

Children's Centres, Early Years and Extended Services Review and Restructure
Consultation Paper – May 2011

Section 1. Context

The review and restructure of Children's Centres, Early Years and Extended Services is taking place in the context of national and local policies, also national and local financial decisions.

The restructure has been informed by national reviews and issues.

The **national context** includes:

- the Field report (poverty and life chances)
- the Allen report (early intervention)
- the Munro report (child protection)
- the Tickell review (EYFS)
- the SEN Green Paper
- the revision of statutory Children's Centre guidance by the Department of Education
- the new Children's Centre Core Purpose, which will replace the Core Offer in 2011
- the implications of imminent changes to the Ofsted inspection guidance in regard to outcomes for Children's Centres
- the national piloting of a Payment by Results system for children's centres in some local authorities (but not York)
- the removal of the previous requirements of children's centres in the 30% most deprived areas to provide full day-care

and the **financial context**:

- the Comprehensive Spending Review and its impact on local government, with unparalleled savings and efficiencies required
- the removal of the ring fence from the Children's Centre grant funding
- a reduction in York's Early Intervention Grant, which is intended to cover not only the Children's Centre grant but a number of grants for other services, including some that were funded as pilots until the end of March 2011, but that are now to be mainstreamed as continuing services.

The restructure has also been informed by LA health checks, Ofsted inspections of Children's Centres and independent reviews of all three services. The reviews took place over a period of several weeks, beginning with Children's Centres in January 2011, followed by Early Years in March and Extended Services in late April.

Recommendations from the Children's Centre reviews and reports are:

- To ensure that there is a city-wide understanding of the vulnerable and disadvantaged families who should be accessing the centres, and that their needs are prioritised when planning service delivery.
- To simplify management structures and accountability. To introduce a named Children's Centre Team Leader for each centre who would be the public face of the centre and deliver universal services whilst line managing staff and improving communication and links with partners. This follows feedback from partners and frontline staff.
- To focus on the delivery of frontline services for families.

- To consider developing the role of commissioning (including internal commissioning) to deliver universal and early intervention services.
- To ensure that the toy bus prioritises the areas of greatest need and to combine toy bus administration with Children's Centre administration.
- To consider simplifying the roles within the centre to give increased flexibility of staff. This may include a single structure worker role whether with parents, children or toy bus with specialisms within the job specification if required. (This again reflects Children's Centre staff feedback on the wish for a single-structure worker role rather than a two-tier system plus the opportunity to follow specialisms.)
- To consider the shared use of resources including admin and receptionists with schools.
- To integrate the role of the Early Learning Leader with 0–5 school and PVI quality improvement. To review the functions required from the role and consider how these may best be delivered within a cohesive 0–5 early education and quality improvement service.

A clear message comes through these recommendations to focus services on those in most need; to look at simplifying staff roles and structure; to strengthen the role and presence of the Children's Centre Team Leaders.

The **"Ofsted" health check** noted, among other findings, that:

- Overall the effectiveness, provision and leadership and management of the Children's Centres were good.
- The effectiveness and analysis of self-evaluation needed strengthening.
- Relationships with all partners, including partners' own understanding and knowledge of Children's Centres, could be further strengthened.
- Strengthening relationships with partners should include transition and progression in children's learning and links with schools.
- Users' involvement in the centres could be increased and in particular investigation undertaken into why some families might not take up the Children's Centres offers.
- Secure arrangements should be made to support the Locality Children's Centre Managers including: using expertise to best effect across the city; tight leadership, management and evaluation; and sharp development and targeting of the work of individual centres to meet the identified needs within each reach area.

Other actions needed:

- Further strengthen and refine partnerships so that:
 - There is a shared understanding by all partners as to which agency can offer which services and activities, and therefore where the gaps in provision lie
 - All partners have a shared understanding of the effectiveness of the joint approach on improving outcomes for children and adult users, particularly with regard to data
 - Partners develop a stronger knowledge of the centres' roles and offers, and how this complements and supports their own work in improving outcomes
 - Transition and progression in children's learning is secured, particularly through strengthening the links with schools
 - As part of the developing relationship and understanding with social care, there is a clear rationale and most appropriate use of personnel and accommodation, in order to best meet children's needs.
- Develop stronger links with the Early Years Foundation Stage in schools by:
 - Following up the Early Years Foundation Stage Profile scores at the end of the Reception year for children who have used the centres, to establish whether and in

what ways specific centres make a difference for all children and particularly for those identified as more vulnerable

- Further developing joint approaches so that schools are better placed to build on prior learning at the centres once children join the school Nursery and Reception years
- Working with schools to identify the needs of more vulnerable families and by developing shared approaches and programmes to meet these needs.

The health checks give a clear message: to further enhance partnership working; to refine self-evaluation processes; to continue to reach those families in need who do not engage with services; to strengthen leadership and management at individual centre level in order to balance out the reduction at strategic level.

The Carr Ofsted Inspection report gave all judgements as **good** apart from self evaluation.

Issues were:

- Quality of some data
- Need to strengthen and improve self evaluation by:
 - I. Focusing on how the centre makes a difference; focus on impact
 - II. Ensuring action planning is more clearly focused on improving outcomes
 - III. Improving the information/data available about relevant groups (including hard to reach) to ensure appropriate activities are being provided

The Early Years review recommended:

- Creating a strategic role to include the existing responsibilities of the head of Early Years (excluding Children's Centres) and the Early Years quality improvement support for schools currently within School Improvement.
- Developing a cross-sector team to deliver support for 0–5 (or 0–7) quality improvement and ensuring that the team is led by a suitable qualified graduate with experience of schools and PVI settings.
- Replacing the dual roles of Steps to Quality Coordinators and Early Years Advisers with a single role of quality improvement officer. To consider long-term ensuring that this role is one requiring Early Years Professional (EYP) status.
- Including quality improvement support for childminders and schools within the 0–5 team.
- Reviewing the number of qualified teachers within the team.
- Considering bringing support for out of school clubs within this team.
- Including support for settings with funded 2 year olds as part of the overall work of the team.
- Ensuring that the lead officer for workforce development works under the direction of the strategic lead for early years to ensure that local and national priorities are being met.
- Centralising all of the finance processes within early years, and considering whether to position these within education finance or within an administration team within early years.
- Centralising the administration within one team rather than having dedicated administration support for each project, and including support for elements of children's centre administration and 0–5 quality improvement support within the team.
- Ensuring that robust systems for data collection and evaluation are in place across early years, childcare and children's centres.
- Considering the role of a management support officer (to replace elements of existing business support). This role would offer support for all settings (including schools offering

extended services) on business and management support including sustainability and work in partnership with York CVS.

- Considering the future place of Steps to Quality in light of the move to reduced local authority financial support for all sectors and the need to ensure that the limited funding is effectively differentiated.

And the Extended Services review recommended:

- That the LA does not maintain extended services as a discrete team. The work of the team is closely linked to functions within Early Years and Children's Centres.
- Considering moving the Parent Support Adviser role to be line managed within Children's Centres; considering aligning the role to that of the proposed generic Children's Centre worker; and ensuring that, as post holders work additionally with vulnerable families, staff receive the appropriate support and supervision. Bringing the Parent Support Adviser (PSA) role into Children's Centres will support the development of a 0–11 service and support the development of the team around the family. This will reduce the risk of teams working in parallel with the same families and of other families falling through the gap.
- Bringing the role of support for out of school clubs into the proposed cross-sector quality improvement team. This would extend the remit of this team beyond age 7 and would facilitate joint support for all Private, Voluntary and Independent (PVI) settings.

All these recommendations were taken into account when planning and discussing the first draft of the restructure.

Section 2. The restructure scope

The scope of the proposals included:

- Review the organisation and staffing structure of the current Children's Centre, Early Years and Extended Services teams
- Make proposals that will deliver the priorities and needs of the service, given the context

And the rationale for the initial proposals was:

- Focus on support and learning, strategic childcare and business planning
- Protection of frontline delivery staff
- Focus on vulnerable families
- Focus on targeted services but not forgetting universal
- Members' decisions in February 2011 budget round
- Reduce duplication across all three services
- Make efficiencies and savings
- Statutory duties

Initial feedback from colleagues within Early Years, Extended Services, Children's Centres:

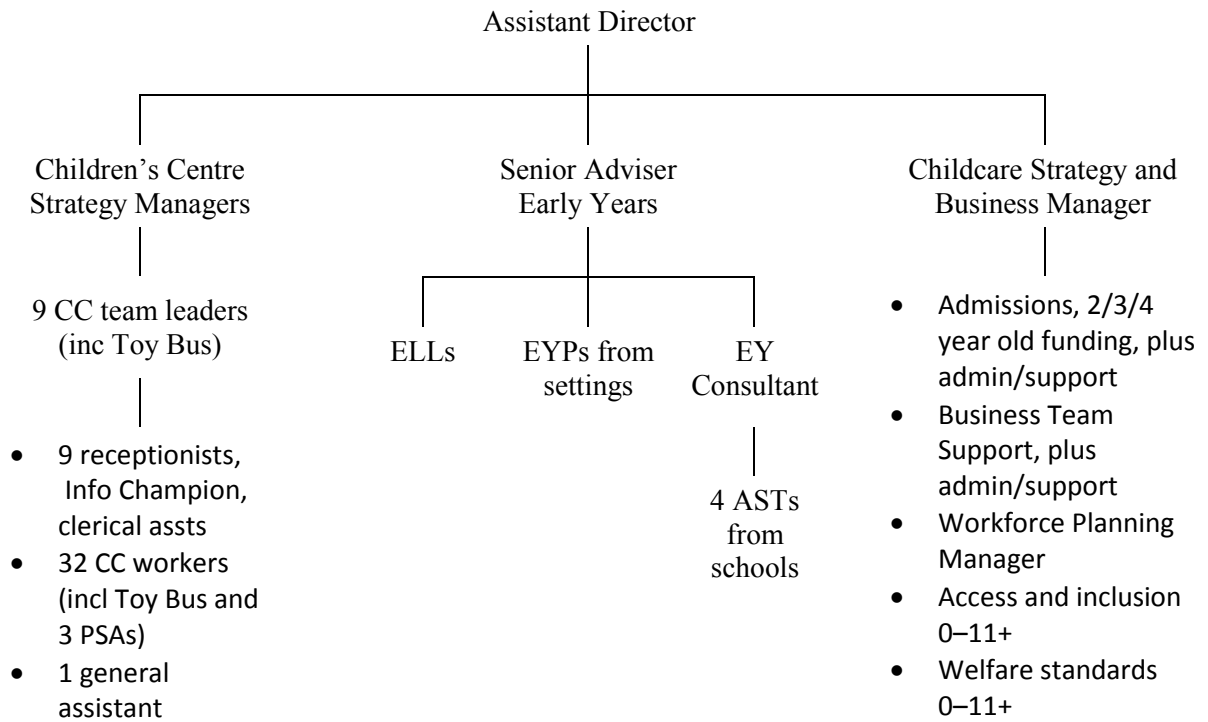
- Targeted services, but don't forget the universal
- Seamless support, learning, transition
- 0–11 overall service, but flexible within that (0–3, 0–7)
- Generic job description with specialisms
- Still community-based within city-wide strategy
- One key link person for settings
- Full-time team leaders based at children's centres
- Role models (dads)

Headlines behind the draft restructure:

- No overall head of service for Children's Centres and Early Years together
- Three key strands around:
 - i. support for children and families
 - ii. learning
 - iii. childcare and business policy and planning
- Extended services merged into Children's Centres and Childcare Strategy and Business teams
- Some Early Years posts moved into Childcare Strategy and Business team
- Toy bus posts included in the draft structure within the Children's Centres team
- Generic job descriptions with specialism, eg teenage parents, parenting strategies, PSAs, risky behaviours, dads, economic support, safety, special needs, early intervention strategies
- Focus on learning, maintaining some Early Learning Leaders (ELs) and using EYPs that are in settings
- Focus on Ofsted standards and requirements, health and safety for settings, playgroups, childminders, day nurseries and out of school clubs. In Childcare and Business team but links with learning.

Summary of core responsibilities for Service Managers

| Strand 1 Support for children and families | Strand 2 Learning | Strand 3 Childcare and Business |
|--|--|---|
| Children's Centres Strategy Managers | Senior Adviser Early Years | Childcare and Business Manager |
| <ul style="list-style-type: none"> ○ Strategic lead of all CC ○ Improving outcomes for children and families ○ Impact of services at CC ○ Coordination of policies across all CC ○ Identifying needs and priorities → services ○ Strategic links with partners ○ Supervision of CC team leaders | <ul style="list-style-type: none"> ○ Performance of all settings across the City ○ Children's progress 0–11 ○ Quality of learning in settings ○ Strategic overview of all initiatives for learning ○ Quality assurance of learning ○ Quality improvement | <ul style="list-style-type: none"> ○ Coordinate all policies and planning for admissions, sustainability, sufficiency, 2/3/4 year olds, access and inclusion, workforce management ○ Business planning, centralised support and resources for Children's Centres and Early Years ○ Security of health and safety, safeguarding and Ofsted requirements for settings, childminders, out of school clubs ○ Facility management for Children's Centres |



Section 3. Outcomes of the restructure

What would we expect to see in one year's time as a result of the restructure? How would we measure that?

- A 0–11 service that meets the needs of children and families in a seamless way for support, learning and transition and evidences stronger integrated working between all partners
 - Improved school-readiness for children
 - Needs identified earlier so support in place for children when they start reception
 - Strengthened links with schools, with team leader being part of colocated school's leadership team, so improved understanding of data, children and family needs and strategies. Coordinated work with children and families of 0–11+
 - More targeted services but sufficient universal services to ensure families can access the targeted through this route
 - Focus on communities and their needs with a strategic city-wide approach to deliver best value for services and the workforce
 - Seamless learning between schools and settings with a city-wide approach to initiatives and developments ensuring consistency and ensuring that schools are better placed to build on prior learning at the centres once children join the school Nursery and Reception years
 - An improvement in the number of settings attaining outstanding and good judgements from Ofsted, and so reducing the number deemed satisfactory through targeted support from a learning-focused Early Years team
 - A Childcare Strategy team that links very closely with the Early Years team on Ofsted requirements, safeguarding, and health and safety issues, ensuring that no setting or out of school club is in breach of these regulations
 - The right balance of management and support services so that frontline delivery people can give children and families the best possible support
 - Strengthened relationship with health, social care and other partners to meet the needs of families
 - Strong relationship and links with the Front Door service
2. Measures of impact:
- Improved outcomes of Ofsted inspections for Children's Centres, settings and schools (EYFS), childminders, after school clubs
 - Improved EYFS profile across the city
 - More CAFs completed
 - Fewer referrals to Front Door service as early intervention strategies impact positively
 - All settings, schools, out of school clubs and childminders meet statutory requirements

Draft proposed new structure for consultation – 16 May 2011

Three key strands:

- Support for children and families
- Learning
- Childcare and business support

Children’s Centres

| Posts | Fte | Notes |
|---|-----|---|
| Children’s Centres Strategy Managers | 2 | City-wide strategic posts, particularly linking with Health and Social Care |
| Children’s Centres Team leaders (to include Toy Bus) | 9 | Full-time, one in each CC. To be the public face of the centre and will pick up “line management of the staff, communication and links with partners <i>at frontline level</i> and <i>some</i> direct frontline operational case and community work”. Member of the colocated school’s leadership team and also link with reach schools. If full-time post is made up of two 0.5 ftes, one would focus on the colocated school and the other with the reach schools. Knavesmire CC and the Toy Bus to combine |
| Receptionists/Information Champions/clerical assistants | 9 | One in each CC |
| Children’s Centres workers including PSAs and Toy Bus | 32 | Generic job descriptions but with a specialism (see page 5) |
| General assistants | 1 | |

Early Years

| Posts | Fte | Notes |
|--|----------------------------|---|
| Senior Adviser, Early Years | 1 | Post funded from other budgets. |
| Early Learning Leaders (ELLS) | 3 | Incorporating a SENCo responsibility in one post for transition into reception |
| Early Years Consultant | 1 | Post funded from other budgets |
| Advanced Skills Teachers (ASTs) from schools | 4 | Based in schools. Posts funded from other budgets |
| Early Years Professionals (EYPs) from settings | 5 EYPs 1 fte equivalent | Based in settings and released from setting one day per week to support other settings in a developmental way |

Childcare Strategy and Business

| Posts | Fte | Notes |
|---|-----|---|
| Childcare Strategy and Business Manager | 1 | |
| Admissions, 2/3/4 year old funding | 1 | Focus on 2/3/4 year olds funding, places for 3 and 4 year olds, single funding formula, primary admissions/nursery criteria and limits, provider agreements |
| Admissions and nursery funding support | 1.5 | Support for above |
| Business team support | 0.5 | Focus on sustainability, sufficiency, SLAs, performance, facilities management. Links with finance |
| Business support/admin | 1 | Support for above |
| Finance Manager | 0.5 | Part of finance team restructure |
| Workforce Planning manager | 1 | Respond to training needs of early years and childcare workforce. Links with Workforce Development Unit and FIS |
| Access and Inclusion 0–11+ | 1 | Remove barriers to access to childcare and activities for disabled children, service children and LAC |
| Welfare standards 0–11+ (out of school clubs) | 1 | Focus on the health and safety, Ofsted, legal requirements. Strong links with the learning posts |
| Welfare standards (settings and childminders) | 2 | Focus on the health and safety, Ofsted, legal requirements. Strong links with the learning posts |

Timetable for restructure

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|--|-----------------------------------|
| ○ consultation | Start of formal 8 April 2011 |
| ○ around latest thinking | Staff consultation 16 May 2011 |
| ○ descriptions available for feedback | Senior job 23 May 2011 |
| ○ comments on structure | Deadline for 31 May 2011 |
| ○ available for feedback | Job descriptions 27 May 2011 |
| ○ feedback on job descriptions and consultation paper | Deadline for 15 June 2011 |
| ○ descriptions to job evaluation panel | Amended job w/c 20 June (TBC) |
| ○ Finalised structure and job descriptions published * | |
| ○ Assimilation panel (matching current to proposed posts) ** | |
| ○ Meet with 'at risk' staff to discuss redeployment | |
| ○ Redeployment opportunities sought | |
| ○ New structure operational from September 2011 | |

- * This date is subject to change depending on finalising all consultation activity, revised timetable will be issued should this change
- ** The assimilation panel will identify which of the new roles within the new structure are deemed fundamentally similar and who can therefore continue in post and who will be at risk

Questions for feedback on the draft structure

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| 1. Are the priorities behind the restructure appropriate (page 5) |
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| 2. Are the three main strands appropriate and do they cover the core areas of responsibility? Do you agree with these four overall senior posts (page 6) |
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With regard to the draft restructure:-

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| 3. Do you agree with the idea of a fulltime Children’s Centre team leader in each of the nine Centres, and with the role as described? |
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| 4. Are the PSA posts placed appropriately within the support for children and families strand? Is their line management right? If not, which post would line manage them, ensuring appropriate supervision? How can their relationship with Children’s Centres and schools be enhanced? |
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| 5. Is the balance between posts that focus on learning and posts covering welfare standards right? |
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| 6. Do you think the draft restructure will enable stronger links with schools? What would you like to see in the draft restructure to strengthen these links? |
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| 7. Do you think the draft restructure will enable greater links with other service areas within ACE, eg FIS, MIS, the Children’s Trust Unit, Workforce Development, parenting strategies? What would you like to see in the draft restructure to strengthen these links? |
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8. Do you think the draft restructure will enable greater links with other partners? What would you like to see the restructure to strengthen these links?

9. Can you see any other efficiencies that could be made by reducing any further duplication across this draft structure and your particular area?

10. Is the balance of front-line delivery staff, leadership / management and support posts right given the key priority to protect front line delivery services? If not, what would you suggest as an alternative?

11. What do you think is the best way to monitor the performance of all settings across the city? Which posts should be involved in this work?

12. What do you think about the draft proposals for the Early Years posts in Childcare Strategy and Business and the subsequent role of delivery and support around the Free Early Years Funding? What do you think the impact would be for settings if they received their Free Early Years Funding in one payment during the second half of the term ?

13. Are there any posts you would like to see in the structure and why? What would you take out to accommodate these posts and why?

And, more generally,

14. Given the recommendations from all the reviews, what would you like to see that would make the greatest difference to our collective work with vulnerable children and families? Have we missed anything that would support this work?

15. Will the draft structure give us the outcomes listed on page 8 and can you think of any more performance measures?

16. Do you have any general comments?

Thank you for your time. We will consider all feedback very seriously.
It would be helpful to have your name and role so we can get back to you with any queries or clarification

Name:..... Role/post:

Please return to Jill Hodges, Assistant Director, Education by **Wednesday 15 June 2011**

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