8.6 As a result of the Spending Review (May 2013) the duration of the Programme is scheduled to be extended to March 2018.
- 8.7 The criteria that will apply after 2015 are unknown but **may** be altered so as to encourage closer linkages between the Programme and Early Years

initiatives. Whilst officers are aware that this is an issue that Government is considering, we are unlikely to have a complete picture of the new criteria that will apply until Spring 2014 at the earliest.

- 8.10 More detailed information about the Priority Families Programme is available from:

www.warwickshire.gov.uk/priorityfamilies

9. Property considerations for options 2 and 3.

- 9.1 Both options 2 and 3 proposed, if chosen, would result in closures of children's centres and as discussed previously, potentially result in capital clawback by the DfE. The six sites that are proposed to close under these options are listed below. Consideration for delivery in the area has been balanced between need in the area and potential capital clawback by the DfE.

1. Centre Name and Location

Park Lane (Nuneaton) Managed and governed by WCC School

What do they deliver now

Deliver full core purpose

What will they deliver post closure

Will deliver childcare only with a focus on the provision for two year olds

What are the clawback implications

£345,554

Where will the services be delivered post closure

The services will be delivered by the remaining Children's Centres in the locality which are Stockingford and Camphill

2. Centre Name and Location

Wellies (Wellesbourne) Managed and governed by WCC School

What do they deliver now

Deliver full core purpose

What will they deliver post closure

Health services will continue to be delivered in the locality of Wellesbourne reach area. Discussions will take place with the library service as to the continued provision of early years services.

What are the clawback implications

£509,049

Where will the services be delivered post closure

Services to families will be offered via outreach support from Badger Valley.

3. Centre Name and Location

Dunchurch (Rugby) Managed and governed by WCC School

What do they deliver now

This is a Virtual centre (no identified building) activity is provided in via outreach from Cawston . Does not presently delivery full core purpose at an independently designated Children's Centre

What will they deliver post closure

Services will still continue to be delivered via outreach from Cawston but Dunchurch will no longer be a designated centre and will not be funded as such.

What are the clawback implications

£63,597 is recorded against the outreach site at Bawnmore infant school, which we would stipulate would continue to be used by the group or collaboration.

Where will the services be delivered post closure

As per present arrangements on outreach basis from Cawston but without formal designation of virtual centre.

4. Centre Name and Location

Coleshill (north Warwickshire) Managed and governed by WCC School

What do they deliver now

Presently deliver full core purpose

What will they deliver post closure

Will deliver childcare only; focus on 2 year old offer.

What are the clawback implications

£494,989

Where will the services be delivered post closure

Via outreach from the remaining centres in the North Warwickshire group

5. Centre Name and Location

Clopton (Stratford) Managed and governed by SPP

What do they deliver now

Presently deliver full core purpose but the site is shared with the school (Thomas Jolyffe) who utilize the site for early year provision for part of the week .

What will they deliver post closure

The shared space will be used for outreach purposes by the remaining centres in the group. The school will continue to use the site.

What are the clawback implications

£314,917

Where will the services be delivered post closure

Via outreach from the group to this building.

6. Centre Name and Location

Dale Street (Milverton) Managed and governed by A4C

What do they deliver now

This is not a designated Children's Centre but is presently funded as a designated site, it is an outreach of Lillington so as such does not deliver full core purpose.

What will they deliver post closure

Will still deliver the same or similar services.

What are the clawback implications

£0

Where will the services be delivered post closure

They will deliver outreach services in to the locality from the remaining Children's Centres in the group.

- 9.2 We believe that if we are able to implement the changes outlined above then we would not be liable for DfE clawback although this is a risk that will need to be tested through the return of business cases that outline the changes and ongoing usage for all assets. The DfE will seek to ensure that the assets will continue to deliver predominately Early Years services (for the life of the asset) and that can be by way of 2 year old provision. The returns made to the DfE would require details of the services that would be delivered under the changes, days/ hours per week and type of services. If they believe any of the assets will no longer deliver predominately Early Years services they will most likely invoke clawback. It should be reiterated that to date, nationally there has been no clawback of this nature.
- 9.3 Until we have completed our consultation and a preferred option has been agreed by Cabinet we will not be able to clarify the position with regards to clawback fully.

Property considerations.

- 9.4 Draft leases (with plans) for all properties subject to the tender exercise will have to be ready by the date that the service contract goes out to tender (4th November 2013). The draft leases will include rights and reservations in respect of the site. Condition surveys will be required for all of the properties prior to granting the leases.
- 9.5 In the case of Children's Centres already let to external service providers we would be looking to the service providers to comply with the terms of their original leases prior to the end of their occupation on 31 March 2014. If the condition surveys indicate that the properties require redecoration and/or repair and their leases required them to do this then the current occupant should carry out the work.
- 9.6 In the case of properties, which have not been let on lease before (no external service provider) then the condition surveys will need to indicate whether works are required to be completed by WCC prior to leasing. Once leased it will be the tenant's responsibility to repair during that period.
- 9.7 The properties should be let to service providers in good condition so if at all possible any outstanding works of maintenance should be carried out (at WCC expense) prior to granting the leases. If we do not carry out the works then we could include in the lease a copy of the schedule of condition and require the tenant to return the property in no worse a condition.

- 9.8 It should be noted though, that most of the Children's Centres are located in relatively new (or recently refurbished) buildings so all being well there should not be a great deal of maintenance expenditure required.
- 9.9 The leases to service providers will make the tenant responsible for internal repair and maintenance; the landlord will be responsible for external and structural repairs and maintenance of the central heating plant.

Lease costs to Service providers.

- 9.10 As now the tenants in future will be required to pay for utilities, business rates etc either direct or (if not separately metered / assessed) the appropriate proportion of these costs. At this time leases for all Children's centres are provided at a nil or peppercorn rent with two notable exceptions. Bedworth Heath Leisure and Community Centre and the Riversley Park Children's Centre at Our Lady of the Angels RC Primary School in Nuneaton. At these two locations WCC pays market rents for our own leases on these properties and as a result we will be required to recover these costs from the service provider. The underleases to service providers will incorporate any rent review provisions contained in WCC's own leases.
- 9.11 St Nicholas Park Clinic which hosts Ladybrook Children's Centre is held on lease from the PCT but has a long rent free period to cover the fitting out and refurbishment costs so it will be several years before any rent is payable to the landlord. The Claremont Children's Centre is held on a lease from the Coventry Diocesan board of finance at a market rent. This centre is currently operated by WCC, under any new service contract, the lease to a service provider will be at the same rent as is currently paid by WCC and will incorporate the annual RPI rent review provision contained in WCC's lease.
- 9.12 The former Bedworth Heath Library is a surplus property and was due to be sold with the capital receipt allocated to the Property Rationalisation Programme (PRP) but is now occupied as a Children's Centre. The Children's Centre pays £7,000 per annum to Resources to recompense the PRP for the lack of a capital receipt (otherwise there would be a shortfall in the PRP savings). This rent will be included (and charged) in the lease to a service provider.
- 9.13 It is proposed that the rentals included in the new Children's Centre leases for Our Lady of the Angels, Bedworth Heath Leisure & Community Centre, Claremont Children's Centre and the former Bedworth Heath Library are allocated to the Early Years Property Budget whether direct from the service tenant as rent, or via an equivalent revenue transfer from Early Years for the rent equivalent to avoid the need to charge and recover rent from the tenant.
- 9.14 Landlord's costs (external and structural maintenance, maintenance of the central heating plant, buildings insurance etc.) will be recovered from tenants via a service charge.

- 9.15 In the event that a Children's Centre is exempted from the tender exercise and is operated directly by Early Years rather than a third party provider then all costs (rent, internal and external repair and maintenance, utilities, business rates, buildings insurance etc.) will be funded by Learning & Achievement / Early Years.
- 9.16 The model presented in this report is based on the assumption that £2.3m will be the maximum reduction in funding to Children's centres so any changes to the charging of Nil or peppercorn rent will significantly reduce service delivery beyond what has been considered in this report. It is therefore requested that Cabinet agree to the continuation of nil or peppercorn rent for those centres that are not subject to market rents as indicated in part 8.10 of this report.
- 9.17 It is good estate management practice to determine a rental figure in any lease, even those associated with a service contract. This helps safeguard the Council's position in the event that the service contract is terminated for whatever reason and either the lease continues or the tenant does not vacate the property (in which case the rent will be charged). Whilst rare, these situations can occur and the recent legal case of Newham LBC v Thomas Van-Staden 2009 highlights there are no guarantees for vacant possession at the expiry of unprotected leases.

Whilst establishing a rent is recommended as part of the tender exercise it is suggested that Early Years confirm that no rent will be demanded during the lease whilst the service contract remains in place. This results in the status quo where service contract costs are minimised with no additional cost for rent but has the advantage that if the tenant remains in occupation for whatever reason after the service contract ends a rent is then payable as stipulated in the lease, rather than a peppercorn.

10. Equality impact.

- 10.1 The Council must under the Equality Act 2010, have due regard to the need to (a) eliminate discrimination, harassment and victimisation, etc (b) advance equality of opportunity and (c) foster good relations. . The particular protected characteristics dealt with by the Act are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation. Members must consider the effect that implementing a particular policy will have in relation to equality before making a decision and must have an adequate evidence base for its decision making. Careful consideration of the outcomes of Equality Impact Assessments are one of the key ways in which members can show "due regard" to the relevant matters. The duty is a continuing one and Equality Impact Assessment is attached as Appendix B.

11. Feedback from Consultation.

- 11.1 The consultation document outlines all the responses that were received over the course of the 9-week consultation period. (This is a large document published electronically and with paper copies in Group Rooms. The Executive Summary is attached as Appendix C). This section is to provide a summary of the key themes that were identified as a result of this consultation. The main conclusion from respondents was just how highly valued the services provided by children's centres are and a strength of feeling that these must be protected.
- 11.2 1,575 responses were received in total. This includes all online responses to the questionnaire, paper responses, comments from all those who attended consultation meetings and other questions and comments received in to the Children's Centre email account during the 9-week consultation period.
- 11.3 Option 1 (WCC Officers preferred option) was selected as the preferred option.
51.8% selected option one (no closures) as their preferred model.
20.3% selected option two
6.0% selected option three
21.9% did not state a preferred option.
- 11.4 As a result of the consultation, officers maintain their preferred option as OPTION 1, which would not result in any Children's Centres closing
- 11.5 As part of the consultation, views were sought on the design of the groupings proposed in the options section. There were a number of key suggestions that were made:
- 11.5.1 Concerns were expressed with regards to the size of the group that was proposed for Rugby. The group proposed would see a group of 6 children's centres and 2 outreach sites. Respondents expressed concern about the size of this group and proposed it to be split in to two, or even three groups.

Rugby 1

Newbold Riverside Children's Centre, Claremont Children's Centre and Boughton Leigh Children's Centre operate as a group.

Rugby 2

Hillmorton Children's Centre, Cawston cluster (to include Wolston and Dunchurch) and Oakfield Children's Centre operate as a group.

Officers accept that there is a weight of opinion against the proposed 1 group for Rugby and have therefore proposed an alternative 2-group approach. Officers feel that this 2-group approach takes in to account the feedback from the consultation. It should be noted that **Officers still favour the 1 group Rugby option.**

Officers feel strongly that the 1-group approach supports the greatest opportunity for financial savings under the single governance arrangements.

Officers accept the comments that a group of 8 children's centres may appear to contradict Ofsted's recommendation of a group made up of between 4 and 6 centres. It should be noted that as Wolston and Dunchurch are outreach centres and Dunchurch a virtual centre, the group is in effect made up of 6 centres and 2 outreach sites and therefore does fit with the Ofsted recommendation.

Officers also feel that the 2- group Rugby model proposed from the consultation feedback does not work geographically as this leaves Hillmorton isolated from the rest of the group. It also does not afford the greatest opportunities for savings to be made from the management and governance. As with the 2-group proposal, the feedback for the 3-group proposal was predominantly based on a feeling that there were too many centres in the group. Officers feel that this is not sufficient enough reason to justify a change in their preferred option, so although a 2-group model has been outlined for consideration we feel that a 1-group Rugby model is not only more practical, but also provides the greatest opportunities for management savings.

11.5.2 In Kenilworth Officers had proposed a collaboration of the two centres.

Officers felt that this would be the most practical for future governance. As a result of the consultation the two Kenilworth centre's users, staff and governors have indicated a preference for a group model. Officers were happy to accept this suggestion and would favour a group model in Kenilworth as opposed to the original collaboration model. Officers feel that this approach will allow greater potential for savings to protect frontline services.

11.5.3 In Nuneaton there was a strong preference for a 1-group approach rather than the 2-group approach proposed by officers. Officers accept that the 1-group approach is preferable so in response would propose a 1-group approach of 6 centres in which Stockingford collaborates with a group of 5 other centres.

Officer originally proposed a 2 group model to take in to consideration proposed exclusions from the tendering process and to ensure a greater focus on areas of high deprivation. As a result of a significant amount of work undertaken the tendering process has been revised so only Stockingford in this group would not be open to competitive tendering. The weight of opinion from service users and staff to support the one group model is hard to ignore and officers feel the 1-group approach will allow greater potential for savings to protect frontline services.

11.5.4 Within Leamington and Warwick respondents suggested a revised proposal to retain Westgate and Newburgh with the Leamington centres as this is currently operated by a single provider and works well. Whilst officers accepted that this arrangement currently worked well, it was felt that to change the proposed model to suit one current provided could be seen to be against an open and competitive tender process and officers prefer the original proposal that favours governance of centres in the locality.

11.5.5 The final key theme from the consultation was a proposal to close centres in the most affluent areas. On the whole these suggestions were not supported with specifics in terms of which centres respondents felt should be closed.

Officers did not favour this approach; the 3 options proposed by officers were based on known need in localities as a result of a detailed needs analysis. The needs analysis identified that whilst there was less need in more affluent areas, there was still a need. Officers feel that the weighted funding formula for centres already takes in to account a significant weighting for deprivation factors that means that areas with higher levels of need get proportionally more funding. Officers also felt that sufficiency of provision could be questioned if this blanket approach were taken.

11.5.6 Respondents also wanted more say in the services that are delivered from each children's centre. In response to this officers will include a requirement within the service specification for each group and collaboration to ensure parents are engaged in decision-making around the governance, timetabling and mixture of provision. This proposal fits with the revised Ofsted framework for children's centres.

11.5.7 Respondents also requested that officers support further income generation by centres. In response to this officers have inserted recommendation 4 in to this report. That Cabinet approves a change to the lease agreement (where permitted by our own lease in the case of properties held on lease by WCC) to allow children's centres to generate additional income to support Children's centre provision through the hiring of rooms to appropriate organisations or persons. This will allow centres to maximise the use of the building resource to hire out rooms, as and when appropriate, to generate additional funding that is to be reinvested in the centre.

11.5.8 There were a number of other comments and suggestions made that are outlined in the consultation document. These were often just general comments and not proposing alternatives for officers to consider.

12. Amendments to Option 1 proposal as a result of the consultation.

Proposed Groupings – Option 1

North Warwickshire

Atherstone Early Years Centre, Coleshill Children's Centre, Kingsbury Children's Centre, Mancetter Sure Start Children's Centre, Polesworth Children's Centre.

Bedworth

St Michael's children's Centre operates as a single site, collaborating with Bedworth Heath Children's Centre and Nursery School, Rainbow Children's Centre and Bulkington Children's Centre operating as a group.

Nuneaton

Stockingford Early Years Centre and Library operates as a single site, collaborating with Park Lane Children's Centre, Camp Hill Children's Centre,

Abbey Children's Centre, Riversley Park Children's Centre and Ladybrook Children's Centre who will operate as a group.

Rugby

Newbold Riverside Children's Centre, Claremont Children's Centre and Boughton Leigh Children's Centre operate as a group.

Hillmorton Children's Centre, Cawston cluster (to include Wolston and Dunchurch) and Oakfield Children's Centre operate as a group.

South Warwickshire

Wellies Children's Centre, Badger Valley Children's Centre, Lighthorne Heath and District Children's Centre operate as a group in collaboration with Southam Children's Centre.

South West Warwickshire

Clopton and District Children's Centre, Alcester and District Children's Centre, Stratford Children's Centre, Studley and District Children's Centre operate as a group.

Southam

Southam and District Children's Centre to operate as a single site in collaboration with the South Warwickshire group.

Kenilworth

Kenilworth Children's Centre and Nursery School and St John's Children's Centre operate as a group.

Leamington

Kingsway Children's Centre, Lillington Children's Centre, Sydenham Children's Centre, Whitnash Children's Centre and Milverton outreach site (Dale Street) to operate as a group.

Warwick

Warwick Children's Centre and Nursery School and Westgate and Newburgh Children's Centre to operate as a group.

The above group and collaboration model takes in to consideration the feedback received throughout the 9 week consultation and reflects changes highlighted in the feedback section.

12. Financial Considerations.

- 12.1 It is proposed that to achieve savings of at least £2.3m on the current allocation of funds for Children's centres that open and competitive tendering of the preferred option needs to occur. Whilst the majority of the savings will come from Children's Centres themselves proposals have been drawn up to make additional savings from the internal Early Years services. These savings again are subject to the outcome of the overall Early Years consultation and will be subject to a further consultation with all affected staff.

A. Funding formula:

Funding for Children's Centres is allocated via a WCC determined funding formula, which was highlighted as an exemplar of good practice by the DfE. The formula allocates funding based on a number of factors outlined below, utilising the most up to date data available at the time. The factors included are:

- Size of the 0-5 populations in the reach area of the Children's Centre.

For each reach area there is weighted funding dependant on various factors within the reach area including:

- Family Income
- Levels of employment
- Health Deprivation and disability prevalence
- Levels of Education Skills and Training
- Barriers to Housing and Services – Rural factor
- Crime

The formula ensures that funding is targeted to areas of most need; we are not proposing to change this allocation method.

Whilst the overall reduction of funding equates to approximately 30% of the total money available, the impact on individual centres, groups or collaborations will not be know until the consultation is completed and final decisions are made to the revised delivery model.

B. Transitional Costs.

There are significant transition costs associated with all three proposals.

Costs to consider will be.

1. Redundancy for staff employed by WCC
2. Associated pension costs for staff made redundant

Redundancies are not confirmed at this stage and are only a possibility. The parties cannot agree to opt out of the TUPE regulations, the regulations either apply or they don't. It is therefore not possible to predict the exact costs at this time. After taking HR and Legal advice, we are working on the assumption that TUPE will apply at this time.

Prior to any transfer of staff an actuarial assessment is required for pensions, it is likely that one of these will be required for each group or collaboration at a cost of £3,000. If the model proposed is accepted then the associated costs would be in the region of £36,000.

C. Non staffing costs.

Additional costs will be incurred associated with buildings Energy Performance Certificate (EPC) are required for each of the centres where we are granting a lease (this is a legal requirement). It is estimated it will cost around £15,000 to obtain these certificates.

Further costs associated with repairs and redecoration required as a result of condition surveys on WCC and schools run centres will also incur additional costs. These figures will not be known until the surveys are completed and it is anticipated that this work will be completed by the 31st December 2013.

As previously discussed capital clawback would apply to any site where it is not possible to justify, post any changes, is predominantly used for early years provision. Under option 1 this is not an issue, but under options 2 and 3 although we believe that our proposals are sufficiently robust as to exclude clawback there is a risk that claw back could be applied. The maximum liability associated with these is:

Park Lane:	£345,554
Wellies:	£509,049
Dunchurch:	£63,597
Coleshill:	£494,989
Clopton:	£314,917
Dale Street:	£0
Total:	£1,728,106

Legal fees will be incurred throughout the TUPE and contracting processes although it is not possible to estimate what these will be at this time.

Dates for the tendering process outlined in section 13 of this report identify just how tight the timescales are to deliver a re-commissioned service. Any delays to the decision making and procurement process will lead to slippage costs being incurred for every week we do not implement changes required to meet the £2.3m savings target post 31st March 2014, these costs will equate to somewhere in the region of £45,000 per week.

13. Timescales associated with the decision and next steps.

- 13.1 We expect Cabinet to approve a competitive tender process for the selected delivery option, on the 12th September 2013.
- 13.2 Selection stage: 12th Sept to 4th November 2013: during this stage we will finalise a selection questionnaire that will be made available to all providers who express an interest in the tender. This questionnaire is completed by those wishing to participate. At the end of the period these questionnaires will be evaluated and a shortlist will be drawn up of those providers who will progress to the tender stage.

- 13.3 Tender stage: 4th Nov to 3rd Feb 2014: Following on from the selection stage, shortlisted bidders will be given the tender documents, which they will have to complete and return for evaluation. At the end of this stage all tenders are evaluated and the highest scoring bidders are identified for each lot (or group).
- 13.4 Award stage: 3rd Feb to 28th February 2014: Having identified the highest scoring bidders, approval is sought to award contracts to these providers. This stage also includes the voluntary "standstill" period which allows unsuccessful bidders to ask for de-briefing before the contracts are entered into.

Background papers

1. Equality Impact assessment.
2. Statistical neighbour analysis.
3. Consultation document.

	Name	Contact Information
Report Author	Colin McKenzie	colinmckenzie@warwickshire.gov.uk 01926 742337
Head of Service	Sarah Callaghan	01926 742588
Head of Service	Chris Lewington	01926 745101
Strategic Director	Wendy Fabbro	01926 742967
Portfolio Holder	Heather Timms	

EQUALITY IMPACT ASSESSMENT/ ANALYSIS (EqIA)

Children's Centre/ Early Years offer -Commissioning Review

Equality Impact Assessment/ Analysis (EqIA)

Group	People
Business Units/Service Area	Learning & Achievement, Family & Parenting Support – Children’s Centres
Plan/ Strategy/ Policy/ Service being assessed	Children’s Centre Commissioning Review incorporating review of Early Years Offer
Is this is a new or existing policy/service? If existing policy/service please state date of last assessment	A new commissioning project for an existing service. Not previously assessed
EqIA Review team – List of members	Vicky Kersey, Julie Toal, Graham Lowther, Kim Merritt, Barbara Wallace,
Date of this assessment	June 2013
Signature of completing officer (to be signed after the EqIA has been completed)	
Are any of the outcomes from this assessment likely to result in complaints from existing services users and/ or members of the public? If yes please flag this with your Head of Service and the Customer Relations Team as soon as possible.	YES – flagged with Head of Service
Name and signature of Head of Service (to be signed after the EqIA has been completed)	Sally Lightfoot
Signature of GLT Equalities Champion (to be signed after the EqIA is completed and signed by the completing officer)	Shearon Williams

A copy of this form including relevant data and information to be forwarded to the Group Equalities Champion and the Corporate Equalities & Diversity Team



Working for Warwickshire

Form A1

INITIAL SCREENING FOR STRATEGIES/POLICIES/FUNCTIONS FOR EQUALITIES RELEVANCE TO ELIMINATE DISCRIMINATION, PROMOTE EQUALITY AND FOSTER GOOD RELATIONS



High relevance/priority



Medium relevance/priority



Low or no relevance/ priority

Note:

1. Tick coloured boxes appropriately, and depending on degree of relevance to each of the equality strands
2. Summaries of the legislation/guidance should be used to assist this screening process

Business Unit/Services:	Relevance/Risk to Equalities																										
State the Function/Policy /Service/Strategy being assessed:	Gender			Race			Disability			Sexual Orientation			Religion / Belief			Age			Gender Reassignment			Pregnancy/ Maternity			Marriage/ Civil Partnership (only for staff)		
	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Identify Proposals for Delivery	✓			✓			✓					✓		✓		✓					✓	✓					✓
Consultation	✓			✓			✓				✓		✓			✓					✓	✓					✓
Overview & Scrutiny	✓			✓			✓					✓		✓		✓					✓	✓					✓
Service Specification	✓			✓			✓					✓		✓		✓					✓	✓					✓
Tender Process	✓			✓			✓				✓		✓			✓					✓			✓			✓
Award Contracts	✓			✓			✓					✓	✓			✓					✓	✓					✓
<p>Are your proposals likely to impact on social inequalities e.g. child poverty for example or our most geographically disadvantaged communities? If yes please explain how.</p> <p>There is a presumption against outright closure of children's Centres but this is not designed to restrict local authorities nor prevent changes being made. In any reorganisation of provision the local authority needs to demonstrate that the outcomes for children, particularly the most disadvantaged, will not be adversely affected. The proposal is to reconfigure Warwickshire's 39 children Centres into a model based on 12 locality groups and collaborations. There may be an impact for all rural areas across the county as services are reorganised and therefore access may be harder within rural areas where the availability of transport is limited. Families in disadvantaged areas may also be affected as services are reduced which may impact on child poverty.</p> <p>The primary reason for the proposed reorganisation is to realise the agreed budget savings and utilise core staff resources, and refocus service delivery to support families in greatest need.</p>																							<p>YES</p>				

Are your proposals likely to impact on a **carer** who looks after older people or people with disabilities? **If yes please explain how.**

YES

The primary reason for the proposed reorganisation is to realise the agreed budget savings and utilise core staff resources, and refocus service delivery to support families in greatest need.

Form A2 – Details of Plan/ Strategy/ Service/ Policy

Stage 1 – Scoping and Defining

(1) What are the aims and objectives of Plan/Strategy/Service/Policy?

To reconfigure Warwickshire's 39 Children's Centres into a model based on 12 locality areas of groups and collaborations. The primary reason for the proposed re-organisation is to realise the agreed budget saving of £2.3million for 2014 and to utilise core staff resources and refocus service delivery to support families in greatest need. These areas will be fundamental in achieving a new delivery model for the Early Years Offer that will support the opportunities for children in Warwickshire to arrive at school ready to learn.

(2) How does it fit with Warwickshire County Council's wider objectives?

- The Apprenticeships, Skills, Children and Learning Act 2009 placed new provisions into the Childcare Act 2006 so that the Act now defines Children's Centres in law. It places duties on local authorities in relation to establishing and running Children's Centres.
- The Childcare Act 2006 imposes duties on local authorities to improve the well-being of young children in their area and reduce inequalities between them, to make arrangements to secure that early childhood services are provided in an integrated way in order to improve access and maximise the benefits of services to young children and their parents. It also placed duties on statutory relevant partners to work together with local authorities in their arrangements for securing integrated early childhood services (Stat guidance 2010).
- "Think Family" agenda
- Corporate Business Plan, ambitions:
 - Community & Customers
 - Safety & Protection
 - Care & Independence
 - School & Education
- Early Intervention Business Plan and Individual Team Business Plans
- People Group 6 themes: – Personalising Services; Early Intervention; Cohesive Communities; Diverse Markets; Integrating Services; Evidence Base.

Warwickshire's' Strategic Commissioning is about following a logical process in deciding how best to achieve the outcomes needed for the organisation, based upon the needs of the population, the resources available and agreed priorities of the Council.

It is not about outsourcing Council services per se and procuring from an external supplier. It is about 'right sourcing' and following a process to ensure we achieve the 'right outcomes' for our customers and the organisation.

The approach that WCC has agreed is based on the following criteria:

- Engage and involve service users and communities in commissioning decisions
- Is aligned to desired outcomes
- Is in accordance with political ambitions
- Provide efficient quality services within the resources set out in the Medium Term Financial Plan
- Use open and consistent processes that are sufficiently flexible to meet the needs of Warwickshire
- Look beyond the immediate needs to consider long term impact
- Assume that the current approach to service delivery is not the best value that can be achieved
- Develop the capacity and capability of the organisation to commission services
- Engage with providers and work constructively to develop innovative, effective and good value solutions
- Decommission services where necessary

<p>(3) What are the expected outcomes?</p>	<p>To improve outcomes for all children as part of the government strategy to reduce inequalities, especially for those families in greatest need of support. The core purpose of children's centres is to improve outcomes for young children and their families with particular focus on families in greatest need of support, in order to reduce inequalities in child development, ensure school readiness, support parenting aspirations, self esteem and enhance parenting skills and child and family health and life chances This will lead to a reconfigured 'Early Years Offer' for Warwickshire, which aims to bring together and deploy family support, education and health services to improve school readiness for all youngsters, and enable parents to give their children the best start in life.</p>
<p>(4) Which of the groups with protected characteristics is this intended to benefit? (see form A1 for list of protected groups)</p>	<p>All groups whom need to access Children's Centre services and early years provision should benefit, including children, young people, families and partner agencies. Services are targeted to support and work with the most vulnerable families. The objective of these services is to support children, young people and families and there should be no restrictions according to the protected characteristics groups to who should benefit. Universal services will continue through collaborative working with Health partners whom will offer support to all families through the "Pregnancy, Birth and Beyond" framework, the "Healthy Child" Initiative and the integrated 2 year olds health check which will bring together health and education priorities. Families with 2 year olds will gain particular benefit as existing priorities are used to benefit vulnerable families through the provision of funded childcare places. Refer to Stage 3 & 4 for specific protective characteristics.</p>
<p><u>Stage 2 - Information Gathering</u></p>	
<p>(1) What type and range of evidence or information have you used to help you make a judgement about the plan/ strategy/ service/ policy?</p>	<p>The Sure Start statutory Guidance 2013 issued under the Childcare act 2006 (with new provisions inserted into the act by the Apprenticeships, Skills Children and Learning Act 2009), clarifies the duty for Local Authorities to secure sufficient children's centres accessible to all families with young children. The act also secures a duty upon Local Authorities to provide sufficient access to childcare places and funded childcare places for eligible two year olds. Children's centres were developed in three phases following central government directives and were focussed initially in areas of highest deprivation, building on existing provision/projects where possible. The programme was gradually rolled out across the county to offer a universal service to all families with children aged 0-5. This review takes account of the requirement for sufficiency of childcare and children centre provision whilst focussing services and support on those families most in need of support through integrated service provision. Local Authorities have a duty, under section 13 of the Childcare Act 2006, to provide information, advice and training to Early Years providers. (Children & Families Bill may repeal)</p>
<p>(2) Have you consulted on the plan/ strategy/ service/policy and if so with whom?</p>	<p>A series of informal meetings has already taken place with Children's Centre (CC) Managers. Discussions have also taken place within the CC strategic group meetings and area CC network meetings both of which include key partner organisations. There have also been discussions at some advisory board meetings for individual centres where those meetings had been scheduled to take place. There have been other meetings such as the area partnership/Children's trust meetings/maternity forums etc., where reference has been made to the review being undertaken. This will be followed by a formal consultation process, which will include Children's Centre Managers and representatives from their governance model in face to face meetings in areas, and also by written consultation. Staff teams, remaining members of Governance and Advisory Boards will be included through written consultation. Wider public consultation including parents, community groups and partner organisations will be held through face to face meetings in areas and by written consultation, through survey monkey and through partner organisations.</p>

<p>(3) Which of the groups with protected characteristics have you consulted with?</p>	<p>Existing Forums for groups with protected characteristics will need to be consulted more widely given the timescale e.g. Gypsy and Traveller forums, LGBT forums, Fathers Forum etc. Partner organisations and community organisations will also have a role in delivering the messages on behalf of WCC to ensure widest inclusion within all sections of the community.</p>		
<p><u>Stage 3 – Analysis of impact</u></p>	<p>The proposed models of service delivery to be discussed within programme of consultation may reduce some services, which will impact upon service users, which may include groups with protected characteristics. Services, which have the greatest impact on those with protective characteristics, will need to be identified by the children's centres to ensure that these groups are not adversely affected.</p>		
<p>(1) From your data and consultations is there any adverse or negative impact identified for any particular group, which could amount to discrimination? If yes, identify the groups and how they are affected.</p>	<p style="text-align: center;">RACE</p> <p>E.A.S.L possible impact due to lack of interpretation/translation of information, which could mean some people are excluded from the consultation process. This could be minimised through collaborative work with community organisations</p>	<p style="text-align: center;">DISABILITY</p> <p>Reduced range of services within rural areas may have an impact if accessibility for families with disabled child or disabled parents is reduced as a consequence of reduced access to transportation</p>	<p style="text-align: center;">GENDER</p> <p>Isolated rural communities may only have limited access to transport which may effect male or female where their partners work and use the family car</p>
<p>(2) If there is an adverse impact, can this be justified?</p>	<p style="text-align: center;">MARRIAGE/CIVIL PARTNERSHIP</p>	<p style="text-align: center;">AGE</p> <p>Teenage parents</p>	<p style="text-align: center;">GENDER REASSIGNMENT</p>
	<p style="text-align: center;">RELIGION/BELIEF</p> <p>Schedules for consultation events may coincide with significant dates e.g Ramadan, EID</p>	<p style="text-align: center;">PREGNANCY MATERNITY</p> <p>Consultation will be through health and midwifery services as part of the existing health agreement</p>	<p style="text-align: center;">SEXUAL ORIENTATION</p> <p>Our ability to engage same sex couples may be impaired as a result of these changes to services through lack of access.</p>
<p>The methods of consultation will be as broad as practicable as possible and through a range of methods and in collaboration with other organisations to minimise adverse impact but we cannot guarantee that this will be eliminated entirely. There may also be an impact for staff within Children's centres some of whom may fall within groups with protected characteristics as it is likely staffing structures will alter, hours may reduce and some roles may be lost. With significant budget savings to make this will be an inevitable consequence and therefore can be justified on cost grounds.</p>			

<p>(3)What actions are going to be taken to reduce or eliminate negative or adverse impact? (this should form part of your action plan under Stage 4.)</p>	<p>Working through community organisations and in collaboration with strategic partners will minimise adverse impact. Schedules will need to be reviewed to ensure any significant religious dates are avoided and dates and timings considered minimising negative impact and accessibility issues. The proposals for delivery will include locality venues and have consideration for outreach services. With reduced resources for 'centre based' services and a greater need to deploy workers across a wider geographical area in an outreach role, this can help to redress the loss of centre based services in the areas of greatest need.</p>
<p>(4) How does the plan/strategy/service/policy contribute to promotion of equality? If not what can be done?</p>	<p>Universal services will be offered through health partners with targeted support for vulnerable families within centres. This will ensure that all high priority families, protected groups and the most vulnerable families will have access to pathways for support and advice. "Progressive universalism".</p>
<p>(5) How does the plan/strategy/service/policy promote good relations between groups? If not what can be done?</p>	<p>The aim will be to develop opportunities using a shared outcomes framework with partners by implementing a new delivery model. This will offer economies of scale making better use of public money by ensuring services are focussed around the needs of families and local communities with shared leadership and management and joint investments between partners to support the effectiveness of business planning and sustainability of provision.</p>
<p>(6) Are there any obvious barriers to accessing the service? If yes how can they be overcome?</p>	<p>Reduction in funding will limit Children Centre (CC) service proposals within the budget limitations. There may be barriers to delivery both for the consultation programme and the subsequent delivery of (CC) services. The breadth and range of services may be reduced within all areas of the county and reduced more significantly in less disadvantaged areas. This could have a greater impact on those vulnerable families living in challenging circumstances within affluent areas where they already have reduced access to services or dilute services for the most disadvantaged families in areas of high deprivation. The impact will be mitigated through the engagement of vulnerable families through the targeted work with 2 year olds and the delivery of a different type of CC service across the county offering more effective use of buildings and CC service delivery through integrated working arrangements.</p> <p>Through our planned consultation events during June/July we intend to interrogate the data we gather and use this to inform our decisions for Children's Centre Services. We are mindful that as a result of our decisions that we may indirectly discriminate against certain protected characteristic groups when we reduce services. The reduction in service provision in our more affluent communities may indirectly affect vulnerable families where we know they live in challenging circumstances.</p> <p>Also we need to consider the impact on protected characteristic groups where we know the super output areas have highly populated groups who may indirectly suffer should services be reduced.</p>

Stage 4 – Action Planning, Review & Monitoring

If No Further Action is required then go to –
Review & Monitoring

(1) Action Planning – Specify any changes or improvements, which can be made to the service or policy to mitigate or eradicate negative or adverse impact on specific groups, including resource implications.

EqlA Action Plan

Action	Lead Officer	Date for completion	Resource requirements	Comments
Wider consultation through use of, forums, on line surveys and face to face meetings	Sally Lightfoot/ Barbara Wallace	8/12 weeks from commencement – July/August 2013	Room hire, publicity costs, staffing, refreshments	Contingency plans in place for signposting people / informing and consulting for anyone unable to attend events and anyone without IT access
Staff consultation for all LA staff impacted by process	SL and BW	As above	As above	Counselling service and support offered for staff whom will be required to maintain service delivery after receiving the information
Development and delivery of funded places for 2 year olds within CC	Diana Spragg/ Barbara Wallace	April 2014	Business plan support, set up funding	

(2) Review and Monitoring
State how and when you will monitor policy and Action Plan

Review every three months as situation fluid

Please annotate your policy with the following statement:

'An Equality Impact Assessment/ Analysis on this policy was undertaken on (date of assessment) and will be reviewed on (date three years from the date it was assessed).

**Children and Young People
Overview and Scrutiny Committee**

26th September 2013

Call-in – Integrated Disability Service

Recommendations

That the Children and Young People Overview and Scrutiny Committee consider the call-in request and the issues and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

1.0 Report to Cabinet

- 1.1 On 12th September 2013, Cabinet considered and agreed the proposals as outlined in the Integrated Disability Service report. A copy of the report to Cabinet is attached at **Appendix A**.
- 1.2 A copy of the minutes of the Cabinet meeting is attached to the end of this agenda.

2.0 Reasons for Call-in

- 2.1 The following reasons for the call-in were submitted by the members on 17th September 2013:
 - The material used in the consultation document (i.e. the matrix) has changed in the version that went to Cabinet.
- 2.2 The matrix document is attached to the Cabinet report.

3.0 Recommendation

- 3.1 A copy of the call-in process, which includes the options available to the Overview and Scrutiny Committee, is attached to this agenda. The Committee must consider the issues, in light of the reasons for the call-in, and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

Cabinet

12 September 2013

Changes to the Integrated Disability Service

Recommendations

The following recommendations are made:

- 1) That the principles underpinning the new Local Offer that enable the service to operate within a reduced budget whilst minimising the risk to children and families are approved and endorsed.
- 2) That the new Local Offer for Short Breaks and Social Care for disabled children and their families should be implemented with immediate effect.
- 3) That the WCC Short Breaks Service is decommissioned by 31 March 2014. The support currently delivered by the service will instead be delivered from a framework contract of external providers.
- 4) That services for short breaks and overnight short breaks for disabled children and their families are re-tendered alongside the tender for adult disability services. The tender exercise is to begin in the autumn of 2013 with new services ready to commence on 1 April 2014.
- 5) That the capital assets are disposed of as recommended in Appendix G
- 6) That the Strategic Director for People be authorised to enter any contracts to give effect to the new arrangements for Short Breaks and Social Care for Disabled Children on terms and conditions acceptable to the Strategic Director for Resources.

1. Background

- 1.1 The Integrated Disability Service (IDS) currently works with disabled children and their families. As part of the County Council savings programme, IDS has been set a savings target of £1.786m.
- 1.2 This paper sets out the business case for change, the proposed changes to IDS, and feedback from consultation. Recommendations are made on the future delivery of the service known as the Local Offer for Short Breaks and Social Care for disabled children.
- 1.3 The proposed changes only affect particular parts of the service:
 - Short breaks services (including overnight short breaks)
 - The Family Key Worker role
 - Social care service

IDS Teaching and Learning services and NHS funded services have **not been** affected by these proposals (e.g. Child Development Service, Autism - Teaching and Learning, Occupational Therapy). The Young Carers service also did not form part of the consultation.

- 1.4 It is estimated, using a national formula, that Warwickshire has a disabled population of 3,726 to 6,706 children (0 to 19) living in the County. By 2022 it is estimated that there will be a disabled population of 4,086 to 7,355 children living in the County. During 2012/13 a total of 5,188 referrals were received by the IDS in respect of 2,390 individual children with a disability.
- 1.5 Members should be mindful that the local authority has a statutory duty to provide short breaks and to make appropriate provision for children in need. Under section 17 Children Act 1989 the local authority has a general duty to safeguard and promote the welfare of children within their area who are in need and to promote the upbringing of such children by their families, by providing a range of services appropriate to those children's needs. Schedule 2 of that Act requires those services to include services designed to assist individuals who provide care for disabled children to continue to do so, or to do so more effectively, by giving them breaks from caring. These provisions were supplemented by the Breaks for Carers of Disabled Children Regulations 2011 which require a local authority so far as is reasonably practicable to provide, a range of services which must include in particular
 - (a) day-time care in the homes of disabled children or elsewhere,
 - (b) overnight care in the homes of disabled children or elsewhere,
 - (c) educational or leisure activities for disabled children outside their homes, and
 - (d) services available to assist carers in the evenings, at weekends and

during the school holidays.

- 1.6 As part of the national Aiming High for Disabled Children Strategy there has been significant investment in short breaks services in recent years. The provision of short breaks support is critical to ensure that parents and carers do not reach breaking point. As Mencap has noted: *'When we use the term short breaks, we are referring to services that give family carers the emotional, physical and psychological break needed to enable them to care for their son or daughter, brother or sister, without which there would be no enjoyment of family life and many would simply be unable to cope.'*¹ Local authorities are obliged to publish the services they provide through a short breaks statement. Further information about statutory duties is attached at Appendix A.
- 1.7 The Council must under the Equality Act 2010, have due regard to the need to (a) eliminate discrimination, harassment and victimisation, etc (b) advance equality of opportunity and (c) foster good relations. . The particular protected characteristics dealt with by the Act are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation. Members must consider the effect that implementing a particular policy will have in relation to equality before making a decision and must have an adequate evidence base for its decision making. Careful consideration of the outcomes of Equality Impact Assessments are one of the key ways in which members can show "due regard" to the relevant matters. The duty is a continuing one and Equality Impact Assessments are attached as Appendix B.

2. Business Case for Change

2.1 Service modernisation - Responding to national policy drivers

The Children and Families Bill 2013, based upon the Special Educational Needs and Disability (SEND) Green Paper, sets new expectations on local authorities in their provision of services for disabled children and families. These changes necessitate a redesign of the current service. The key elements of the reforms are:

- A new integrated assessment and education, health and social care plan (EHC-single plan) which is person centred, outcome focused and supports a smooth transition to adulthood.
- The publication of a 'local offer' of services
- That there is more choice and control to families regarding the services they receive including the option of a 'personal budget'

¹ *Short breaks support is failing family carers*, Mencap, 2012, p.11.

- That the local offer to be extended from 0 up to 25 years of age

Nationally there is work being undertaken to improve the 'Pathways to Adulthood' www.pathwaystoadulthood.org.uk offering guidance on how to improve services for young people in transition particularly for young people 14-25. The Care Bill 2013 has a section on transition for children to adult care and support services. Where a person is over 18 the 'care' part of the Education and Health Care Plan will be provided for by the Care Bill. A transitions project is already underway. Service redesign will incorporate the extended provision of services for young adults up until 25.

2.2 **Service modernisation - Responding to local challenges**

A key component in delivering change overall is the need to develop a fair, consistent and transparent system for the allocation of resources across IDS. Current service allocation may not be seen to be equitable, being primarily based on historical levels of provision which have not been amended in response to changing pressures. The Aiming High for Disabled Children grant enabled enhanced levels of services to be offered, however this grant is no longer available. The resulting effect is a service that experiences pressures as a result of growing demand but does not realign the allocation of resources in response to those pressures.

- 2.3 We also need to be able to respond to the changing demographic of disabled children across Warwickshire. Analysis of IDS social work caseloads shows that the disability types which are presenting most frequently are autism (162 cases in June 2013), learning disability (146) and communication (113). The number of autism cases has increased by 51% during the period September 2010- June 2013. An All-Age Autism Strategy is scheduled to be presented to Cabinet early next year.

2.4 **Savings programme**

As part of the WCC's current Medium Term Financial Plan (MTFP) significant savings must be found from children's services. This follows reductions in a number of central government grants including funding for *Aiming High for Disabled Children*. To this point, services for disabled children have been protected. However, the financial pressures upon the WCC require that resources are targeted at those most in need and are achieving value for money.

- 2.5 It is worth noting that many other local authorities are also revising their local offer to disabled children and their families. When researching different models of provision with statistical neighbours, many responded that they were either undertaking a process of service redesign or plans were being made to revise the current offer of provision.

3. Aims and Objectives

3.1 Our key aims and objectives as stated in the Physical Disability and Sensory Impairment Strategy², approved by Cabinet in February 2013, are:

1. To ensure that customers and families are able to make informed decisions through accessible sources of information and advice
2. For customers and families to live in their own homes in the community, accessing locally based services appropriate to their needs
3. To ensure that those with the most severe needs receive effective and timely reablement and crisis response services within the home
4. To empower customers and families to control their own lives and choose from a range of options through personal budgets
5. To allow customers and families to define their own needs and to “help themselves” to services, where appropriate
6. To sustain and increase levels of independence and to access local work, education and recreational opportunities
7. To identify impairment in children at the earliest opportunity with appropriate assessment and timely access to services
8. To ensure that young people are prepared for adulthood and are supported at key transitions
9. To work together with families, supporting disabled parents to fulfil their parenting roles and supporting families with disabled children

4. IDS Current Arrangements

4.1 Short breaks services

Short breaks take a number of forms including:

- 1 to 1 support in the home
- 1 to 1 activities outside the home (eg. leisure, independence skills)
- Group and community activities (eg. playschemes, workshops)

4.2 Short breaks services are currently delivered by the internal WCC Short Breaks Service and by external providers such as Take-a-Break, ILEAP, and Action for Children. The current framework contract for external provision is due to end in March 2014. In total, 1,087 children and young people accessed some short breaks either provided or commissioned by WCC.³ 468 of those children and young people accessed regular short breaks support (WCC Short Breaks Service or Take-A-Break).

² WCC Physical Disability and Sensory Impairment Strategy: Strategic Intentions 2013-2016

³ Excludes those accessing short breaks provision via direct payments.

4.3 External providers and special schools also often deliver playschemes and group activities independent of local authority funding. These are often funded by private contributions from parents and carers.

4.4 **Overnight short breaks**

There are currently two types of overnight short breaks: residential provision (John Waterhouse Project, Rouncil Lane) and fostering provision (Family Link). Overnight short breaks are an important part of the care package for families with disabled children with high and complex needs. In many cases, the provision of overnight short breaks is essential to stop the family falling in crisis. Placements are made by a multi-agency placement panel in accordance with assessed need.

4.5 The local authority commissions one residential unit for children run by Action for Children called the John Waterhouse Project (JWP) in Rouncil Lane, Kenilworth. This is a four bed unit with 36 children in receipt of this service. Most children receive an allocation of 40 nights per year. The occupancy rate in 2012/13 was 93%. The provision has been rated as 'Outstanding' by Ofsted and is highly valued by parents and carers. Additionally, the NHS provides overnight short breaks provision where the primary need is health related at no cost to the local authority.

4.6 Fostering overnight provision is provided by the Family Link foster carer scheme. Currently 26 children access the service.

4.7 **Family Key Working Role**

Family Key Workers provide families with a single point of contact, enabling them to have easy access to information, support and services to meet their needs by:

- Taking responsibility for working together with the family and with professionals from other services
- Ensuring delivery of an Inter-Agency Care Plan for the child, young person and family
- Acting as an advocate for the family
- Providing emotional and practical support
- Supporting the family with housing issues
- Supporting the family with transitions

The Family Key Working Service supported 251 families in 2012/13 offering up to 48 hours per year support (5 hours per month). 31 families received support from both a family key worker and a social worker.

4.8 **Social Care Team**

The social care team currently manages 352 families in receipt of services. All cases meet the S17 Children Act 1989 social care criteria of Children in Need (CIN). Statutory framework assessments are undertaken to identify need and a CIN support plan is put in place which is reviewed every 6 months. The team also oversees care plans for S20 LAC children (25). The team has recently been restructured.

4.9 **Individual budgets and direct payments**

By 2012/13, 99 families had taken part in the individual budgets (IB) pilot. Families complete an online self- assessment called the Resource Allocation System (RAS) and have an allocated IB of up to £3,000. This compares favourably with other local authorities. A further 67 families receive direct payments. The Children and Families Bill sets clear expectations for the increased use of personal budgets.

5. **Proposals for public consultation**

5.1 Changes that affect frontline services are subject to public consultation. A public consultation was carried out between Wednesday 15 May 2013 and Thursday 8 August 2013.

5.2 The proposed changes are consolidated into a new Local Offer for Short Breaks and Social Care. The Local Offer is a requirement of the Children and Families Bill and sets out what support families can expect to receive dependent on their circumstances.

The Local Offer has two key purposes:

- To provide clear, comprehensive and accessible information about the support and opportunities that are available; and
- To make provision more responsive to local needs and aspirations by directly involving children and young people with SEN, parents and carers, and service providers in its development and review

The government has indicated that there will be some resources made available to local authorities for a lead professional to develop the Local Offer.

5.3 Changes are being proposed to the thresholds for accessing different types of support and the level of support available, dependent on assessed need. A summary of the proposed Local Offer is below:




- **Specialist Offer** – for families experiencing unacceptable risk (estimated at 200). Access to social work support, short breaks activities, overnight short breaks and personal budgets.
- **Targeted Offer** – for families experiencing unacceptable pressure

(estimated at 300). Access to family key worker support, short breaks activities, and personal budgets.

- **Early Help** – for families with additional needs. Access to support via the Common Assessment Framework (CAF).
- **Minimum Offer** – information and advice; signposting to community events.

- 5.4 As a result of these proposals some families will receive different or reduced services and some families with lower level needs will no longer receive direct support services. Due to fewer resources being available, we propose not to continue to offer the enhanced packages of support that we have offered in the past. Enhanced packages are those which have provided additional support to the assessed needs of the child. Sometimes this has taken the form of an uplift in support (eg. offered more hours than the assessment required because resources were available). In other instances this has been in the form of an allocation system (eg. 48 hours of support for children accessing WCC Short Breaks Service, 40 nights per year for children accessing JWP).
- 5.5 We have used ‘average packages’ to help people understand our calculations and the impact of the change to the service offer. However, actual service provision will depend on assessed need (see Matrix of Need at Appendix D) with packages of support differing from child to child.
- 5.6 We are confident that the proposed Local Offer will get the most from resources available and these resources are equitably distributed in order to support disabled children, young people and their families across Warwickshire.
- 5.7 We still expect 500 families to receive support from social workers or family key workers. These families are expected to receive a range of packages including access to short breaks (approx. 400 families) and access to overnight short breaks (approx. 65 families). There will be increased use of personal budgets. Those families who do not meet the thresholds for this support will be able to access other forms of support via the CAF. Our proposals also include improved information, advice and signposting.
- 5.8 With regard to overall short breaks activity, WCC currently commission or provide directly 45,770 hours of regular short breaks support (day opportunities) at an overall cost of £925,000. The new model is expected to deliver 26,440 hours of regular short breaks support at a cost of approximately £446,000. The reduction of 19,370 hours is expected to achieve a saving of £479,000 on short breaks activity.

Summary of impact of proposed Local Offer for Short Breaks and Social Care (post consultation)

			
Specialist Offer	<ul style="list-style-type: none"> More families to use individual budgets and direct payments 	<ul style="list-style-type: none"> 200 families expected to meet the threshold for Specialist Offer consistent with the current number of families assessed with 'unacceptable risk' (150 accessing short breaks) 	<ul style="list-style-type: none"> All cases to be reassessed. Packages of care to be aligned to need with enhanced elements withdrawn. Each individual package of care will differ dependent on need. Average entitlement of short breaks hours is expected to be 96 per year. This equates to an overall reduction of approximately 6,000 hours.
Targeted Offer		<ul style="list-style-type: none"> 300 families expected to meet the threshold for Targeted Offer consistent with the current number of families assessed with 'unacceptable pressure' (250 accessing short breaks) 	<ul style="list-style-type: none"> All cases to be reassessed. Packages of care to be aligned to need with enhanced elements withdrawn. Each individual package of care will differ dependent on need. Average entitlement of hours to be 48 per year. This equates to an overall reduction of approximately 7,000 hours.
Early Help Offer	<ul style="list-style-type: none"> More families to receive support via the CAF (eg. parenting programmes). It is anticipated that up to 120 families will request a CAF in the first year. 		<ul style="list-style-type: none"> All cases current Family Key Working cases and WCC Short Breaks Service cases to be reassessed. 65 families no longer expected to be entitled to family key working support due to change in thresholds 120 families no longer expected to be entitled to regular short breaks support. This equates to an overall reduction of approximately 6,000 hours.
Minimum Offer	<ul style="list-style-type: none"> More families to receive information and advice via FIS More families to receive information and advice via www.myfamilyvoicemyfamilychoice.co.uk 		<ul style="list-style-type: none"> Approximately 600 families who accessed WCC commissioned ad hoc short break group activity in 2012/13 (but not regular short breaks support) will now no longer receive this support. Families will be signposted to playschemes and group activities provided by schools and community organisations.

6. Feedback from consultation

- 6.1 We wanted to ensure that parent/carers and young people were engaged in the consultation process and involved in future service planning and delivery. Warwickshire Parent/Carer Forum, 'Family Voice' assisted us with the design of the consultation document and their ideas and comments will continue to help shape service delivery. The Wacky Forum helped us with gaining the view of young people in Special Schools and we also sought the views of children and young people with SEN and disabilities who attend mainstream school.
- 6.2 The 12 week consultation closed on 8 August 2013. A survey enabling both quantitative and qualitative response was available online and on paper. In total there were 163 separate responses, however the highest number of responses for a single question (other than question 1) was 135. In addition, 15 postings were made on the online forum, 10 responses were received via email and letter and 86 people attended the seven public consultation meetings that were held. All responses to the consultation have been made available to all elected members. The full analysis of consultation responses is available at Appendix C.
- 6.3 This consultation provided valuable information about areas of the service which could be improved and the services that families most value. Service efficiency ideas have helped inform the savings plan further and identify areas where we could make additional savings.

6.4 General comments

The new Local Offer proposed changes to thresholds to access short breaks and social care support. The consultation stated that due to less resources being available, the Council propose not to continue to offer the enhanced packages of support that have been offered in the past. Packages of support will depend on assessed needs and applied more stringently. 'Average packages' were used to help people understand the overall impact. It was made clear that as a result of these proposals some families will receive different or reduced services and some families with lower level needs will no longer receive direct support services. The use of resources will be assessment led.

6.5 Responses to the consultation told us:

- *Families generally acknowledged the need for savings but most disagreed with the level of the savings target*
- *Families thought these savings would lead to more families falling into crisis and therefore would lead to increased costs in the longer term*
- *Families wanted assurances that all children would be reassessed before any changes are made to their packages of care*

- *That the definition of ‘unacceptable risk’ and ‘unacceptable pressure’ was unclear and as a result some families were unable to identify which part of the Local Offer they would fit into and were anxious about future support*
- *Some families have a lack of confidence in the current assessment system*

We therefore intend to:

- Ensure that changes to services are fully assessed and children are not placed at ‘risk’ or families experience unacceptable risks or pressures. We can provide assurance that all cases will be formally reassessed. Staff will be trained in applying the new Local Offer to ensure that new thresholds for support and the assessment of need will be applied consistently. Packages of care will be verified by a Quality Assurance Panel.
- Use the terms ‘complex needs’ rather than ‘unacceptable pressure’ and ‘acute/severe needs’ rather than ‘unacceptable risk’ in line terms used by Warwickshire Safeguarding Children Board.
- Publish the detailed matrix of need providing further definition to each threshold (see Appendix D).
- Monitor whether the changes do lead to an increase in intensive interventions.

6.6 Minimum Offer

The Council proposed to increase the information and advice available to families with disabled children through the Family Information Service via a range of different communication methods. **67% of consultation responses stated a preference for online information.**

6.7 Responses to the consultation told us:

- *Finding information was still an issue for some families*
- *1 to 1 advice is highly valued*
- *Online information should be in one place*

We therefore intend to:

- Ensure that information is readily available and targeted appropriately to help parents to be able to navigate their way easily around the system.
- Continue to provide 1 to 1 support via the Family Information Service (FIS), as well as IDS staff
- Bring our online information together in one main place

6.8 Early Help Offer

The aim of the Early Help Offer is to prevent families moving into crisis and into social care services. The intention is to ensure that any child or young person in Warwickshire with additional needs, who do not meet thresholds for intervention by statutory services, is provided with an opportunity through the Common Assessment Framework (CAF) at the earliest possible stage to have a holistic assessment of their needs undertaken by a practitioner who is already involved with them.

6.9 The Council proposed developing opportunities for families requiring low level additional support by increasing the use of the CAF to support families with disabled children. **57% of consultation responses agreed with this proposal. 26% disagreed with this proposal.**

6.10 Responses to the consultation told us:

- *Getting professionals to attend CAF is often difficult.*
- *That there were concerns about there being capacity, resources and workforce to deliver increased numbers of CAF's*
- *CAF workers and lead professionals must be appropriately trained in issues of disability*
- *Many families were unaware of the CAF. Therefore the CAF and what it offers needs to be clearly communicated to all parents and information should be readily available.*
- *The CAF will place increased demand on schools.*

We therefore intend to;

- Ensure there is capacity to support any increase in referrals (potentially 120 families), by investing in further training of lead professionals and dedicated CAF Family Support Workers (including specialist workers at transition).
- Work with other agencies to ensure engagement in the CAF process.
- Develop the existing volunteer scheme and look at how volunteers can support families at the early help offer.
- Proactively facilitate the community offer of short breaks by working with schools, leisure services and community groups.

6.11 Targeted Offer

The Council proposed that the short breaks and sitting services will only be available as part of our 'Targeted Offer' to families who are assessed as being under unacceptable pressure. The average allocation of short breaks support is expected to be 48 hours per year. IDS funded play schemes and activity days would also now only be available as part of the Targeted Offer. Short

breaks will no longer be available to families with lower level support needs. **32% of consultation responses agreed with this proposal. 60% disagreed with this proposal.**

6.12 The Council also proposed that Family Key Workers will only be available to families meeting the threshold for the Targeted Offer. **34% of consultation responses agreed with this proposal. 57% disagreed with this proposal.**

6.13 The Council also proposed that IDS funded play schemes and activity days should now only be available to those children who are assessed as being under unacceptable pressure (Targeted Offer) to ensure that these opportunities are targeted at those families most in need. **29% of consultation responses agreed with this proposal. 65% disagreed with this proposal.**

6.14 Responses to the consultation told us:

- *The withdrawal or reduction of short breaks from this group of families would increase the levels of unacceptable pressure on families*
- *Family Key Workers are highly valued, offering practical and emotional support.*
- *Many felt that short break group activities should be available for all*
- *Some parents were willing to pay for group activities, but only if they were affordable.*
- *For many children out of school activities provide opportunities for interacting with their peers. It was felt that less regular sessions will make these relationships more difficult to maintain.*

We therefore intend to:

- Ensure that our assessment is robust so that all families requiring a short break will receive access to support. Our limited resources must be targeted at those most in need.
- Invest in dedicated CAF Family Support Workers
- Reconfigure the IDS social care team to include more Family Key Workers.
- Work with schools, leisure and community based services to develop more universal short breaks opportunities for disabled children.

6.15 **Specialist Offer - Overnight Short Break Provision**

The Council recognise the need for overnight provision both residential and fostering (Family Link). Some children have complex needs that are best supported through residential provision. Alternatively other children can be matched with short break foster carers who can meet their needs and provide respite within a family setting. We currently have more families supported in residential provision than in fostering provision. It was proposed that further

investment should be made in fostering provision for overnight short breaks (Family Link). **28% of consultation responses agreed with this proposal. 48% disagreed with this proposal.**

6.16 The Council also proposed that the average allocation of nights in residential provision should reduce from 40 to 35 nights per year. **21% of consultation responses agreed with this proposal. 55% disagreed with this proposal.**

6.17 Responses to the consultation told us:

- *Whilst it was acknowledged that Family Link was appropriate for some families, many respondents considered this inappropriate to meet the needs of their own child.*
- *Families who accessed JWP felt strongly that their residential provision should not be reduced. They felt that if this was reduced this would result in them experiencing more pressure.*

We therefore intend to:

- Withdraw the proposal to reduce the average number of nights for residential overnight short breaks provision. Further assessment has shown this proposal may put families at risk of falling into crisis. However, rather than a flat allocation of a specific number of nights year on year, allocation will be based on a social work assessment of need which is regularly reviewed every six months in line with the Children in Need (CIN) Plan.
- Clarify that those children with highly specialised needs will continue to be provided for through a residential setting.
- Increase the use of Family Link for those families where this is appropriate and will prevent more intensive interventions being required.

6.18 Transport

The Council proposed that transport to short breaks activity will no longer be provided unless exceptional circumstances apply. **57% of consultation responses agreed with this proposal. 35% disagreed with this proposal.** It should be noted that Disability Living Allowance (DLA) includes a mobility component to support families with transport.

6.19 Further to this, it was proposed that families are now asked to travel to meetings in WCC offices and community venues unless it is more appropriate for the meeting to take place in the family home. **65% of consultation responses agreed with this proposal. 23% disagreed with this proposal.**

6.20 Responses to the consultation told us:

- *In principle this was a reasonable proposal. However, activities should be available locally and exceptions should be made for families without*

transport.

- *It was still important for social workers and family key workers to visit children in their home environment.*
- *We need to ensure accessibility in terms of visitor parking to IDS offices.*

We therefore intend to:

- Only provide transport to and from short breaks activities in exceptional circumstances where it is unreasonable to expect the family to provide transport. Families accessing overnight short break residential provision are also exempt from this proposal.
- Arrange some meetings with families at offices and community venues with appropriate parking.

6.21 Personal budgets

In line with the Children and Families Bill, the Council intend to accelerate the use of personal budgets for families with disabled children. This will build on the current Individual Budget (IB) pilot scheme. The Council asked what families thought about the increased use of personal budgets, what they would like to spend a personal budget on and what support they might need (if any) in order to manage a personal budget. **64% of consultation responses agreed with this proposal. 32% disagreed with this proposal.**

6.22 Responses to the consultation told us:

- *Some families are anxious about the use of personal budgets and want reassurance there will be assistance with managing these if required.*
- *Some families said they were already struggling to manage day to day activities and felt that looking for services would be an additional pressure .*
- *WCC need to ensure that there is a marketplace of providers in order that there is range and choice over support services purchased through personal budgets*

We therefore intend to:

- Develop the marketplace further to increase choice of provision before accelerating the roll out of personal budgets. A Personalisation Planning Group has been established to oversee this.
- Commission/provide brokerage services to help families manage personal budgets
- Clarify that no family will be made to administer a personal budget if they wish not to.

6.23 Other comments

A number of other themes also emerged in response to the consultation:

- *Support at transition stage has always been an issue for some parents, particularly between the ages of 16-18. The transition from Disability Living Allowance (DLA) to Personal Independence Payment (PIP) has also caused difficulties.*
- *Concerns were raised about the impact on siblings of living in a household with a disabled child. Short breaks enable parent/carers to spend time with siblings and it was felt that if short breaks were reduced demand for services provided for siblings will be increased.*

We therefore intend to:

- Develop a seamless transition pathway between children's and adults services. A transitions project is already underway and improvements are outlined in the Warwickshire Adult Learning Disabilities Transition Improvement Plan 2013/2014.
- Ensure as far as possible the systems and processes for children's services are similar to those used in adult services.
- Continue to commission support groups for siblings (part of the Young Carers review).

6.24 Feedback from disabled children and young people

Responses by disabled young people to the consultation told us:

- *It is ok because the young people that need the most support are still able to do activities.*
- *Not fair that some young people can attend and others can't.*
- *Some young people don't like having new staff.*
- *Some young people are vulnerable when meeting new people.*
- *Everyone should be able to have a short break no matter how much support they need for their disability.*
- *We want to be involved in choosing short breaks at school.*

We therefore intend to:

- Work with special schools and other organisations to facilitate community short breaks
- As far as possible, ensure a smooth transition and handover where children and young people are to experience a change in staff support.

6.25 Following the responses to the consultation we have revised the proposed Local Offer in the ways noted above. The Local Offer, following consultation, is detailed in Appendix D. In summary:

- All cases will be reassessed with support allocated in accordance with

need and not historical level of support

- We will improve our information and advice as part of the minimum Offer
- We will increase the use of CAF for disabled children and their families as part of the Early Help Offer
- Only families that meet the social threshold for the Targeted Offer or Specialist Offer will be entitled to short breaks
- We will work with schools, leisure and community based services to develop more universal short breaks opportunities for disabled children.
- Proposals to reduce provision for overnight residential short breaks have been withdrawn
- General support for transport to and from short breaks activities is to be withdrawn, other than in exceptional circumstances (including overnight residential short breaks) where it is unreasonable to expect the family to provide transport.
- The use of personal budgets by families with disabled children will be increased

7. Steps towards implementation

7.1 If the service redesign is to be implemented a number of changes need to be made in the way the service is commissioned and organised. A number of efficiencies have already been identified that do not affect frontline provision. Savings of £0.9m are expected to be achieved by changes to management and staffing structures, the integration of back office functions and the re-negotiation of contracts.

7.2 The following changes would be required:

- The future of the WCC Short Breaks Service
- The tender for short breaks services and the transfer of capital assets

7.3 The WCC Short Breaks Service

It is recommended that the internal WCC Short Breaks Service is decommissioned. The high unit cost makes the service prohibitive (£22 per hour against market rate of approximately £14 per hour). Even, if a reduced unit cost can be achieved, there is still concern that running an internal service maintains an un-level playing field and therefore makes Warwickshire unattractive to potential external providers. Further to this, conditions on the use of direct payments restrict the ability of parents and carers to buy back local authority services. As the strategic direction is to increase the use of personal budgets and direct payments, the internal Short Breaks Service will increasingly become unviable as parents and carers will be restricted in buying this service. It is not anticipated that TUPE will apply due to

fragmentation of the market through increased use of a framework contract with multiple providers. The full options appraisal is at Appendix F.

7.4 We recognise the skills of these workers and will explore options for retaining these skilled workers. Proposals regarding service redesign include the addition of a number of family key workers. We anticipate that some short breaks staff may want to apply for these new positions.

7.5 The tender for short breaks services and the transfer of capital assets

A number of WCC contracts for disability services expire during the period December 2013 to March 2014. These include the framework contract for Community Based Short Breaks for Disabled Children and Families and the contract for Overnight Short Breaks for Disabled Children and Young People.

7.6 These contracts are to be re-tendered. Each contract is intended to run for five years (April 2014 – March 2018). The anticipated value of the framework contract is up to £2.3m over the five years. The value of the contract for overnight short breaks is expected to be in excess of £2.5m over the five years. It is proposed that these are tendered alongside the tender for adult disability respite services to ensure minimal costs for the tendering process and to generate maximum interest from the market.

7.7 As part of the tender it is recommended that IDS transfer the following capital assets, adapted for use by families with disabled children, to successful providers:

- 4 static caravans
- 1 holiday lodge
- 1 motorhome

These capital assets have been purchased by the Council in order to increase the range of short breaks opportunities to disabled children and their families. Their combined value is estimated at up to £408,000. Following a review, it is now considered that these assets should be transferred to external providers who are commissioned to provide short breaks opportunities in Warwickshire. Further information is available at Appendix G.

7.8 Further details of the contract and a timetable for procurement are in a separate Cabinet report on 12th September entitled: 'Commissioning of Short Break Services for Disabled People'.

8. Summary of IDS Savings

- 8.1 A summary of IDS savings is below. Further budget information is available in Appendix E.

Item	Savings (£m)
Staffing	0.439
Review and retendering of contracts	0.121
Costs legitimately funded by DSG funding	0.163
Review of internal SLAs	0.146
Reduction of short breaks (Targeted/Specialist)	0.460
Reduction of short breaks (Community)	0.090
Expected reductions through review of packages of care (includes full time residential spend)	0.281
Review of SLAs with NHS	0.070
Transport costs	0.016
Total	1.786

9. Appendices

- 9.1 Appendix A: Statutory Duties and Powers (children's disability services)
Appendix B: Equality Impact Analysis
Appendix C: Analysis of responses to IDS consultation
Appendix D: Revised Local Offer following consultation
Appendix E: IDS Budget 2012/13
Appendix F: Options Appraisal for WCC Short Breaks Service
Appendix G: Options Appraisal for Capital Assets

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IDS Short Breaks and Social Care – Local Offer Framework

	Level 1- Minimum Offer	Level 2- Early Help Offer	Level 3-Targeted Offer	Level 4-Specialist Offer
Threshold	For all children with a disability, but whose needs which can be met through universal services	For children with additional needs who require early intervention/ prevention support	For children with complex needs who require targeted support	For children with acute/severe needs who require statutory/ specialist intervention
Assessment needed to access services	No assessment required in order to access services	Assessment through a Common Assessment Framework (CAF)	Social Care Assessment (Self-assessment)	Social Care Assessment
Local Offer- Menu of Opportunities	<p><i>Promoting and signposting to activities and groups in school, children’s centres and the community</i></p> <p>Family Information Service (information and advice)</p> <p>Online information: - www.myfamilyvoicemyfamilychoice.co.uk / Warwickshire Resource Directory</p> <p>Signposting to activities such as;</p> <ul style="list-style-type: none"> • Community activities • Early years settings and children’s centres • Childminders and day care • Leisure community and youth services; • Voluntary organisations • After school, weekend and school holiday clubs • Peer support (eg; Family Voice) 	<p><i>Support as Minimum Offer plus:</i></p> <p>Specialist training and support for parents and carers (eg. Autism Parent Training, restraint) and parenting programmes (eg. Triple P)</p> <p>Volunteer Support from volunteer scheme</p> <p>Referral to and partnership with;</p> <ul style="list-style-type: none"> • IDS Health • IDS Teaching and Learning <p>Facilitate access to other early help such as;</p> <ul style="list-style-type: none"> • Key health professional advice/counselling • After school, weekend and school holiday clubs • School based services <p>Other opportunities and help as identified through the CAF such as support services for health, education, money, housing and bereavement.</p>	<p><i>Support as Early Help Offer plus:</i></p> <p>Family Key Workers</p> <p>Short Breaks support (average 48 hours)</p> <p>Personal budgets (including direct payments)</p> <p>Home Care/Personal Care Support</p> <p>Access to more frequent individual day care</p>	<p><i>Support as Targeted Offer plus:</i></p> <p>Social Work Support</p> <p>Short Breaks support (average 96 hours)</p> <p>Overnight short breaks – Residential/Family Link</p> <p>Residential/foster care placements</p> <p>Specialist education provision</p>

Plan	No Plan	CAF Plan	CIN / EHC Plan	CIN / EHC / CP / LAC Plan
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MATRIX OF NEED

Local Offer of Short Breaks and Social Care for Disabled Children

The Integrated Disability Service - Matrix of Need should be used alongside WCC 'Thresholds for Intervention' Document (2013). The Matrix of Need will be completed as part of the initial assessment and at six monthly Children in Need review. The Matrix is based upon the *Framework for the Assessment of Children in Need and their Families* (Dept of Health 2000). Criteria in the majority of sections MUST be met to access services at that level. Decisions on the overall level of need will require the exercise of professional judgement by the social worker and team manager.

Area of Need (assessed as age appropriate)		Early Help Offer <i>(Children with Additional Needs)</i>	Targeted Offer <i>(Children with Complex Needs)</i>	Specialist Offer <i>(Children with Acute/Severe Needs)</i>
Child's Developmental Needs	Health	<ul style="list-style-type: none"> Requires minimal nursing care 3 days or less p/week. Routine medical appts. / Treatment. Regular medication. Special equipment – self operated. Health is variable with health plan / support. Disability requires 0-2 days per week regular therapy. 	<ul style="list-style-type: none"> Requires nursing care 3 – 5 days per week. Regular specialist medical appts. / Treatment. Complex medication. Specialist equipment - carer operated. Health is variable with significant 1:1 support. Disability requires 3-5 days per week regular therapy. 	<ul style="list-style-type: none"> Requires nursing care 5- 7 days per week. Regular hospital admissions for treatment Delivery of pain medication. Specialist equipment - professional operated. Health condition likely to deteriorate. Disability requires 5-7 days per week regular therapy.
	Physical Dependency	<ul style="list-style-type: none"> Self-led mobility needs (inc. wheelchair). Some supervision of personal care. Some supervision to access toilet / bath. Drinks and eats with some assistance. Some vision / hearing impairment. Minimal incontinence / toileting issues. 	<ul style="list-style-type: none"> Carer-led mobility needs (inc. wheelchair). Constant supervision of personal care. Constant supervision to access toilet / bath. Occasionally requires feeding. Moderate visual / hearing impairment Child requires pads for toileting. 	<ul style="list-style-type: none"> Fully dependent on mobility and lifting. Requires personal care intervention. Must be lifted to toilet / bath. Always requires feeding support. Severe visual/hearing impairment- non-mobile. Child doubly incontinent and ongoing toileting issues (smearing public display, etc.).
	Communication	<ul style="list-style-type: none"> Moderate speech difficulties Some difficulty to verbally communicate. Limited ability to understand simple direction. Limited communication can affect behaviour. 	<ul style="list-style-type: none"> Severe speech difficulties. Regular difficulty to verbally communicate. Poor ability to understand simple direction. Limited communication always affects behaviour. 	<ul style="list-style-type: none"> Unable to communicate or make needs known. Unable to use verbal communication. No ability to understand simple direction. Limited communication causes aggression.

	Emotional/ Behavioural	<ul style="list-style-type: none"> • Behaviour presents occasional risk to self / others. • Requires close supervision to be safe. • Requires regular behaviour management to be safe. • Has some difficulty with peer/sibling relations due to disability issues. • Sometimes displays Sexually Inappropriate. Behaviour. • Occasionally anxious / emotionally upset due to disability issues. 	<ul style="list-style-type: none"> • Behaviour presents consistent risk to self and others. • Requires close 1:1 supervision at majority of waking time to focus / stay on task. • Requires constant behaviour management to be safe. • Constant difficulty with peers/sibling relations. • Frequently displays Sexually Inappropriate. Behaviour and challenging to manage. • Often anxious and emotionally upset. 	<ul style="list-style-type: none"> • Behaviour presents serious risk to self and others. • Requires 24 hour monitoring and supervision to be safe. • Requires specialist professionals to manage behaviour and be safe. • Unable to process peers / sibling relations. • Displays Sexually Inappropriate. Behaviour which is a risk to self / others. • Factors relating to the child's disability or family functioning result in persistent emotional difficulties.
	School and Social Inclusion	<ul style="list-style-type: none"> • Requires some 1:1 additional support in school to achieve learning goals. • Requires close supervision in a social group setting. • Accesses some family or community activities. • Some absences from school. • School programme usually meets educational needs. 	<ul style="list-style-type: none"> • Needs constant 1:1 support in school to achieve learning goals. • Needs 1:1 supervision in a social group setting. • Restricted access to family or community activities. • Child has regular absences from school. • School programme with additional specialist support to meet educational needs. 	<ul style="list-style-type: none"> • Needs 2:1 and personal care support in school to achieve learning goals. • Needs 2:1 supervision in a social group setting OR child is not experiencing social inclusion activity. • Never accesses family or community activities as a result of their disability or carer disregard. • Absence from school is linked to issues other than scheduled medical treatment / illness. • School is not meeting educational needs.
Family and Environmental Factors	Family and Social Relationship	<ul style="list-style-type: none"> • Some economic / financial difficulties. • Limited supportive family / friend network or lone carer. • Stressed parenting skills. • Low or medium DLA - care or mobility. • Child w/ disability has no siblings and is only family member with a disability. 	<ul style="list-style-type: none"> • Moderate economical / financial difficulties. • No local family / friend network and lone carer. • Sufficient or stressed parenting skills but child unable to engage and this is affecting family functioning. • High rate DLA - care or mobility. • Child with a disability and has up to two siblings. 	<ul style="list-style-type: none"> • Serious economical / financial difficulties. • No supportive family / friend network and lone isolated carer. • Limited parent skills leading to family breakdown or sufficient parent skills but child unable to engage / significant impact on family functioning. • High rate DLA care requiring a specialty vehicle. • Sibling / adult in family have disability and Carers Allow. or DLA or more than 3 siblings.
	Physical Environment	<ul style="list-style-type: none"> • Direct aid to climb stairs / cannot freely move about. • Some dependence on household aids / adaptations to be safe. • Some concerning risks in home identified. 	<ul style="list-style-type: none"> • Dependant fully to move about environment. • Higher dependence on household aids / adaptations to be safe. • Continued concerning risks in home identified. 	<ul style="list-style-type: none"> • Unable to move about environment without mechanical lifting / health support / machinery. • Requires constant aids / adaptations to be safe (hand rails / lift bed / hoist /rails gates / ramp etc). • Child's home is not safe due to physical environment.
Parenting Capacity	Parenting Capacity	<ul style="list-style-type: none"> • Some impact from recent bereavement, mental illness, disability, alcohol / drug-use, abuse or violence. • Limited awareness or struggling to come to terms disability needs of child. • Some evidence of parent fatigue is present. 	<ul style="list-style-type: none"> • Concerning impact from carers' own care history, mental illness, disability, alcohol / drug-use, abuse or violence. • No awareness of child disability needs. • Parent fatigue is always present and unsupported. 	<ul style="list-style-type: none"> • Unacceptable impact from carers' mental illness, disability, alcohol / drug-use, abuse or violence. • Unable to meet the disability needs of child. • Parent fatigue is evidenced as critical breakdown / concern.

	Supervision Needs	<ul style="list-style-type: none"> • Some additional supervision required during the day as a result of disability. • Regular supervision when out in the environment - poor road safety skills. • At least twice weekly night time disruptions / child rises early. 	<ul style="list-style-type: none"> • Constant supervision needed by carer during the day. • 1:1 constant supervision when out in the environment – poor road safety skills – requires hand holding / restraint to control wandering about in public. • Night time disruptions 5 nights or less / child rises early. 	<ul style="list-style-type: none"> • Constant 1:1 supervision needed at all times day / night. • 1:1 constant supervision when out in the environment. No road safety skills. Requires constant restraint to be safe / control wandering as likelihood to run is high. • Constant night time disruptions 5 – 7 nights p/week.
	Safeguarding	<ul style="list-style-type: none"> • Complex disability that requires CAF support to be safe. • There is some evidence of growing stresses around potential family / care breakdown linked to the child's disability. 	<ul style="list-style-type: none"> • Child w/ disability exposed to dangerous lifestyle / adult / Social Care led professional monitoring. • There is evidence of risk of potential family / care breakdown linked to child's disability. (Parenting capacity, poor housing, isolation in community, poor extended support, etc.). 	<ul style="list-style-type: none"> • Child w/ disability should be considered to be subject to a complex CIN or Child Protection Plan where vulnerability of risk or abuse is clearly identified. • There are serious indicators of risk / abuse to the child or another family member or the child's care is breaking down and is very vulnerable as a result of their disability.

Minutes of the meeting of the Cabinet held on 12 September 2013

Present

Cabinet Members:

Councillors	Izzi Seccombe	Leader of the Council and Chair of Cabinet
	Peter Butlin	Transport & Planning
	Les Caborn	Community Safety
	Alan Cockburn	Deputy Leader
	Jeff Clarke	Corporate Business & Environment
	Jose Compton	Adult Social Care
	Bob Stevens	Health
	Heather Timms	Children & Schools

Non-Voting Invitees:

Councillor June Tandy	Leader of the Labour Group
Councillor Jerry Roodhouse	Leader of the Liberal Democrats Group

Other Councillors:

Councillors Beaumont, Dirveiks, Fowler, Fradgley, Hicks, Holland, McLauchlan, Parsons, Phillips, Redford, Rickhards, A.Webb, M.Webb, Whitehouse, Williams

1. General

(1) Apologies for absence

Councillor Colin Hayfield

(2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests

Councillor Les Caborn declared an interest under item 12 as a member of Warwick District Council. He agreed that he would leave the meeting for that item.

Councillor Heather Timms declared an interest under item 12 as a member of Rugby Borough Council. She agreed that he would leave the meeting for that item.

Councillor Whitehouse declared an interest for items 2a, 2b and 5 as a governor at St John's Children's Centre and School, Kenilworth.

Councillor John Beaumont declared a personal interest for items 2a, 2b regarding Bulkington Children's Centre.

Councillor Richard Chattaway declared an interest for items 2a, 2b as his daughter is employed at St Michael's Children's Centre.

Councillors Bob Hicks declared an interest for items 2a, 2b as his daughter works at St Michael's Children's Centre and his daughter in law at Stockingford.

Councillor Alan Webb declared an interest for items 2a and 2b as Chair of Governors at Boughton Leigh Children's Centre.

(3) Minutes of the meeting held on 18 July 2013 and Matters Arising

The minutes were agreed as an accurate record for signing by the Chair.

Under matters arising Councillor Bob Stevens (Portfolio Holder – Health) informed Cabinet that consideration had been given to whether the County Council should commit to pursuit of the forthcoming Judicial Reviews into HS2. It had been agreed this should be the case and that a limit of £20,000 should be placed on any expenditure on this matter.

2a. Report of the Children and Young People Overview and Scrutiny Committee – Children's Centres Select Committee

Councillor Bob Hicks (Chair of the Children and Young People Overview and Scrutiny Committee) outlined the background to his report before presenting the nine recommendations resulting from the work of the Select Committee. He explained that a further recommendation regarding the possible use of children's centres by private organisations and individuals had been considered but dismissed by the Select Committee.

Councillor Izzi Seccombe (Leader of the Council and Chair of Cabinet) thanked Councillor Hicks, his fellow councillors on the Select Committee and officers for their work.

Councillor Timms (Portfolio Holder – Children and Schools) thanked the Select Committee and the Children and Young People and Families Overview and Scrutiny Committee for its work. She then circulated a response to the nine recommendations from the Overview and Scrutiny Committee. These were that Cabinet:

- 1) Recognises the importance of targeting resources on the needs of deprived families.
- 2) Welcomes the proposals in recommendation 6 and 7.
- 3) Asks officers to pursue those elements of recommendations 5 and 8 which are viable within available budgets.
- 4) Asks officers to note recommendations 3, 4 and 9 in taking forward the proposals.
- 5) Notes recommendation 2 on the basis that the future funding of children's centres is a matter for decision as part of the 2014/15 - 2017/18 budget setting process and ringfencing may have a disproportionate effect on other areas of the portfolio.
- 6) Asks officers to capture the commitment and creativity of staff demonstrated in the Select Committee to drive forward the income generation and partnership programmes, ie with health, to ensure the sustainability of children's centres.

Councillor Hicks acknowledged the concerns expressed over ringfencing observing that uncertainty over on-going funding may have a detrimental impact on the tendering and procurement process. For example potential service providers could be deterred from bidding for a contract if it may only last for 12 months.

Councillor Stevens welcomed recommendations 6 and 7 of the Overview and Scrutiny Committee's report stating that it is important to work closely with health providers. He added that it would be beneficial if Clinical Commissioning Groups were able to provide financial support to children's centres.

Councillor June Tandy (Leader of the Labour Group) expressed her disappointment that the Portfolio Holder had chosen only to note some of the Overview and Scrutiny Committee's recommendations rather than accept them. She said that Option 1 set out on pages 12 and 13 of item 2b was not the same as the Option 1 on which the public consultation was based. In addition she stated that whilst an Equality Impact Assessment had been included in the Cabinet papers it had not been provided to the Overview and Scrutiny Committee for consideration beforehand. Councillor Tandy also expressed concern that material had been published stating that the Labour Group was not supportive of children's centres. She stated that this was not the case and concluded by asking for further consultation to be undertaken on Option 1 as published in the Cabinet papers.

Councillor Clive Rickhards endorsed Councillor Tandy's concerns regarding Option 1. Regarding ring-fencing Councillor Rickhards observed that there can never be any certainty over on-going funding and that anyone engaged in a tendering process should be aware of this. He concluded by observing that all members on the Select Committee were against the closure of children's centres.

Cabinet was reminded that the savings required had been identified in the 2013/14 budget and now had to be realised. At the same time the integrity of services needs to be maintained.

Councillor John Beaumont said that there is now confusion over the exemptions for certain children's centres.

Councillor Jerry Roodhouse (Leader of the Liberal Democrat Group) stressed that the Liberal Democrats are supportive of children's centres. He agreed that there remains a degree of uncertainty of funding that may affect the tendering process and suggested that as the revised Option 1 is different from that originally consulted on it should be regarded as Option 4.

The Chair confirmed that Cabinet could not change the Overview and Scrutiny Committee's recommendation.

Resolved

That Cabinet:

- 1) Recognises the importance of targeting resources on the needs of deprived families.

- 2) Welcomes the proposals in recommendation 6 and 7.
- 3) Asks officers to pursue those elements of recommendations 5 and 8 which are viable within available budgets.
- 4) Asks officers to note recommendations 3, 4 and 9 in taking forward the proposals.
- 5) Notes recommendation 2 on the basis that the future funding of children's centres is a matter for decision as part of the 2014/15 - 2017/18 budget setting process and ringfencing may have a disproportionate effect on other areas of the portfolio.
- 6) Asks officers to capture the commitment and creativity of staff demonstrated in the Select Committee to drive forward the income generation and partnership programmes, i.e. with health, to ensure the sustainability of children's centres.

2b. Early Year's Commissioning

Councillor Heather Timms stressed the need to target resources where they are most needed. Sarah Callaghan (Head of Service, Learning and Achievement) summarised this stating that the funding formula takes account of levels of deprivation. She added that any tendering process will include a focus on positive outcomes for children and that contracts will be for 3 years reviewed annually.

Councillor Timms explained the basis for Option 1 as printed in the report and reminded the meeting that this would ensure that all children's centres remain open. Councillor Alan Webb noted that Rugby has a distinct spread of areas with his division being one of high deprivation. He was concerned that the current proposal would disadvantage some communities.

Councillor John Whitehouse enquired after the future of children's centres in nursery schools. He also sought clarification on how Option 1 will deliver the savings required. He suggested that there would be little point in keeping the centres open if it were not possible to deliver services. Councillor Seccombe noted that discussions will be held via the Health and Wellbeing Board regarding the delivery of health-related services from children's centres. In response to Councillor Whitehouse Sarah Callaghan stated that under Option 1 the savings would come in part from revised management structures.

It was felt by some members that the booking of rooms in children's centres to individuals or organisations (Recommendation 5) was not viable.

Regarding exemptions the meeting was informed that full account had been taken of strategic issues around early years teaching centres. Councillor John Beaumont expressed the view that children's centres and early years centres will only be able to make the 2 year old offer where the private sector is not making that provision. This he felt was unfair.

Councillor Jerry Roodhouse stated that it is important to promote the joining up of services. Similarly the pupil premium should be taken account of. He added that the

principal focus must be on obtaining quality outcomes but felt the County Council has been slow in dealing with the matter. The view was expressed that in any tendering and procurement process the Portfolio Holder and the Overview and Scrutiny Committee Chair and Spokes Persons should be fully involved. This is particularly important to ensure quality. This was agreed.

Councillor John Holland suggested that the matter should be referred back to the Children and Young People Overview and Scrutiny Committee and that a new Option 4 should be consulted on. This view was supported by Councillor Neil Dirveiks.

Councillor Roodhouse suggested that the matter be referred to the 26th September County Council meeting.

Resolved

That Cabinet:

- 1) Approves option one as the preferred delivery model for Children's Centres with the revisions outlined in the report as a result of the consultation;
- 2) Agrees a Rugby 1-Group approach as set out in Option one;
- 3) Approves the commissioning and contracting of the two-year old offer from the Children's Centres outlined in the report;
- 4) Approves the continued policy to charge a nil or peppercorn rent from all WCC owned properties and only applies a market rent for the properties specified the report;
- 5) Approves a change to the lease agreement (where permitted by our own lease in the case of properties held on lease by WCC) to allow Children's Centres to generate additional income to support Children's Centre provision through the hiring of rooms to appropriate organisations or persons; and
- 6) Approves and authorises the Strategic Director for People and the Strategic Director for Resources to carry out the procurement process and enter into all relevant contracts (based on 3 years with an annual review) for the provision of Children's Centres on terms and conditions acceptable to the Strategic Director for Resources.
- 7) That any procurement and tendering process should involve consultation with the Portfolio Holder for Children and Schools, the Chair of the Children and Young People Overview and Scrutiny Committee and Spokespersons on the Children and Young People Overview and Scrutiny Committee on the outcomes required.

3. Quarter 1 – 2013/4 Organisational Health Report: finance, Performance & Risk (April – June 2013)

Councillor Alan Cockburn (Deputy Leader of the Council) introduced the report. Councillor Les Caborn requested an update on the strike action proposed by firefighters. This was provided by Andy Hickmott (Chief Fire Officer) who assured Cabinet that planning for the strike was underway and that a good level of service

would be maintained across Warwickshire during any strike. It was agreed that a statement to this effect should go to all members of the County Council.

In response to a question from Councillor Jerry Roodhouse Cabinet was informed that an interim Head of Safeguarding had been appointed and would start in post in October.

Cabinet was informed that a High Needs Task and Finish Group comprising teachers, the Portfolio Holder and others exists to consider the needs of children with special educational needs.

Resolved

That Cabinet:

- 1) Notes the Quarter 1 (April – June) 2013/14 performance against targets set as detailed in Appendix T of the report;
- 2) Notes Quarter 1 (April – June) 2013/14 performance against the Going for Growth targets set as detailed in Appendix U of the report;
- 3) Notes the Quarter 1 (April – June) revenue outturn position, performance against the delivery of the 2013/14 savings plan and the forecast reserves at year-end;
- 4) Approves the net transfer from reserves totalling £1.735 million;
- 5) Notes the revised capital payments totals and the revised financing of the 2013/14 capital programme as detailed in Table 3 and detailed in Appendices A to S of the report;
- 6) Notes the management of significant risks as outline in Section 7 of the report;
- 7) Notes the detailed messages highlighted by Corporate Board in Section 8 of the report;
- 8) Authorises the Head of Finance to make the necessary changes to budgets as part of the realignment of responsibilities across the People Group; and
- 9) Notes the impact of the 2013/14 forecast financial performance on the delivery of the Medium Term Financial Plans as outlined in Section 10 of the report.

4. Provision of School Places

Councillor Heather Timms introduced this item highlighting in particular the proposal for a new Additional Education needs school in Nuneaton. This was welcomed by Councillor Bob Hicks who called for the project to be expedited. It was confirmed that the new school would accommodate children of primary and secondary age.

Resolved

That Cabinet:

- 1) Requests that Council add the allocation of Targeted Capital Fund grant of £14.316 million to the capital programme, as detailed in Table 1 of the report; and
- 2) Subject to the Council approval, agrees that consultation on the proposed expansions and new school begin as soon as possible to ensure the grant conditions can be met.

5. Championing the Learner – A Strategy for Change – A collaborative approach to school improvement

Councillor Heather Timms explained that this strategy had been developed with schools and Headteachers. In response to a question from Councillor John Whitehouse Cabinet was informed that the approach taken, whilst based on the Wigan Consortium Model differed from it to take account of the social, economic and geographical differences between Warwickshire and Wigan. Concern was expressed that some Headteachers placed as leads may not have the capacity to take on the role. Councillor Timms assured Cabinet that this would be addressed.

Resolved

That Cabinet:

- 1) Notes the significance of new policy drivers for school improvement;
- 2) Endorses in principle the new delivery model to support school improvement;
- 3) Acknowledges the resource implications for the County Council to support and sustain school improvement; and
- 4) Approves the phased implementation of the new delivery model for School Improvement negotiated with key stakeholders.

6. Changes to the Integrated Disability Service

Councillor Heather Timms outlined the background to this report stating that the number of children in Warwickshire diagnosed with Autism has risen significantly in recent times. She explained the need to operate within budgets adding that the personalisation of budgets is proving to be successful for families.

Councillor Jerry Roodhouse expressed some concerns over the assessment matrix that has been developed adding that there remain capacity issues for use of the Common Assessment Framework. He commended the success of personalisation but suggested that the County Council was too slow in developing this approach.

Councillor Bill Gifford had been contacted by a number of parents concerning these proposals. He noted that the new matrix requires that the criteria in the majority of sections must be met to access services at the respective levels. Previously there remained a degree of judgement in decisions over the level of service delivered. Some customers have such complex needs that a degree of judgement remains necessary.

He suggested that the new matrix should be subject to comprehensive consultation adding that parents wish to work with the County Council. Councillor Neil Dirveiks stressed the need to remember parents and families and friends in discussions and planning.

Councillor Izzi Seccombe highlighted the need to provide a lifelong service to people with disabilities. Councillor Jenny StJohn stated that she welcomed the decision not to reduce the number of nights for short breaks. She had visited the John Waterhouse Centre in Kenilworth and commended its work. Councillor Rickhards appreciated the continuance of teaching and learning services.

Councillor Timms concluded this item stressing that customers will be reassessed before any change in service. She invited parents to talk to the County Council and stated that a number of events are being arranged to brief staff on the new arrangements.

Resolved

- 1) That the principles underpinning the new Local Offer that enable the service to operate within a reduced budget whilst minimising the risk to children and families are approved and endorsed;
- 2) That the new Local Offer for Short Breaks and Social Care for disabled children and their families should be implemented with immediate effect;
- 3) That the WCC Short Breaks Service is decommissioned by 31 March 2014. The support currently delivered by the service will instead be delivered from a framework contract of external providers;
- 4) That services for short breaks and overnight short breaks for disabled children and their families are re-tendered alongside the tender for adult disability services. the tender exercise is to begin in the autumn of 2013 with new services ready to commence on 1 April 2014;
- 5) That the capital assets are disposed of as recommended in Appendix G of the report; and
- 6) That the Strategic Director for People be authorised to enter any contracts to give effect to the new arrangements for Short Breaks and Social Care for Disabled Children on terms and conditions acceptable to the Strategic Director for Resources.

7. Sub-Regional Procurement of Fostering Placement Services from Independent Fostering Agencies

Councillor Heather Timms informed Cabinet that the proposal was a good news story to be welcomed. This was acknowledged.

Resolved

That Cabinet:

- 1) Approves proceeding with a tendering process for the provision of fostering placement services with effect from 1 May 2014;
- 2) Approves WCC's participation in a sub-regional joint tendering process with Coventry City Council and Solihull Metropolitan Borough Council, with Solihull Metropolitan Borough Council as the lead authority, subject to the continuing participation of the other two local authorities; and
- 3) Approves and authorises the Strategic Director for People to enter into all relevant contracts for the provision of Fostering Services on terms and conditions acceptable to the Strategic Director for Resources.

8. Reablement Strategy

Councillor Jose Compton (Portfolio Holder – Adult Social Care) informed the meeting of the success in Warwickshire of the reablement strategy. She particularly commended officers of the council for their hard work. These views were echoed by Councillor Izzi Seccombe who, at a recent Local Government Association conference, had been congratulated on the success of Warwickshire's scheme.

Councillor Bob Stevens observed that there is close cooperation between acute health trusts and the reablement team.

Resolved

That Cabinet:

- 1) Approves the Reablement Strategy 2013-2015 that outlines key developments required within Warwickshire County Council's Reablement Service; and
- 2) Endorses the development and testing of alternative models for the delivery of Reablement Services for the medium-long term.

9. Commissioning of Short Break Services for Disabled People

Councillor Jose Compton stressed the need to commence the tendering process for this service as soon as possible. Councillor Roodhouse requested that the Portfolio Holder engage in the tendering process with a particular view of ensuring quality. This was agreed.

Resolved

That Cabinet:

- 1) Agrees the contents of the respite review business case as detailed in Appendix 1 of the report, based on the findings and recommendations of the recent respite review;

- 2) Supports the proposal in Option 3 of the report;
- 3) Approves proceeding with a tender for a short breaks framework for disabled people from October 2013 with new contract arrangements to be in place from 1 April 2014; and
- 4) Approves and authorises the Strategic Director for People to enter into all relevant contracts for the provision of short break services for disabled people on terms and conditions acceptable to the Strategic Director for Resources.

10. Annual Governance Statement 2012/13

Councillor Jeff Clarke (Portfolio Holder for Corporate Business and Environment) introduced this report. Cabinet agreed to amend the statement to delete the reference to the now disbanded Overview and Scrutiny Board on page 11. With reference to Core Principle 5 on page 12 Cabinet was informed that the leader of the Council is responsible for the appraisal of the Chief Executive. It was agreed that the statement should be amended to state this.

Resolved

That subject to the minor amendments requested being made by the Strategic Director, Resources Group, Cabinet endorse the Annual Governance Statement 2012/13 prior to submission to Council for approval.

11. Review of Financial Regulations

Councillor Alan Cockburn highlighted the need to review the Financial Regulations to reflect the changing structure of the Council.

Resolved

That Cabinet agrees the Financial Regulations and recommends them to Council on 26 September 2013 for final approval.

12. New Homes Bonus: A Response to the Government Consultation

Councillor Leas Caborn and Heather Timms left the room for this item.

Councillor Alan Cockburn introduced the report explaining that the Council had been consulted on a number of options.

Councillor June Tandy expressed her concern over the proposal to pass the New Homes Bonus to the Local Enterprise Partnership. Local authorities are in a better position to know where best the money should be spent. She called for local MP to be lobbied on this point. This was agreed.

Resolved

That Cabinet:

- 1) Opposes the proposal to redirect New Homes Bonus funding away from local authorities to Local Enterprise Partnerships;
- 2) Supports, if NHB is to be top-sliced, Option 1 as the County Council's preferred option for funding the New Homes Bonus top-slice;
- 3) Agrees that the County Council will lobby the Warwickshire MPs and will ask the County Council's Network to lobby the government on the proposals in line with recommendations 1 and 2 of the report; and
- 4) Authorises the Head of Finance, in consultation with the Deputy Leader and relevant spokespeople, to submit the County Council's response to the consultation paper by 19 September 2013 on the basis of the principles outlined in Section 3 of the report and in accordance with the draft response at Appendix A of the report.

Councillor Caborn and Timms re-entered the room at this point

13. West Midlands Public Services Network

Councillor Jeff Clarke provided the background to this report. In response to a question from Councillor Richard Chattaway Cabinet was informed that Warwickshire sits within the first stage and that other authorities are expected to engage.

Resolved

That Cabinet:

- 1) Approves the proposal for Warwickshire CC to work in collaboration with other West Midlands Local Authorities to develop the West Midlands Public Services Network (WMPSN) to aggregate the procurement of Wide Area Network connectivity;
- 2) Approves the proposal to enter into a formal agreement with Solihull MBC as lead WMPSN partner; and
- 3) Delegates authority to the Strategic Director for Resources to take any actions which he considers necessary in relation to procurement, partnership and governance arrangements to realise the vision and strategy.

14. Future Partnership Working with Hereford and Worcester Fire and Rescue Service

Councillor Les Caborn stressed the need to have an effective and efficient Fire and Rescue Service. The meeting was informed that early meetings with Hereford and Worcester Fire Service have been encouraging. It was confirmed that as proposals are developed they will be subject to rigorous scrutiny.

Councillor Richard Chattaway reminded Cabinet of the concerns previously held by Hereford and Worcester adding that it will be important to engage with communities and elected members in the process. On this latter point Cabinet was reminded that all

members of the County Council are members of the Fire Authority. It was noted that the grant referred to in paragraph 4.1 of the report had been made.

Resolved

That Cabinet:

- 1) Notes the re-starting of the project with Hereford and Worcester Fire and Rescue Service; and
- 2) Requests further update reports on progress in due course.

15. Director of Public Health's Annual Report

Councillor Bob Stevens introduced the Director of Public Health, Dr John Linnane who presented his report. The recent signing of a tobacco control declaration was welcomed although it was acknowledged that there remains a significant north/south health divide in Warwickshire.

Resolved

That Cabinet:

- 1) Notes and supports the 2013 Director of Public Health Annual Report;
- 2) Endorses the recommendations stated in the report; and
- 3) Acknowledges specific recommendations, namely:
 - *“ensure good health is a core aspiration for all they do and is reflected in all policies and strategies such as planning, licensing, transport, etc.”*; and
 - *“a pledge from Public Health Warwickshire and Dr. John Linnane, Director of Public Health, to work with all public sector bodies to ensure improving health and wellbeing is seen as core to all we do.”*

16. Any Other Urgent Items

None

17. Reports Containing Confidential or Exempt Information

Resolved

That members of the public be excluded from the meeting for the items mentioned below on the grounds that their presence would involve the disclosure of exempt

information as defined in paragraph 3 of Schedule 12A of Part 1 of the Local Government Act 1972.

EXEMPT ITEMS FOR DISCUSSION IN PRIVATE (PURPLE PAPERS).

18. Exempt Minutes of 18 July 2013

The exempt minutes of the 18 July 2013 meeting were agreed as an accurate record. There were no matters arising from them.

19. Declare Surplus and Dispose of Newbold Centre, Leicester Street, Leamington Spa

The report was introduced by Councillor Alan Cockburn.

Resolved

Cabinet agreed the recommendations as set out in the exempt minutes.

20. Declare Surplus and Dispose of Bridgeway Centre, Bedworth

The report was introduced by Councillor Alan Cockburn.

Resolved

Cabinet agreed the recommendations as set out in the exempt minutes.

The meeting rose at 16.40

..... Chair

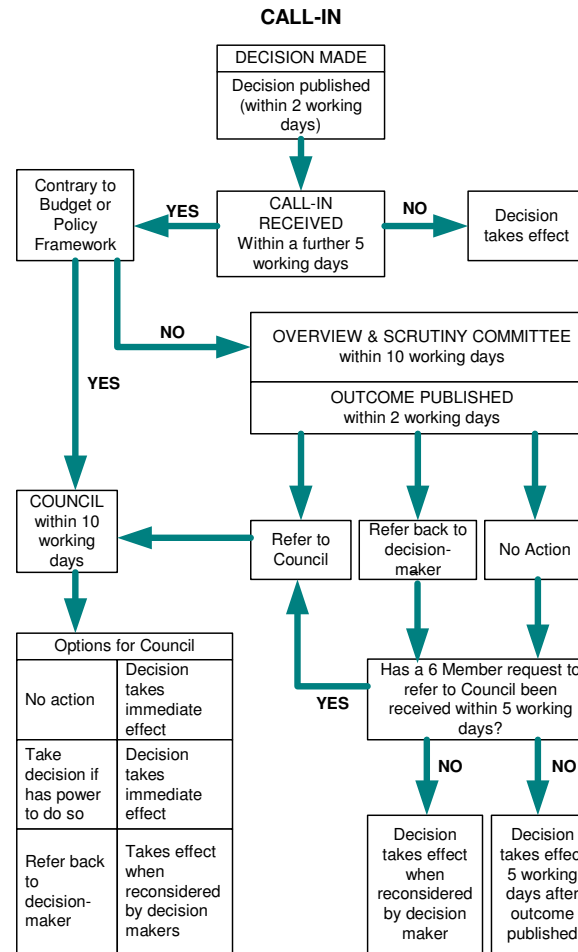
What can the Council do?

- Set out its concerns in writing and ask the decision-taker to reconsider; or
- Make the decision itself with/without amendment if it has the power to do so; or
- Decide to take no action

When does a decision take effect?

- On the date the decision-maker reconsiders the decision following a referral from Council or the relevant Overview and Scrutiny Committee.
- On the date the Council makes the decision with or without amendment.
- On the date the Council decides to take no action
- Where an Overview and Scrutiny Committee decides to take no action on the expiry of 5 working days from the publication of the outcome of that meeting if there is no request for referral to Council.

Once a decision has reached one of these stages the call-in procedure is completed and no further call-in can be made



Warwickshire County Council



CALL-IN

Elected Member Guide

Resources Group

What is call-in?

Call-in is the formal process that allows councillors to query some **executive decisions** i.e.

- The Cabinet
- Committees of the Cabinet
- Area Committees making executive decisions
- Officers making **key** executive decisions

If the decision is called-in no steps can be taken to implement the decision until the call-in process has come to an end.

Call-in does not apply to urgent decisions where the necessary consent has been obtained or operational/day to day management decisions made by officers.

The call-in procedure may only be used once for any particular decision.

Standard forms can be obtained from Democratic Services

The call-in process

Decisions made by the Cabinet, any Cabinet committees, Area Committees and key decisions made by officers are published electronically, normally within 2 working days of being made.

Within **5 working days** of the date the decision is published

- the Chair of the relevant Overview and Scrutiny Committee or
- any four elected members of the Council

may make a written request to the Strategic Director for the Resources Group.

Within **10 working days** of receiving the request the Overview and Scrutiny Committee will have to meet to consider the decision.

A meeting of the full council may be held in place of the Overview and Scrutiny Committee **if** the decision appears to be contrary to the policy framework or budget with the agreement of the Chair of Council and the Chair of the relevant Overview and Scrutiny Committee

Any request must set out clearly the particular decision that is being called-in, the nature of the concerns and the reason(s) for the call-in. This should be in sufficient detail to enable the Overview and Scrutiny Committee or Council to understand the issue it is being asked to review. The standard form should be used.

What can the Overview and Scrutiny Committee do?

- Set out its concerns in writing and ask the decision-taker to reconsider
- Refer the matter to full Council; or
- Decide to take no action

The outcome of the meeting will normally be published electronically within **2 working days** of the meeting.

If the Overview and Scrutiny Committee refer the matter to Council, the Council must meet within **10 working days** of the Overview and Scrutiny Committee meeting.

Alternatively any 6 elected members may ask for the decision to be referred to Council by giving written notice to the Strategic Director for the Resources Group.

The notice must be received within **5 working days** of date of publication of the outcome of the Overview and Scrutiny Committee meeting. The standard form should be used.

The notice must set out clearly the reasons and concerns for seeking to refer the decision to Council.

The Council has to meet to consider the decision within **10 working days** of receipt of the notice.