

MEETING

CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE

DATE AND TIME

TUESDAY 28TH OCTOBER, 2014

AT 7.00 PM

VENUE

HENDON TOWN HALL, THE BURROUGHS, LONDON NW4 4AX

TO: MEMBERS OF CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE (Quorum 3)

Chairman: Reuben Thompstone

Vice Chairman: Bridget Perry

Councillors

Alison Cornelius

Daniel Thomas

Helena Hart

Anne Hutton

Agnes Slocombe

Ammar Naqvi

Rebecca Challice

Substitute Members

Melvin Cohen

Tom Davey

Stephen Sowerby

Arjun Mittra

Pauline Coakley Webb

Adam Langleben

Co-opted Members

Simon Clifford

Gladys Vendy

Denis Carey

Marilyn Nathan

Darren Warrington

You are requested to attend the above meeting for which an agenda is attached.

Andrew Nathan – Head of Governance

Governance Services contact: Paul Frost 020 8359 2205 paul.frost@barnet.gov.uk

Media Relations contact: Sue Cocker 020 8359 7039

ASSURANCE GROUP

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Decisions of the Children, Education, Libraries & Safeguarding Committee

15 September 2014

Members Present:-

AGENDA ITEM 1

Councillor Reuben Thompstone (Chairman)

Councillor Bridget Perry (Vice-Chairman)

Councillor Rebecca Challice

Councillor Alison Cornelius

Councillor Daniel Thomas

Councillor Helena Hart

Councillor Anne Hutton

Councillor Ammar Naqvi

Councillor Agnes Slocombe

1. MINUTES OF THE LAST MEETING

That the minutes of the meeting held on 29 July 2014 be agreed as a correct record.

2. ABSENCE OF MEMBERS

Apologies of absence was received from Co-opted Members Darren Warrington and Denis Carey.

3. DECLARATIONS OF MEMBERS DISCLOSABLE PECUNIARY INTERESTS AND NON-PECUNIARY INTERESTS

Councillor Rebecca Challice declared a non-pecuniary interest noting that she is a trustee of Barnet carer's centre.

Councillors Ammar Naqvi, Councillor Alison Cornelius, Councillor Anne Hutton and Councillor Helena Hart all declared non-pecuniary interests as they noted that they were school governors within the Borough.

Councillor Helena Hart declared a non-pecuniary interest as her grandson attends Morasha primary school.

4. REPORT OF THE MONITORING OFFICER (IF ANY)

None

5. PUBLIC QUESTIONS AND COMMENTS (IF ANY)

Details of the questions asked of, and the answers given by the Chairman were circulated and published on the Council's website prior to the meeting. Verbal responses were given to supplementary questions asked at the meeting.

Public Comments were received by Mrs Barbra Jacobson in relation to item 8, Education and Skills – Future Delivery of Services.

6. MEMBERS' ITEMS (IF ANY)

None

7. BUSINESS PLANNING

The Family & Community Well-being Lead Commissioner introduced the report and updated the Committee of the commissioning intentions for the commissioning plan.

Following the consideration of the report the Committee:

Resolved:

That the Children, Education, Libraries and Safeguarding Committee agree the outcomes and commissioning intentions detailed within the report and the development of the Commissioning Plan.

Votes were recorded as follows:

In favour: 9

Against: 0

8. EDUCATION AND SKILLS - FUTURE DELIVERY OF SERVICES

The Schools, Skills and Learning Lead Commissioner introduced the report and highlighted the draft outline business case. The Committee considered the proposals to deliver services in partnership with schools.

Councillor Thomas moved a motion that an additional the following be added to recommendation 2, "and the in house option. "Councillor Hutton seconded the motion.

Having been put to the vote the Committee voted unanimously in favour of the motion.

Councillor Ammar Naqvi moved a motion that the weighting of 'Cost Saving' be reduced by 10% to become 30% and the weighting of 'Performance' be increased by 10% to become 30%, thus instilling parity between these two desired outcomes within the new Delivery Model, Councillor Hutton seconded the motion.

Having been put to the vote the Committee voted:

In Favour: 4

Against: 5

The motion was therefore lost.

Having considered the report with the amendment to recommendation 2 the Committee:

Resolved:

- That the Children, Education, Libraries and Safeguarding Committee note the content of the report and the draft outline business case.

- That the Children, Education, Libraries and Safeguarding Committee agree to further consultation and engagement on the three preferred options, as set out in paragraph 2.2, and the in house option.
- That the Children, Education, Libraries and Safeguarding Committee note that the draft outline business case will be referred to the Policy and Resources Committee for approval of the consideration to set up a separate legal entity to deliver education and skills services.
- That the Children, Education, Libraries and Safeguarding Committee note that a final outline business case setting out recommendations on the preferred option will be produced and further note that this will be reported to the Children, Education, Libraries and Safeguarding Committee on 12 January 2015.

9. SCHOOL IMPROVEMENT IN BARNET - AN UPDATE AND A NEW APPROACH

The Education and Skills Director introduced the report and the captured the positive Barnet Schools standards. The Committee heard of the strategic direct of the school improvement programme within Barnet and the robust performance measures that are in place.

Having considered the report the Committee:

Resolved:

- That the Children, Education, Libraries and Safeguarding Committee note the information on the performance of schools and the attainment and progress of pupils.
- That the Children, Education, Libraries and Safeguarding Committee approve the commissioning priorities set out in section 1.2.5
- That the Children, Education, Libraries and Safeguarding Committee approve the new approach to school improvement, in particular the commitment to move towards a schools-led model of school improvement, as a basis for consultation with schools.

Votes were recorded as follows:

In favour: 9

Against: 0

10. PLANNING FOR NEW SCHOOL PLACES 2015-16 TO 2019-20

The Schools, Skills and Learning Lead Commissioner introduced the report which captured how the Borough intends to provide school places up to 2019/20.

Having consider the report the committee

Resolved:

- That the Children, Education, Libraries and Safeguarding Committee approve the commissioning strategy for the delivery of new school places up to 2019/2020.
- That the Children, Education, Libraries and Safeguarding Committee recommend the investment requirement (set out in paragraph 5.2.2 and paragraph 5.2.3) to

the Policy and Resources Committee for inclusion in the council's medium term financial strategy.

- That the Children, Education, Libraries and Safeguarding Committee request that the Policy and Resources Committee note that additional capital funding may be required towards the end of the decade if central government investment is less than assumed and/or if pupil projections are revised.
- That the Children, Education, Libraries and Safeguarding Committee approve the commencement of consultation with headteachers, governors and other stakeholders on models for delivering additional places for children with special educational need.
- That the Children, Education, Libraries and Safeguarding Committee asks Barnet's Schools Forum to develop criteria to guide local decision-making in relation to independent schools seeking to become voluntary aided.

Having been put to the vote the Committee voted:

In Favour: 5

Against: 0

Abstentions: 4

11. YOUTH FACILITIES - REFERRED ITEM FROM THE ENVIRONMENT COMMITTEE

The Committee note the referred item from the Environment Committee following its meeting on 24 July.

Having considered the report and the verbal update from the Family & Community Well-being Lead Commissioner the Committee:

Resolved:

- That the Children's Education, Libraries & Safeguarding Committee note the contents of the report.
- That the Committee request that the appropriate officer contact Councillor Williams who submitted the Members Item to the Environment Committee on 24 July 2014.

12. CONSTRUCTION VARIATIONS FOR 2013 PRIMARY SCHOOL EXPANSIONS

The Schools, Skills and Learning Lead Commissioner introduced the report which the committee considered.

Resolved:

- That the Children, Education, Libraries & Safeguarding Committee approve the variation to the construction contract between the Council and Mace Ltd entered into on 20 December 2013 for the carrying out of 2013 Primary School Expansions Phase 2 works, from the previously approved value of £10,300,000 to £10,599,597.
- That the Children, Education, Libraries & Safeguarding Committee approve the variation to the consultancy contract between the Council and Mouchel Ltd, entered into on 13 February 2013, from £ 354,095 to £ 389,595.

- That the Children, Education, Libraries & Safeguarding Committee approve payment for the sum of £ 86,940 (plus VAT) to Mouchel Ltd for the value of the surveys procured on behalf of the Council in relation to the primary school expansions programme.
- That the Children, Education, Libraries & Safeguarding Committee approve the variation to the consultancy contract between the Council and Mott Macdonald Ltd entered into on 7 January 2013 from £67,950 to £100,000.

Votes were recorded as follows:

In favour: 8

Against: 0

N.B – Councillor Thomas left the room during this item

13. CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE WORK PROGRAMME

The committee considered the report.

RESOLVED –

That the Children, Education, Libraries and Safeguarding Committee note the items included in the 2014/15 work programme.

14. ANY OTHER ITEM(S) THAT THE CHAIRMAN DECIDES ARE URGENT

There were no urgent items

The meeting finished at 20:43pm

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	<p>AGENDA ITEM 7</p> <p>Children, Education, Libraries and Safeguarding Committee</p> <p>28 October 2014</p>
<p>Title</p>	<p>Business Planning</p>
<p>Report of</p>	<p>Strategic Director for Communities</p>
<p>Wards</p>	<p>All</p>
<p>Status</p>	<p>Public</p>
<p>Enclosures</p>	<p>Appendix A: Children, Education, Libraries and Safeguarding Committee Commissioning Plan 2015/16 to 2019/20 Appendix B: Financial profiles</p>
<p>Officer Contact Details</p>	<p>James Mass, Family & Community Well-being Lead Commissioner, 020 8359 4610, james.mass@barnet.gov.uk</p> <p>Val White, Lead Commissioner, Schools, Skills and Learning, 0208 359 7036, val.white@barnet.gov.uk</p>

<h2>Summary</h2>
<p>This report contains a proposed five-year Commissioning Plan for the Children, Education, Libraries and Safeguarding Committee as set out at Appendix A. The Commissioning Plan sets out the strategic priorities, commissioning intentions and budget proposals of the Children, Education, Libraries and Safeguarding Committee up to 2019/20 and will inform the consideration of the Council’s medium term financial strategy to be considered by the Council’s Policy and Resources Committee on 2 December 2014.</p>
<p>The Commissioning Plan’s priorities and commissioning intentions have been developed during previous meetings of the Children, Education, Libraries and Safeguarding Committee on 29 July 2014 and 15 September 2014. In addition to the priorities and commissioning intentions, the Commissioning Plan now sets out the proposed revenue budgets up to 2019/20 for each of the main service areas within the remit of the Committee and the outcomes by which progress will be measured. The budget projections within the Commissioning Plan contain indicative figures through to 2020. These budgets will be formally agreed each year as part of council budget setting, and therefore could be subject to change.</p>

Appendix B of the Commissioning Plan profiles each of the revenue saving proposed from 2015/16 through to 2019/20 together with the capital requirements to deliver the plan during this period.

Recommendations

- 1. That the Children, Education, Libraries and Safeguarding Committee approves the Commissioning Plan (as set out at Appendix A) subject to consultation. The Commissioning Plan sets out the strategic priorities, commissioning intentions, outcome measures, revenue budgets and capital requirements for recommendation to the council's Policy and Resources Committee on 2nd December 2014.**
- 2. That the Children, Education, Libraries and Safeguarding Committee agrees to public consultation on the Commissioning Plan commencing immediately following Policy and Resources Committee on 2nd December 2014, before final Commissioning Plans are agreed by Policy and Resources Committee on 17 February 2015.**
- 3. The Children, Education, Libraries and Safeguarding Committee notes the need to develop performance targets for the proposed outcome measures and delegates approval of the final performance measures and targets to the Strategic Director for Communities, in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee.**

1. WHY THIS REPORT IS NEEDED

1.1 On 23 June 2014 the Children, Education, Libraries and Safeguarding Committee noted the savings target allocated by the Policy and Resources Committee and agreed to complete a Commissioning Plan for consideration by the Policy and Resources Committee in December 2014. At its meetings on the 29 July 2014 and 15 September, the Committee considered and agreed a suite of strategic outcomes and commissioning intentions to inform the development of the Commissioning Plan. These form the basis of the proposed Commissioning Plan set out in Appendix A.

1.1.1 The Commissioning Plan

The Commissioning Plan sets out the five year commissioning intentions of the Children, Education, Libraries and Safeguarding Committee. The plan has been developed at a time when the number of children and young people in the borough is growing and the complexity of need among some groups of children and young people is increasing. Against this backdrop, the council needs to make savings in the cost of its services. The Children, Education, Libraries and Safeguarding Committee was tasked by the council's Policy and Resources Committee on 10 June with identifying £8m of saving for the period 2016/16- 2019/20.

The Commissioning Plan sets out the priorities and commissioning intentions of the Children, Education, Libraries and Safeguarding Committee for 2015/16 through to 2019/20 together with proposed revenue budgets for each of the main service areas and the outcomes by which progress will be measured during this period.

Some of the proposals within the Commissioning Plan to address the challenges facing the range of services within this committee area over the next five years include

a) Alternative ways to deliver services, in partnership with other organisations and residents

- A new delivery model for education services with schools taking the lead in setting the strategic direction and delivery of services.
- A modernised library service which utilises latest technology and maximises commercial opportunities to ensure that the service continues to perform its statutory duties, promoting literacy and access to information within a significantly reduced budget.
- Redesigned early years services, which focus on developing a more flexible, targeted and collaborative model with greater community involvement and improved identification and support for vulnerable families.

b) Narrowing the gap and targeting support to those that need it

- A focus on 'narrowing the gap', targeting support early to those that do less well, working with schools to help children and young people overcome barriers to wellbeing and success.

- More looked after children supported locally and benefitting from the quality of local schools and other services.
- Continuing to invest in early intervention and prevention services to improve outcomes and achieve medium to long term savings.

c) Greater personalisation, choice and control over services

- A partnership approach to working with parents to improve outcomes for disabled children through a 'birth to age 25' disability service.
- Broaden opportunities to provide personalised budgets to ensure support and spend is proportionate to individual needs, with more control and choice.

d) Focus of efficiency, effectiveness, and impact

- Challenge all services we commission, our own workforce and our partners to evidence the impact they have.

1.1.2 Outcome measures

The plan also sets out a number of outcomes measures where there is an ambition to maintain or improve service performance despite the financial and demographic challenges. It is proposed that numerical performance targets for the outcome measures will be developed in consultation with the Chairman of the Children, Education, Libraries and Safeguarding Committee prior to the submission of the Commissioning Plan to the Policy and Resources Committee on the 2nd December 2014.

1.1.3 Capital requirements

The Commissioning Plan also includes an estimate of the capital requirements to deliver the Committee's strategic outcomes. At its meeting on 15 September 2014, the Children, Education, Libraries and Safeguarding Committee considered a report setting out the strategy to meet the need for school places and the capital requirements to deliver it through to 2019/20. The Commissioning Plan includes capital elements to support the provision of new school places as well as other commissioning intentions including the library strategy, early years strategy, local social care placements and an investment to modernise back office systems for youth and family support services.

The capital requirements will be considered by the Policy and Resources Committee as part of establishing the council's capital programme.

2. REASONS FOR RECOMMENDATIONS

- 2.1 This report sets out the Commissioning Plan of the Children, Education, Libraries and Safeguarding Committee. It sets out how the Committee proposes to deliver revenue savings to deliver the target savings set by the Council's Policy and Resources Committee on 10 June 2014. It also sets out the capital requirements of the Committee. The Commissioning Plan and the proposals contained within the plan, will be considered by the Policy and Resources Committee on 2 December 2014 to develop the council's medium term financial strategy.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

At its meeting on 10 June 2014, the Policy and Resources Committee noted the findings of the Priorities and Spending Review, a process undertaken by Council officers to review budgets and to identify potential opportunities to meet the council's funding gap up to 2020. The Priorities and Spending Review was informed by public consultation, and officers engaged with all three main political parties over a period of 12 months. The report considered by Policy and Resources on 10 June 2014 set out options for the theme committees to consider in developing their responses to future budget challenges.

Over the summer, officers have supported members of the Children, Education, Safeguarding and Libraries Committee to consider the proposals outlined in the Priorities and Spending Review. In developing options for members to consider, officers considered proposals to deliver savings in each area of the Children, Education, Libraries and Safeguarding Committee's remit. Options considered but not pursued included further disinvesting in youth and family support services, services which aim to intervene early to support children young people and families in order to prevent higher costs later in a child or young person's life. Similarly, proposals to further disinvest in social care support over and above the proposals in this plan were not put forward in order to maintain the council's ability to meet its statutory duties in this area and provide services to keep the most vulnerable children and young people safe. There have been no alternative options put forward by Members of the Children, Education, Safeguarding and Libraries Committee as a result of this activity.

Within each area identified to deliver revenue savings there will be a number of alternative ways to deliver the saving. As each of these proposals are brought forward for the Children, Education, Safeguarding and Libraries Committee to consider, the alternative options and the reason for the preferred option will be detailed.

4. POST DECISION IMPLEMENTATION

The Commissioning Plan will be considered by the Policy and Resources Committee on the 2nd December 2014. It will inform both the development of

the Council's Corporate Plan and the council's medium term financial strategy up to 2020.

To deliver the plan, a range of proposals are being or will be brought forward for detailed consideration by the Children, Education, Safeguarding and Libraries Committee. For example, proposals that are currently in development and being considered by the Committee include;

- Alternative delivery model for the council's Education and Skills Service (report to Children, Education, Safeguarding and Libraries Committee on 15 September 2014)
- A review of early years (report to Children, Education, Safeguarding and Libraries Committee on 28 October 2014)
- A review of the library service report to Children, Education, Safeguarding and Libraries Committee on 28 October 2014)

5. IMPLICATIONS OF DECISION

5.1 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

The Commissioning Plan sets out the revenue budget and capital requirements for the policy areas within the remit of the Children, Education, Safeguarding and Libraries Committee. The budget projections within the Commissioning Plan contain indicative figures through to 2020. These budgets will be formally agreed each year as part of Council budget setting, and therefore could be subject to change.

The Commissioning Plan identifies areas where it is proposed to deliver savings to meet the financial challenges facing the council and in line with the target savings set by the Policy and Resources Committee on 10 June 2014. The Policy and Resources Committee tasked the Children, Education, Safeguarding and Libraries Committee with developing proposals for savings of £8m between 2016/17 and 2019/20. The table below shows that £9,875m savings are being proposed. This figure comprises of £8m of new savings proposals for 2016/17 and beyond and £1,875m of savings re-profiled from 2015/16.

The areas where savings have been identified to be delivered by 2019/20 are detailed in Appendix B of the Commissioning Plan and include:

Revenue saving proposals 2015/16 – 2019/20

Service area/type of saving	15/16 (000s)	2016/17-2019/20 (000s)	Total (000s)
SEN transport	500	538	500
Education and Skills	695	850	1,545
Workforce	1,151	1,800	
Procurement	523		
Early Years	525	1,996	2,521
Libraries		2,852	2,852
Social care placements		493	493
Operational efficiency		1346	1,346
Total	3,394	9,875	13,269

In respect of capital requirements, the Commissioning Plan identifies requirements to deliver:

Service area	2015/16 (000's)	2016/17 (000's)	2017/18 (000's)	2018/19 (000's)	2019/20 (000's)	Total (000's)
School places	23,375	27,775	13,475	25,300	25,300	115,225
Libraries	2,000					2,000
Early years			3,000			3,000
Social care placements	800	100	100	100	100	1,200
Modernising systems	100	150	400			650

Through the council's budget development and budget setting arrangements, this capital requirement will be proposed as part of the council's capital programme up to 2019/20. The capital programme for school places will identify funding sources including monies previously allocated to school places that have not yet been allocated to particular projects (£86.05M) and potential future central government basic need grant (£21m based on assumption that current allocation will continue).

5.2 Legal and Constitutional References

5.2.1 All proposals emerging from the business planning process will need to be considered in terms of the Council's legal powers and obligations (including, specifically, the public sector equality duty under the Equality Act 2010) and, where appropriate, mechanisms put into place to ensure compliance with legal obligations and duties and to mitigate any other legal risks as far as possible. Many of the proposals are already subject to separate detailed project plans and reports to committee. The detailed legal implications of these proposals are included in these reports.

5.2.2 Constitution, Part 3, Responsibility for Functions – Section 3

5.3 Risk Management

- 5.3.1 The Council has taken steps to improve its risk management processes by integrating the management of financial and other risks facing the organisation. Risk management information is reported quarterly to the council's internal officer Delivery Board and to the relevant Committees and is reflected, as appropriate, throughout the annual business planning process.

Risks associated with each individual saving proposal will be outlined within the individual Committee report as each proposal is brought forward for the Committee to consider.

5.4 Equalities and Diversity

- 5.4.1 Equality and diversity issues are a mandatory consideration in the decision-making of the council. This requires elected Members to satisfy themselves that equality considerations are integrated into day to day business and that all proposals emerging from the finance and business planning process have properly taken into consideration what impact, if any, there is on any protected group and what mitigating factors can be put in train.

- 5.4.2 In particular, at its meeting on 10 June 2014, the Policy and Resources Committee advised the Theme Committees that they should be mindful of disadvantaged communities when making their recommendations on savings proposals. The proposals and priorities within the Commissioning Plan have been developed to minimise the impact on the most vulnerable groups of children, including children at risk of doing less well than their peers, particularly in relation to keeping safe and by continuing to provide early intervention and prevention services for vulnerable families.

- 5.4.3 As individual proposals are brought forward for consideration by the Children, Education, Safeguarding and Libraries Committee, each will be accompanied by an assessment of the equalities considerations, setting out any potential impact of the proposal and mitigating action. The equalities impact of all other proposals will be reviewed as proposals develop and will inform the final consideration of the Commissioning Plans by the Policy and Resources Committee on 17 February 2015.

- 5.4.4 All human resources implications will be managed in accordance with the Council's Managing Organisational Change policy that supports the Council's Human Resources Strategy and meets statutory equalities duties and current employment legislation.

5.5 Consultation and Engagement

Public consultation will commence on all committee Commissioning Plans following Policy and Resources Committee on 2 December 2014, before final Commissioning Plans are agreed by Policy and Resources Committee on 17 February 2015.

Full public consultation will take place on individual proposals to deliver the savings identified before final decisions are taken by the Committee and savings plans are formalised in the council's annual budget. Future

consultation and engagement will be informed by the consultation work that has already been carried out as part of the Priorities and Spending Review process during which a comprehensive series of resident engagement activities took place in order to understand their priorities for the local area and look at how residents and organisations can support services going forward.

6. BACKGROUND PAPERS

- 6.1 Children, Education, Libraries and Safeguarding Committee, 23 June 2014.
[Item 5 – Business Planning](#)

- 6.2 Children, Education, Libraries and Safeguarding Committee, 29 July 2014.
[Item 7 – Business Planning](#)

- 6.3 Children, Education, Libraries and Safeguarding Committee, 15 September 2014
[Item 7 - Business Planning](#)
[Item 8 - Education and Skills – Future Delivery of Services](#)
[Item 10- Planning for New School Places](#)

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Appendix A

Children, Education, Libraries and Safeguarding Committee

Commissioning Plan 2015 - 2020

1. The context for the development of this plan.

Public services in England during the decade 2010-2020 face an unprecedented challenge as the country deals with the impact of the financial crisis of 2008, alongside the opportunities and challenges that come from our changing and ageing population.

Despite a growing economy, the UK budget deficit is forecast to be £75bn at the 2015 General Election, with cuts set to continue to the end of the decade no matter who is in Government. At the same time, demand on local services continues to increase, driven by a growing population, particularly the number of young and older residents. We therefore must plan for the fact that austerity will affect all parts of the public sector to the end of the decade and that we will not be able to meet increasingly levels of demand from simply doing more of what we are currently doing.

The public too, does not expect simply more of the same. Expectations of local services are increasing, advances in customer services and technology provides the ability to interact with services 24/7. Local residents as a result expect better services and more prompt responses from the Council. However satisfaction with the Council and local services remains relatively high in Barnet, and over recent years resident satisfaction with a number of local services has increases, despite these challenges.

In thinking about how the Council lives within its means, the Council needs to recognise that residents are also facing wider financial pressures, from high energy bills, increasing housing costs, continued wage restraint, and benefit reforms, so the ability of many households to absorb the impact of reductions from public sector funding through increased financial contributions is constrained.

We can however expect over the duration of this plan that significant opportunities will flow from Barnet being part of a growing and arguably booming London economy. Unemployment levels have fallen by a third in the last year, the number of 16-18 year old 'NEETs' in Barnet is, at 2.3%, the fourth lowest in England and fewer Barnet residents are claiming out-of-work benefits than the London average. This plan needs to ensure that all residents of Barnet can benefit from the opportunities of growth, whether through new employment opportunities, increased investment in infrastructure such as roads and schools, or enjoying new neighbourhoods and places in which all people can live and age well.

Barnet Council's Overarching Approach to meeting the 2020 Challenge

The Council's Corporate Plan sets the framework for each of the Commissioning Committees five year commissioning plans. Whether the plans are covering services

for vulnerable residents or about universal services such as the environment and waste there are a number of core and shared principles which underpin the commissioning outcomes.

The first is a focus on fairness: Fairness for the Council is about striking the right balance between fairness towards the more frequent users of services and fairness to the wider taxpayer and making sure all residents from our diverse communities - young, old, disabled, and unemployed benefit from the opportunities of growth.

The Council must 'get the basics right' so people can get on with their lives – disposing of waste, keeping streets clean, allowing people to transact in more convenient ways, resolving issues promptly in the most cost effective way. We must shift our approach to earlier intervention and demand management Managing the rising demand on services requires a step change in the Council's approach to early intervention and prevention. Across the public sector, we need to work with residents to prevent problems rather than treating the symptoms when they materialise.

The second is a focus on responsibility: Continue to drive out efficiencies to deliver more with less... The Council will drive out efficiencies through a continued focus on workforce productivity; bearing down on contract and procurement costs and using assets more effectively. All parts of the system need to play their part in helping to achieve better outcomes with reduced resources.

Change its relationships with residents, with residents working with the Council to reduce the impact of funding cuts to services In certain circumstances, residents will also need to take on more personal and community responsibility for keeping Barnet a great place particularly if there is not a legal requirement for the Council to provide services. In some cases users will be required to pay more for certain services as the Council prioritises the resources it has available.

The third is a focus on opportunity: Prioritise regeneration, growth and maximising income – Regeneration revitalises communities and provides residents and businesses with places to live and work. Growing the local tax base and generating more income through growth and other sources makes the Council less reliant on government funding; helps offsets the impact of service cuts and allows the Council to invest in the future infrastructure of the Borough.

Redesign service and deliver them differently through a range of models and providers ... The Council has no pre-determined view about how services should be designed and delivered. The Council will work with providers from across the public, private and voluntary sectors to provide services which are more integrated, through a range of models most appropriate to the service and the outcomes that we want to achieve.

Planning ahead is crucial: The Council dealt with the first wave of austerity by planning ahead and focusing in the longer-term, thus avoid short-term cuts - the Council is continuing this approach by extending its plans to 2020.

2. Committee context

Barnet's Children and Young People Plan sets out a shared partnership ambition for children and young people:

All children and young people in Barnet should achieve the best possible outcomes, to enable them to become successful adults, especially our most vulnerable children. They should be supported by high quality, integrated and inclusive services that identify additional support needs early, are accessible, responsive and affordable for the individual child and their family

Compared with the rest of the country and statistical neighbours, Barnet's children do well at school, have good health, benefit from low crime rates, live their lives safely and have access to high quality open spaces. To ensure that this success is maintained and that children who currently do less well have a better start in life will require determination and focus from the council and its partner organisations given demographic and funding challenges.

The number of children and young people in Barnet is increasing, with the population projected to grow every year until the end of the decade and beyond. Within this increase, there is some evidence that the complexity of need for some groups of children and young people is growing. Against this trend, we need to deliver services at less cost. Services for children and young people in Barnet are already amongst the lowest cost in London and finding further ways to deliver savings will require new and innovative approaches as well as a relentless pursuit for efficiency. It will also require new ways of working in partnership with schools, other public sector services and the voluntary sector, all of whom face the shared challenge of sustaining performance in the face of financial and demographic challenges.

This plan contains proposals to address these challenges over the next five years including developing alternative ways to deliver services in partnership with other organisations and Barnet residents. We have ambitious plans to form a new way of delivering education services in which schools take a leading and central role in the strategic direction and delivery of the services they need. We also intend to develop a sustainable model for our library service, to ensure that it continues to perform its statutory duties, promote literacy and access to information, and ensure that it is suited to the needs of the local community at the same time as meeting this significant financial challenge.

Certain groups of children and young people do less well than children in Barnet overall, by nature of their family circumstances, or, for example, through having a learning difficulty and/or disability. We will continue to focus effort and resources to 'narrow the gap', targeting support to families early and working with schools to help children and young people overcome barriers to their wellbeing and success. In particular, we will seek to support more of our looked after children locally, especially those with a range of complex needs, enabling them to benefit from the quality of local schools and other local services. We will also develop a new model for services for families and children with disabilities that will provide support from birth through to the age of 25, helping to ease the transition for children through to adulthood.

We will work closely with families to broaden the opportunities to provide personalised budgets for services where they can be better shaped to meet the child and family's individualised needs and can give children and families more control and choice, for example in the provision of respite care.

When resources are under strain, it is ever more critical that we are sure that the services we deliver make a difference. We will challenge all of the services we commission, our own workforce and our partners to evidence the impact that they have.

Within the council's medium term financial strategy, the budget reduction required for 2015/16 is £3.4m. The Children, Education, Libraries and Safeguarding Committee was tasked by the Council's Policy and Resources Committee to identify further savings of £8m to be delivered between 2016/17 and 2019/20. In addition £1.875m has been re-profiled from 2015/16 to 2016/17 increasing the total saving for this four year period to £9.875m.

In summary, proposals within the Commissioning Plan to address the challenges, reshape services and deliver the savings for services within this committee area over the next five years include

a) Alternative ways to deliver services, in partnership with other organisations and residents

- A new delivery model for education services with schools taking the lead in setting the strategic direction and delivery of services.
- A modernised library service which utilises latest technology and maximises commercial opportunities to ensure that the service continues to perform its statutory duties, promoting literacy and access to information within a significantly reduced budget.
- Redesigned early years services, which focus on developing a more flexible, targeted and collaborative model with greater community involvement and improved identification and support for vulnerable families.

b) Narrowing the gap and targeting support to those that need it...

- A focus on 'narrowing the gap', targeting support early to those that do less well, working with schools to help children and young people overcome barriers to wellbeing and success.
- More looked after children supported locally and benefitting from the quality of local schools and other services.
- Continuing to invest in early intervention and prevention services to improve outcomes and achieve medium to long term savings.

c) Greater personalisation, choice and control over services

- A partnership approach to working with parents to improve outcomes for disabled children through a 'birth to age 25' disability service.
- Broaden opportunities to provide personalised budgets to ensure support and spend is proportionate to individual needs, with more control and choice.

d) Focus of efficiency, effectiveness, and impact

- Challenge all services we commission, our own workforce and our partners to evidence the impact they have.

3. Outcomes

Within the resources available to the Committee up to 2020, achieving the following outcomes will steer strategic decision making in relation to service delivery and investment.

Priority	Key Outcomes
Safeguarding	<ul style="list-style-type: none"> - Children and young people are safe in their homes, schools and around the borough, with an ability to develop healthy relationships with others. - When children are at risk, by intervening early the Council will improve outcomes for children, young people and families, enabling them to thrive.
Education	<p>Excellent school standards result in all children achieving their best, being safe and happy and able to progress to become successful adults.</p> <ul style="list-style-type: none"> • Every child attends a good or outstanding school, as judged by Ofsted. • The attainment and progress of children in Barnet schools is within the top 10% nationally. • The progress of the most disadvantaged and vulnerable pupils is accelerated in order to close the gap between them and their peers.
Health & emotional well-being	<ul style="list-style-type: none"> - Children and young people are physically, mentally and emotionally healthy. - Every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment. - Childhood in Barnet is safe and fun, with lots of opportunities to grow and develop through education, leisure and play. - Children and young people feel supported to achieve and engage, while developing their identities and resilience.
Preparation for adulthood	<ul style="list-style-type: none"> - Young people are ambitious for their futures, ready for employment and contribute positively to society. - Young people with special educational needs or disabilities and their families are able to plan for their future and enable growth.
Parenting	<ul style="list-style-type: none"> - All parents and carers are able to develop high quality relationships with their children, establishing effective boundaries and support physical and emotional well-being.

Libraries	<ul style="list-style-type: none"> - Children benefit from reading, literacy and learning opportunities. - Adults benefit from reading, learning opportunities and easy access to the wider world of knowledge and information. - A range of outcomes are achieved by community groups through community spaces, access and resources.
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4. About this plan

The commissioning plan has been developed in sections for the following service components that make up the Children, Education, Libraries and Safeguarding Committee's remit:

- Education services.
- Children with disabilities, special educational needs (SEN) and high needs, child and adolescent mental health services (CAMHS).
- Looked after children and young people.
- Safeguarding and children in need.
- Family and youth support.
- Libraries
- Cross-cutting.

For each service component, the strategic direction is set out together with the commissioning intentions, proposed revenue budget up to 2020, capital requirements and the outcomes to be achieved.

5. Service component: Education services

The quality of Barnet's education offer is one of the key attractions for Barnet residents and sustaining this quality is key to Barnet's ambition for growth. Overall, children and young people achieve well in Barnet schools and on leaving school, the overwhelming majority of go on to either further study or employment. Within this success, our challenge is to ensure that all children and young people benefit and make progress, narrowing the gap between groups of pupils who currently do less well than their peers, enabling all children to make a successful transition into adulthood.

The vast majority of resources for education reside in schools, with governing bodies accountable for the quality of the educational provision and the outcomes for their pupils. Schools are becoming increasingly autonomous and more funding and responsibilities now sit with schools than ever before. This shift is changing the roles and responsibilities of schools and the local authority and the level of funding available to the council. The ability of the local authority to fund services to meet its remaining statutory duties is therefore being impacted by both the reduction in local government funding overall and by a reduction in government grant as individual schools convert to Academy status.

In recent years, Barnet schools have been among the best in the country. Maintaining this performance is challenging and some recent Ofsted inspections have been disappointing. In partnership with schools, we are determined to maintain our reputation as among the best education systems in the country. Therefore, working with schools, we will develop a new way of delivering education services that recognises the changing roles and responsibilities, the financial challenges we face and provides the support schools need. We will work with schools to ensure that alongside this new model, there is a sustainable, robust school improvement system that is led by schools and utilises the expertise of Barnet schools to the benefit of each other.

Schools now receive significant additional funding to support groups of pupils such as those eligible for free school meals and those looked after, who on average tend to do less well than their peers. As part of our role to monitor and challenge schools, we will champion the needs of these pupils in particular.

On leaving school, the overwhelming majority of Barnet's young people are actively participating in either higher or further education, training or employment. However, a small number find it more challenging to identify a path to employment and we need to ensure that there are sufficient opportunities to support, engage and advise this group. Conversely, employers tell us that young people are not always equipped with the right skills and behaviours for the world of work and we will work with schools to help get young people ready.

During the period of this plan, the numbers of pupils in our schools is projected to grow and continue to grow into the next decade. We have already provided 4,300 permanent new school places in the last 5 years and we will continue to invest to ensure there are sufficient places for primary and secondary pupils as well as specialist provision for children with special educational need.

For residents this will mean;

- The retention of Barnet's high quality education offer through the provision of high quality support services to schools
- Narrowing the gap between groups of children who do less well, such as those on free school meals, and their peers
- More opportunities to access apprenticeships or other vocational pathways to employment for a successful transition to adulthood
- An increase in the number of places available at good or outstanding schools

For providers this will mean

- Schools playing a central role in the commissioning and delivery of the services they need
- Schools more effectively challenged and supported by their peers and in turn, challenging and supporting others

5a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	To develop a new delivery model, in partnership with schools, to deliver cost-effective and sustainable education services.	- New delivery model developed in partnership with schools, final business case agreed by January 2015, model operational by October 2015
2	The school improvement system will ensure that all schools are challenged and ambitious for Barnet's children and young people. It will better utilise the expertise within the sector in Barnet.	- A schools-led, self-sustaining school improvement system in place through the development of local School Improvement Partnerships of schools by April 2015
3	There are a broad range of opportunities available for young people post 16 and they are supported to make well informed choices.	- Maximise apprenticeship, local labour and training opportunities available through regeneration and development in the borough through to 2020 and beyond
4	Young people are equipped with the skills needed by the local, London and national labour markets.	- Promote opportunities for schools and employers to work together to develop young people's skills and understanding of career pathways (through schemes such as "Let's Talk Shop)
5	There is a sufficient supply of school places through to 2019/20 and beyond.	- Delivery of new permanent primary secondary and special school places at a pace and scale to meet demand from demographic growth and regeneration - Admission priority areas for primary phase reviewed, first cohort under new arrangements by September 2016.

These commissioning intentions will contribute to the following outcomes:

- Safeguarding
- Education
- Health & emotional well-being
- Preparation for adulthood
- Parenting

5b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
Percentage of primary schools rated as 'good' or better	94% (September 2014)	increase
Number & percentage of secondary schools rated as rated as 'good' or better	86.4% (September 2014)	increase
The percentage of primary pupils reaching achieving end of key stage expectations in nationally reported subjects- two levels progress in reading between key stages 1 and 2	71.5% (2013)	sustain
The percentage of primary pupils reaching achieving end of key stage expectations in nationally reported subjects- two levels progress in writing between key stages 1 and 2	91% (2013)	increase
Achievement gap between pupils eligible for FSM and their peers achieving end of key stage expectations in nationally reported subjects (Reading Writing and Maths) at Key Stage 2	18% (2013)	decrease
Percentage of 17 year olds recorded in education and training (Participation rates 17 year olds) (inc part time) and Work Based Learning)	94% (2014)	increase
Percentage of young people who are not in education, employment or training (16 to 18 year olds)	92.3% (2013/14)	sustain
Persistent absentees as a percentage of all pupils in primary schools	2.6% (As at end of April 2014)	reduce
Persistent absentees as a percentage of all pupils in secondary schools	2.9% (2012/13)	reduce
Percentage of applicants who are offered a primary place at one of their top three schools of preference.	4.8 (2013)	increase

5c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£2.38m	£1.95m		£1.62m
		<i>Taking account of:</i>		<i>Taking account of:</i>
Savings		(£0.43m)		(£0.85m)
Inflation				£0.53m
Demographic growth				

In 14/15, the Dedicated Schools Grant budget for this service component was £23.4m.

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution. A fuller profile of savings and capital expenditure can be found in Appendix B.

Capital

To provide sufficient school places at primary, secondary and special school places up to 2019/20, the capital requirement is estimated to be £115m as set out in the report considered by the Children, Education, Libraries and Safeguarding Committee on the 15th September 2014

<http://barnet.moderngov.co.uk/documents/s17582/Planning%20for%20New%20School%20Places%20201516%20to%20201920.pdf>

6. Service component: Children with disabilities, SEN and high needs, CAMHS

Reforms set out in the Children and Families Act (2014) challenge professionals to change the way in which they work with each other and families, to focus relentlessly on improving outcomes for children and young adults with SEND, give children and families more control and choice and, critically, to earn their trust and confidence. A fundamental change will be extending the system up to 25 years, to achieve a holistic vision of development from birth through to their transition into adulthood.

Since September 2014, several core changes have been implemented to support this vision including the replacement of Statements of SEN with new birth-to-25 combined education, health and care plans (EHP), a right to a personal budget for some young people whose needs cannot be met by universal or targeted services and a published local offer of services available.

With these changes now in place, the challenge to the Council and its partners in Barnet is to embed them in such a way that enables effective relationships of trust with families, improves the way in which agencies work together in partnership with families and helps young people to achieve more. The 0-25 service should improve outcomes and the experience of services for children and young people of all ages along with their families, avoiding them having to repeatedly tell their story to different professionals.

With the transfer of public health responsibilities to the local authority and the developing joint commissioning relationship with the CCG there is now a strong opportunity to improve services in Barnet for children with mental health issues. This should strengthen early intervention and prevention services and ensure that children and young people who need more support can access it in a timely way in a community setting with the minimum disruption to their schooling.

For residents this will mean:

- Better planning and support to support the growth and development of children and young people with disabilities.
- Greater involvement in the planning of care services.
- A smoother journey through childhood, adolescence and early adulthood.
- For mental health services, more community based services that are better able to intervene early to stop issues from escalating.

For providers this will mean:

- A continued shift from out-of-borough provision to Barnet provision.
- A gradual shift in demand and spend from expensive specialist provision to preventative and enabling services. There will always be a demand for high quality specialist services.
- A new specification for child and adolescent mental health services.
- Reduction in spend on transport services.

6a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	<p>Implement a 0-25 disabilities service that better brings together health, care and education.</p> <p>This should result in growth and development better enabled for young people with disabilities; improved relationships between families and the local authority and reduced costs to adult social care arising from lower care package costs for those transitioning.</p>	<ul style="list-style-type: none"> - Business case for 0-25 service presented to committee in spring 2015. - Mobilisation of the new model by Autumn 2015. - Development of shared decision making and funding arrangements by March 2016. - Some rebalancing of cost from expensive specialist provision to preventative and enabling services commencing from 16/17.
2	<p>Develop a new specification for child and adolescent mental health services with the CCG and Public Health that invests in prevention and early intervention and delivers more effective and timely targeted interventions.</p> <p>This should lead to improved mental well-being of children and young people and a reduction in demand for intensive child and adolescent mental health services (tier 3 and 4).</p>	<ul style="list-style-type: none"> - New specification for child and adolescent mental health services developed by April 2015. - New specification implemented by April 2016 - More specialist services delivered in the community with better outcomes, reduced waiting times and improved satisfaction by Autumn 2016.
3	<p>All eligible children and young people have a personalised, outcome focused Education, Health and Care Plan that is regularly reviewed.</p> <p>This should result in better co-ordinated plans that more effectively achieve the identified outcomes for children and young people.</p>	<ul style="list-style-type: none"> - Embedding of new approach that strengthens joint planning, review and delivery during 15/16.
4	<p>Families of children with additional needs have greater choice and control over the services included in the plan. The new short breaks offer will provide greater choice and control to families.</p>	<ul style="list-style-type: none"> - All families with short breaks to have a personal budget and option for a direct payment in 15/16. - More personalised plans that more effectively achieve the identified outcomes for children and young people.
5	<p>The local offer for children with SEND clearly sets out a comprehensive, up-to-date range of services.</p> <p>This should mean that parents and carers are enabled to better plan for the future.</p>	<ul style="list-style-type: none"> - Embed local offer as tool to support better enabling work and life planning during 15/16. - Use local offer to inform procurement and market development to promote innovation and improvement in the

	Commissioning intention	What needs to happen
		market to best meet the needs of local children and young people.
6	To meet growing demand for school places for children with SEND we will increase the availability of provision in Barnet and seek to ensure consistently high quality service by making better use of our centres of excellence.	<ul style="list-style-type: none"> - Higher quality provision leading to better educational outcomes. - A reduction in specialist and out-of-borough places. - A reduction in SEN transport costs.
7	Reduce the demand for SEN transport through better enabling work and reduce the cost through more efficient and effective service delivery.	<ul style="list-style-type: none"> - More extensive use of travel training by 15/16. - Offer personal transport budgets by Autumn 15/16. - Transport improvement plan by Spring 2015 to include more effective route planning, use of escorts and procuring better value services.

These commissioning intentions will contribute to the following outcomes:

- Safeguarding
- Education
- Health & emotional well-being
- Preparation for adulthood
- Parenting

6b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
% with level 4 or above at KS2 (inc English & Maths) - pupils with an EHCP	52.5% of pupils with Statements of SEN from provisional results 2013/14 achieved a level 4+ in Reading, Writing and Maths	Increase
Percentage achieving 5 or more A* to C GCSE (inc English & Maths) - pupils with an EHCP.	9.5% of pupils with Statements of SEN from validated results in 2012/13 attained 5 A*-C incl. English and Maths (provisional 2014 results will be available from approx. 30 th September)	Increase
Satisfaction of children and parents with	<i>New indicator</i>	Increase

services for disabled children and their families.		
Proportion of 18-24 year olds eligible for adult social care in education, training or employment.	<i>New indicator</i>	Increase
Proportion of 25-30 year olds eligible for adult social care in employment.	<i>New indicator</i>	Increase
Proportion of 25-30 year olds eligible for adult social care in residential or nursing care.	<i>New indicator</i>	Decrease
Satisfaction of young adults / carers with transitions process	<i>New indicator</i>	Increase

NB: Additional measures may be identified through the development of the 0-25 disabilities model. CAMHS outcome measures need to be added as part of new specification development.

6c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£8.27m	£7.35m		£8.81m
		<i>Taking account of:</i>		<i>Taking account of:</i>
Savings		(£0.96m)		(£0.24m)
Inflation		-		£0.40m
Demographic growth		£0.36m		£1.09m

In 14/15, the Dedicated Schools Grant budget for this service component was £16.8m.

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution. A fuller profile of savings and capital expenditure can be found in Appendix B.

Capital

The capital requirements to provide additional school places for children with Special Educational Needs are included in section 5c. above.

7. Service component: Looked after children and young people

Barnet Council will seek to enable children to remain with their families but for those that do need to enter the care system we will endeavour to give them a good start in life, with a stable home and access to education and other support. There are a comparatively low number of looked after children in Barnet when accounting for population. However, Barnet is no different to the rest of the country in that those that there is a significant gap in educational and other outcomes between those under the care of the local authority and the general population.

We seek to increase the overall availability of LBB foster placements by increasing the number of approved LBB fostering households and the overall number of placements that our fostering households can offer. The recruitment targets set for the service are very challenging and would see Barnet amongst the very best local authorities if achieved. We need to improve the ability and confidence of LBB foster carers to support children with more complex needs, through targeted recruitment of foster carers. Through a consolidation of our core support offer and the development of an enhanced support offer, we seek to offer more placements in-house that would otherwise have been provided for by independent providers, prevent looked after children's needs from escalating and facilitate the step-down of children and young people from residential care into foster placements where appropriate.

For some children and young people, their plan of permanence means they exit care and are no longer looked after. We work to support young people back to their families' care wherever possible and are working collaboratively with other services to achieve this. We have seen increasing numbers of looked after children and we will review the use of all permanence options to ensure ourselves that we are securing the most appropriate permanence options for our looked after children.

For residents this will mean:

- A greater proportion of children and young people in care living in local, family homes.
- Improved outcomes for children and young people leaving care including education, employment and housing.
- An increased number of local households will be foster carers.

For providers this will mean:

- Reductions in demand for and spend on external foster care and residential placements.
- Increased spend on wrap-around services to support internal foster carers with more complex placements.
- A continued shift from out-of-borough provision to Barnet provision.
- For residential providers, a greater focus on enabling and step-down work.

7a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	<p>Grow and strengthen the in-house foster care service. Intervene early to prevent placement breakdown through better case management and access to a wider range of support services.</p> <p>This should lead to greater stability of local placements in a family home leading to better outcomes for looked after children and a reduction in the average cost of placements for looked after children.</p>	<ul style="list-style-type: none"> - Consolidate new recruitment methods, marketing materials and re-designed assessment processes in 15/16. - Enhance our support offer to foster carers and looked after children including the commissioning of wrap-around services by Autumn 2015. - Will significantly shift spend from external foster care and residential placements to in-house fostering between 15/16 and 19/20.
2	<p>Develop more effective approaches to enable appropriate young people to step-down from residential to foster care placements.</p> <p>More effectively deal with the causes of disruptive and challenging behaviour leading to better outcomes for looked after children and a reduction in the average cost of placements for looked after children.</p>	<ul style="list-style-type: none"> - Ensure appropriate training, performance management and contract management mechanisms are in place by summer 2015. - Shift spending from residential to fostering services from 15/16.
3	<p>Re-location of one of Barnet's in-house children's homes to improve the quality of facilities.</p> <p>Improved aspirations and life outcomes for young people resident in the home.</p>	<ul style="list-style-type: none"> - Identification of site by spring 2015. - Design, build, fit-out and relocation of home by 2017.
4	<p>Adoption and other options for permanence are secured for a broader range of children, especially for older children and those with complex needs.</p> <p>More children and young people benefit from a permanent family environment, children and young people spend less time waiting for a permanent placement and adopters wait less time between approval and placement. This should result in a reduced cost of placements to the local authority.</p>	<ul style="list-style-type: none"> - Review of adoption and permanence by Autumn 2016 including effectiveness of sub-regional working arrangements.
5	<p>Develop and enhance the leaving care service in partnership with other local agencies.</p> <p>This should result in improved life outcomes including employment, income, involvement in criminal activity and stability of future family life and ensure that young people leaving care are</p>	<ul style="list-style-type: none"> - Review of service and work with partners and agreement of improvement plan by spring 2015.

	Commissioning intention	What needs to happen
	able to secure local and appropriate housing.	
6	Improve the educational offer to all our looked after children through use of the pupil premium and better use of the Virtual School. This should result in better educational outcomes for looked after children (attainment, attendance and transitions).	<ul style="list-style-type: none"> - Review of use of pupil premium for looked after children in 15/16. - Delivery of service improvement plan arising from this review.

These commissioning intentions will contribute to the following outcomes:

- Safeguarding
- Education
- Health & emotional well-being
- Preparation for adulthood
- Parenting

7b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
Number of children adopted	38 (2013/14)	Increase
Average length of care proceedings (weeks)	26 (2013/14)	Decrease
The average time between a child entering care and moving in with its adoptive family (days)	590 (2011-2014)	Decrease
Percentage of children in care in LBB foster care	38% (March 2014)	Increase
Total number of external residential placement weeks commissioned	147.7 (March 2014)	Decrease
Average weekly placement spend (per child) for looked after children	<i>New indicator</i>	Decrease
Percentage of children in care with three or more placements during the last 12 months	11.9% (2013/14)	Decrease
The percentage of looked after children making the expected level of progress in English and Maths between Key Stages 2 and 4	11.8% (2013)	Increase
Proportion of care leavers age 19 – 21 in education, employment or training.	61% (March 2014)	Increase
Proportion of care leavers age 19 – 21 in suitable accommodation	84.3% (March 2014)	Increase

7c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£22.30m	£22.00m		£24.150m
		<i>Taking account of:</i>		<i>Taking account of:</i>
Savings		(£0.67m)		(£2.20m)
Inflation				£1.06m
Demographic growth		£0.36m		£3.29m

In 14/15, the Dedicated Schools Grant budget for this service component was £0.4m.

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution. A fuller profile of savings and capital expenditure can be found in Appendix B.

Capital

The capital requirement for delivering an improved local placement offer for looked after children is estimated to be £1.2m up to 2019/20.

8. Service component: Safeguarding and Children In Need

We want Barnet to be a place where all children and young people thrive, receive protection and feel safe. Effective working between the council, health, the police, education and the voluntary sector is essential to achieve this and the Barnet Safeguarding Children Board brings these partners together to improve performance and practice, ensure safeguarding partners share information, resources and expertise and to be relentlessly self-critical in understanding from our data what works and what needs to change and improve.

All safeguarding and early intervention referrals now come through to a single team with access to data from a range of partners to enable effective screening and ensure the right team respond to concerns. Through a whole family approach we will ensure all children in need are given high quality social care support that seeks to improve the family environment wherever possible but that intervenes strongly when in the best interest of the child.

The Council is committed to safeguarding and protecting children from sexual exploitation, neglect and domestic violence and ensuring they are safe online. A range of recent reports, wide national media coverage and recent convictions in Oxfordshire, Derby and Rochdale highlight that this form of child abuse is often hidden from sight and preys on the most vulnerable in our society. Children and young people exploited are subject to significant risks to their physical, emotional and psychological wellbeing. We seek to combat child sexual exploitation through effective prevention, identification, intervention, disruption and prosecution.

For residents this will mean:

- A high quality safeguarding service is maintained throughout the period of the plan despite financial pressures.

8a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	Through a strong commitment to implementing the business plan of the Barnet Safeguarding Children Board, consolidate safeguarding work across the partnership.	<ul style="list-style-type: none"> - Protect children and young people from harm in particular those being sexually exploited and neglected and for missing children. - Better outcomes for children and young people at risk of harm through better preventative work and earlier intervention.
2	Consolidate and embed the Multi-Agency Safeguarding Hub (MASH) as Barnet's integrated front door for both safeguarding and early help.	<ul style="list-style-type: none"> - Ensure that all referrals are effectively screened in a timely manner and that decision making is well informed and of a high quality. - Use the intelligence developed from the MASH to improve service design, planning and sign-posting.

These commissioning intentions will contribute to the following outcomes:

- Safeguarding
- Health & emotional well-being
- Parenting

8b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
Children made subject to Child Protection Plans	458	Monitor
Children made subject to CPP for a second or subsequent time	18	Reduce
Number of children subject to Child Protection Plans for 2 or more years	8.5 (2013)	Reduce
Number of referrals to social care (per 10,000 of the under-18 population)	416 (March 2014)	Monitor
Number of single assessments	321	Monitor
Number of new CAFs opened (by consent date)	468	Increase

8c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£10.50m	£10.35m		£10.72m
		<i>Taking account of:</i>		<i>Taking account of:</i>
Savings		(£0.32m)		(£0.89m)
Inflation		-		£0.50m
Demographic growth		£0.17m		£0.76m

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution.

A fuller profile of savings and capital expenditure can be found in Appendix B.

9. Service component: Family and youth support

Barnet Council is committed to an early intervention and prevention model of family support to address problems experienced by children and families as early as possible to improve outcomes, and to lower costs.

Our principles are to intervene as early as possible, take a whole family approach and use evidence based monitoring systems to demonstrate the benefit of interventions. Analysis of local data has identified 8 themes or problems which are most likely to drive poor outcomes for Barnet families: domestic violence; alcohol and/or drug misuse; parent / carer mental health; poor parenting and neglect; unemployment; involvement with police; missing from school; and child sexual exploitation. Of these, domestic violence, alcohol / drugs and mental health were the most prevalent causes of poor outcomes.

Through targeted work with vulnerable families in the last three years, the lives of over 300 families have been turned around, and we are now working with an additional 400 families – this work has saved the state millions of pounds. On the basis of this progress, Barnet has been selected as an early starter for phase II of the national Troubled Families programme. The Council will consolidate the learning of recent experience to ensure that future targeted family support work can have the maximum positive impact for families and help to avoid significant further costs to the Council and its partners.

The early years of childhood development present us with the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state. Following an early years review, the council and partners have developed a bold vision for early years services, which focuses on developing a more flexible, targeted and collaborative model with greater community involvement and improved identification and support for vulnerable families.

For residents this will mean:

- An early years service that integrates universal provision with targeted services with a specific focus on improving outcomes for the most vulnerable families.

For providers this will mean:

- A new early years delivery model.
- A reduction in council spend - predominantly delivered through more efficient and effective delivery.
- An increase in demand for childcare places, especially with the expansion of the free entitlement for 2 year olds.

9a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	A strengthened early years service that integrates universal provision with targeted services with a specific focus on improving outcomes for the	<ul style="list-style-type: none">- New early years model to launch in August 2015- Decision on future delivery model – October 2015

	Commissioning intention	What needs to happen
	<p>most vulnerable families. Ensure that early years is a priority investment area for the ring-fenced public health grant. Create an early years centre of excellence to improve the quality of early education across the borough.</p>	<ul style="list-style-type: none"> - Improved integration with health visiting by April 2016 - Launch of early years centre of excellence nursery school model – September 2015 -
2	<p>To continue with our early intervention approach to family support. As early implementers of the next phase of the Troubled Families Programme we will work with an expanded cohort of families and seek a sustainable funding approach for when the grant ceases.</p>	<ul style="list-style-type: none"> - Implementation of Early Intervention Strategy and the next phase of the Troubled Families programme during 15/16. - Commissioning strategy for early help services agreed by spring 2015.
3	<p>Increased use of evidence based programmes to improve the effectiveness and value for money of interventions. Rigorously evaluate our family support work and ensure investment is focused on services that demonstrate the highest impact.</p>	<ul style="list-style-type: none"> - Development of business case for evidenced based programme interventions by April 2015. - Roll-out of evidence based programmes by March 2016. - Implementation of improved performance framework in 15/16.
4	<p>Develop Barnet's partnership approach to work with young people at risk of involvement in youth violence and those already actively involved.</p>	<ul style="list-style-type: none"> - Commitment to multi-agency working group on youth violence.
5	<p>Work with partners to better support young offenders and other high risk young people to access education, training and employment opportunities available in Barnet.</p>	<ul style="list-style-type: none"> - Continue to develop support to young offenders and other high risk young people in education, training and employment.
6	<p>Improve working across the public sector to achieve better outcomes for vulnerable young adults age 16 - 24.</p>	<ul style="list-style-type: none"> - Development of opportunities for better multi-agency working to reduce the longer term costs to the public sector, re-offending, long-term unemployment and homelessness.
7	<p>Continue to prioritise detached youth work with the most vulnerable young people in the Borough through a partnership approach.</p>	<ul style="list-style-type: none"> - Continue with approach to improve life outcomes for young people and reduce the longer term costs to the public sector.

These commissioning intentions will contribute to the following outcomes:

- Safeguarding
- Health & emotional well-being
- Preparation for adulthood
- Parenting

9b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
The number of free entitlement early years places available for eligible two-year-olds.	935 2013/14	Increase
Percentage of families with child/ren under 5 within the borough are registered and accessing services at children's centres	<i>New indicator</i>	Increase
Percentage of families with child/ren under 5 within deprived LSOA's are registered and accessing services at children's centres	<i>New indicator</i>	Increase
Number of supported mothers who continue to breast feed at 6-8 weeks.	33.3%	Increase
Percentage of childcare settings in the borough achieving 'good' or 'outstanding' Ofsted judgement'	76% (March 2013)	Increase
Outcome measurements for family and targeted youth work	<i>New indicator</i>	New
New common assessments completed by council and non-council teams	Council – 99 Non-Council - 369	Increase
Proportion of common assessment framework episodes closed when family needs met.	227	Increase
Number of first time entrants to the Youth Justice System aged 10 to 17 (per 10,000 of the population).	357 July 2012-June 2013	Maintain or decrease
Young offenders in education, training or employment	77% March 2014	Increase

9c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£9.49m	£8.45m		£7.40m
		<i>Taking</i>		<i>Taking</i>

		<i>account of:</i>		<i>account of:</i>
Savings		(£1.19m)		(£2.63)
Inflation		-		£0.63m
Demographic growth		£0.15m		£0.96m

In 14/15, the Dedicated Schools Grant budget for this service component was £6.3m.

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution. A fuller profile of savings and capital expenditure can be found in Appendix B.

Capital

The capital requirement to reshape early years provision within the borough is estimated to be £3m up to 2019/20.

10. Service component: Libraries

The library service in Barnet is very well thought of by the residents that actively use the service and by the general population as a whole. Library buildings often act as focal points of community activity but there is potential for further integration of services and better use of library spaces to reflect local needs.

The council seeks to increase the opportunities for local people to shape and support library services through an expanded range of volunteering roles, advisory groups and community recognition schemes.

Barnet's library service provides children and adults with reading, literacy and learning opportunities through reading and learning materials provided for loan and library use in traditional print copy as well as through online learning resources. We want to ensure that at least 95% of Barnet residents can reach their local public library by public transport within thirty minutes. This, along with online access, will ensure that knowledge and information that is easily accessible to those that live, work and study in Barnet.

Through the development of a new model of library provision, the Council will be able to meet current and future financial challenges whilst safeguarding services for local people, especially those in more vulnerable groups.

For residents this will mean:

- The continuation of a comprehensive, efficient and 'local' library service but with some significant service reductions.
- Enhanced online library service.

For providers this will mean:

- Reduction in spend on the library service including on stock purchased.

10a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	To deliver a comprehensive and efficient library service that best meets the demands of residents with a significantly reduced budget.	<ul style="list-style-type: none">- Recommendations to Committee in April 2015 following consultation.- Implementation of proposed approach – commencing in summer 2015.

These commissioning intentions will contribute to the following outcomes:

- Health & emotional well-being
- Libraries

10b. Outcome measures

Measure	Baseline – 13/14	Target - 19/20
Library user satisfaction	93% Autumn 2013	Maintain / minimise reduction
Proportion of children and young people who believe the library has helped them to <i>improve or develop their reading skills</i> (October 2013) a)KS1 b)KS2	a)76.% b)90.8%	Increase
Volunteer hours worked in Barnet libraries.	3110.55	Increase
Attended hours of events in libraries	<i>New indicator</i>	Increase

10c. Financial impact

Revenue

A summary of the change in net revenue budget for this service component is shown in the table below:

	14/15	15/16		19/20
General fund budget	£4.54m	£4.54m		£1.67m
		<i>Taking account of:</i>		<i>Taking account of:</i>
Savings		-		£3.11m
Inflation		-		£0.25m
Demographic growth		-		-

The savings profiled above include a contribution to service wide procurement and workforce savings which when fully planned may result in a different attribution. A fuller profile of savings and capital expenditure can be found in Appendix B.

Capital

The capital requirement to support the modernisation of the library service is estimated to be £2m up to 2019/20.

11. Service component: cross-cutting

Across all of the work of the Committee, the Council is committed to listening to the voices of children and young people and using them to help shape and design service provision. There is also a clear recognition that a highly skilled, motivated and well trained workforce will be needed to achieve the outcomes detailed in this plan.

The priorities and spending review process identified a range of demographic and inflationary pressures that the Children, Education, Libraries and Safeguarding Committee is likely to face in the period between 2016 and 2020 and as such £9.46m has been allocated to meet these.

The Council is committed to improving efficiency wherever possible. Budget proposals for 2016-20 include efficiency savings on third party contracts of approximately 2% per annum. The overall budget envelope includes provision for contract inflation of 2.5% per annum, so this saving could be made either from containing inflation on contracts, or through improved contract management and negotiation of better rates.

Workforce efficiency savings of approximately 10% of the relevant delivery unit employee budgets have also been included. As government funding for local government services continues to reduce, all Council delivery units will need to review their workforce budgets to ensure that they can improve efficiency by 10% by 2020. Corporate initiatives such as the review of terms and conditions and the unified pay project will support delivery units in achieving this saving. Delivery units will also need to review performance management, use of agency staff, management layers and productivity to ensure that this saving can be achieved. Libraries and early years budgets have not been subject to this 10% saving given the other proposal in this plan.

Further savings to be achieved by improving operational efficiency will be determined following a review will be undertaken in 2015 to identify specific measures but these are likely to include redesigning processes, improved case management and improved administration.

For residents this will mean:

- Services that are designed based on the active involvement of children and young people.

For providers this will mean:

- Continued demands for improved efficiency and the containment of inflation. This may require the development of new approaches to meet the same needs more effectively.

11a. Commissioning intentions:

	Commissioning intention	What needs to happen
1	Ensure that the voice of children and young people contributes to the design and delivery of services.	- Services that better meet the needs of children and young people.
2	Promote and maintain the quality and consistency of social and family work. Ensure that the workforce development programme is focused on strengthening the quality and consistency of practice.	- Maintain the safety of looked after children. - Ensure that young people are at the centre of planning for their future. - High quality decision making. - Effective working with families. - Improved staff retention.
3	Constrain inflationary pressure on procured goods and services to 0.5% from 16/17 – 19/20.	- Avoidance of cost pressures from third party spending.
4	Improve the efficiency of workforce spend.	- Reduced cost of workforce without an impact on other outcomes.

11b. Financial impact

Revenue

Efficiency savings including workforce and procurement savings have been included within each service component. When fully planned, the savings profile may result in a different attribution between individual service components.

Capital

The capital requirement to invest in new information management systems to modernise support for youth and family services is estimated to be £650k.

Appendix I section 1: Revenue budget proposals 2015/16

Line Ref	Service area	Description of saving	Savings type	Consultation (How are we consulting on this proposal)	Equalities Impact Assessment	Impact Assessment		Savings per annum					
						Impact on Service Delivery	Impact on Customer Satisfaction		Equalities Impact	Budget	2015/16	FTE	
EFFICIENCY - DEMAND MANAGEMENT													
E1	Special educational needs transport savings	<p>Savings through reduction in spend on transport costs</p> <p>Achieve efficiencies within transport costs for children with Special Educational Need through improved contracting and demand management by:</p> <ul style="list-style-type: none"> - targeting individual cases in which transport is no longer required - route optimisation <p>From an original budget of £6m, £700k of savings have already been delivered in 2013/14 against a target of £1m. In order to deliver the full saving, numbers of children requiring council support would need to be reduced by a further 10% or there would need to be substantially more savings through efficiency by 2015/16.</p>	Efficiency	General /specific consultation	<p>SEN Travel is provided where required to pupils and students with special educational needs. There is a risk that route optimisation may increase journey times for some pupils. The SEN Travel policy is designed to ensure that those who meet the eligibility criteria receive support and are supported to attend school or college on time through safe travel arrangements.</p>	<p>The remodelling and re-commissioning of SEN transport could result in a change in the service delivered, and so have the potential to impact on children and young people. The increased use of direct payments and independent travel training might lead to fewer children requiring transport which would may result in some reduction in net costs.</p>	<p>Changes to the way in which the service is delivered could make some parents and children less satisfied and others more satisfied. The implementation of any changes would seek to minimise disruption for individual children.</p>	<p>Children and young people with disabilities could be negatively and/or positively impacted by this proposal. Where appropriate, consultation will be carried out to better understand the equalities impact.</p>	4,318	(500)	2015/16	FTE	
EFFICIENCY - OTHER													
E2	Education and Skills New Delivery model	<p>Savings through reduction in net expenditure through an alternate delivery model for the service</p> <p>Create an alternative way to deliver the Education and Skills service that currently provides school improvement support, school admissions, support for children with special educational needs, post-16 support and school catering. By developing a new service delivery model in partnership with schools, there is an opportunity to grow and develop services rather than reduce them.</p>	Efficiency	Consultation with schools, residents and groups of parents during Autumn 2014. Formal consultation with staff affected during 2014/2015	<p>There is a potential equalities impact. An initial EIA formed part of the draft outline business case considered by CELS on the 15th September 2014. The EIA will be kept under review as proposals develop.</p>	<p>This saving is not expected to impact on service delivery</p>	<p>There is likely to be a positive impact on schools as customers</p>	<p>There is a potential equalities impact. An initial EIA formed part of the draft outline business case considered by CELS on the 15th September 2014. The EIA will be kept under review as proposals develop.</p>	2,776	(695)		1	
EFFICIENCY - WORKFORCE													
E3	Across Services (workforce)	<p>Savings from reduction in staff related costs</p> <p>Workforce savings delivered from transforming the Family Services workforce to ensure there are the right structures in place to deliver the best outcomes for children and families with reduced resources. This involves ensuring there are sufficient social workers, managers are closer to frontline delivery and staff are well trained and supported.</p>	Efficiency	General consultation	<p>No external EIA is required because the proposal does not impact on service delivery</p>	<p>The proposed changes have been designed to minimise risk where possible, although risk cannot be eliminated. Their potential to impact on service delivery will be closely monitored.</p>	<p>These proposals are unlikely to have a significant impact on customer satisfaction, although this will be closely monitored.</p>	<p>A neutral impact on service users is anticipated. The internal equalities impact will be monitored.</p>	16,770	(1,151)		28	
EFFICIENCY - PROCUREMENT													
E2	Across Services (procurement spend)	<p>Savings through reduction in expenditure by renegotiating existing contracts and reducing external third party costs</p> <p>Procurement savings achieved through mitigating inflation associated with costs of supporting high cost, high need services by negotiating with suppliers to contain inflation, and finding efficiencies in the way services are purchased. Work is on-going to negotiate with suppliers and not expected to impact service quality.</p>	Efficiency	General Consultation	<p>No external EIA is required because the proposal does not impact on service delivery. No internal EIA is required because the proposals do not impact on employees.</p>	<p>This would be achieved through smarter commissioning and is unlikely to result in a significant change in the service delivered</p>	<p>The impact on customer satisfaction will depend on the efficiencies made. A significant impact is not anticipated but will be monitored.</p>	<p>This proposal is unlikely to have a significant equalities impact.</p>	16,967	(523)			
TOTAL											(2,869)	29	
SERVICE REDUCTIONS													
R1	Early Years	<p>Savings through implementation of Early Years Review</p> <p>Development of alternative delivery models aimed at ensuring early years services are best configured within limited resources. The service impact will be kept under review.</p>	Efficiencies and Service Reduction	General and Specific Consultation	<p>There is an equalities impact and the EIA forms part of the Early years business case considered by CELS on the 29th October 2014.</p>	<p>New model should improve service quality but some reductions in opening hours on three sites.</p>	<p>Improved service model should increase satisfaction in the medium term but short term changes will mean some customers are less satisfied in the meantime.</p>	<p>There is an equalities impact and the EIA forms part of the Early years business case considered by CELS on the 29th October 2014.</p>	4,804	(525)		TBC	
TOTAL											(525)	TBC	
INCOME													
TOTAL											0	TBC	
OVERALL SAVINGS													
											(3,394)	TBC	

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Appendix B: Section 2 - Revenue budget proposals 2016/17-2019/20

Opportunity Area	Description of saving	Consultation (How are we consulting on this proposal)	Impact Assessment			Savings per annum				
			Impact on Service Delivery	Impact on Customer Satisfaction	Equalities Impact	Budget	2016/17	2017/18	2018/19	2019/20
			Impact on Service Delivery	Impact on Customer Satisfaction	Equalities Impact	£000	£000	£000	£000	£000
3rd Party Spend	Budget proposals for 2016-20 include efficiency savings on third party contracts by approximately 2% per annum.. The overall budget envelope includes provision for contract inflation of 2.5% per annum, so this saving could be made either from containing inflation on contracts, or through improved contract management and negotiation of better rates.	Part of general budget consultation	This proposal increases efficiency of third party contract spend. It is not expected to impact on service delivery	This proposal increases efficiency of third party contract spend. It is not expected to have a negative impact on customer satisfaction.	It is not considered that there is an equalities impact for the proposal. This will be kept under review as the specific proposals develop	7,351	(81)	(135)	(134)	(188)
Workforce Savings	Budget proposals for 2016-20 include workforce efficiency savings of approximately 10% of the relevant delivery unit employee budgets. As government funding for local government services continues to reduce, all Council delivery units will need to review their workforce budgets to ensure that they can improve efficiency by 10% by 2020. Corporate initiatives such as the review of terms and conditions and the unified pay project will support delivery units in achieving this saving. Delivery units will also need to review performance management, use of agency staff, management layers and productivity to ensure that this saving can be achieved.	This will be subject to formal consultation with staff affected in 2015 before the saving can be implemented in 2016	This proposal generates a 10% reduction in employee costs to 2020. It is not expected to impact on service delivery	This proposal generates a 10% reduction in employee costs to 2020. It is not expected to impact on customer satisfaction	There is a potential equalities impact and this will be kept under review as proposals develop. An outline Equalities Impact Assessment will come back to PRC in February 2015 for 16/17 proposals.	17,557			(900)	(900)
Operational efficiency	Savings to be achieved by improving operational efficiency. A review will be undertaken in 2015 to identify specific measures but these are likely to include redesigning processes, improved case management and improved administration.	Part of general budget consultation	Low - should improve the efficiency of delivery.	Not expected to have any impact on customer satisfaction.	There is a potential equalities impact and this will be kept under review as proposals develop. An outline Equalities Impact Assessment will come back to PRC in February 2015 for 16/17 proposals.	50,267	(1,346)			
							(1,427)	(135)	(1,034)	(1,088)
							0	0	0	0

Opportunity Area	Description of saving	Consultation (How are we consulting on this proposal)	Impact Assessment			Savings per annum				
			Impact on Service Delivery	Impact on Customer Satisfaction	Equalities Impact	2014/15 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
LAC Placement commissioning strategy	Reduce cost of placements for looked after children by growing and strengthening the in-house foster care service; intervening early to prevent placement breakdown, stepping-down placements from residential to foster care, and ensuring provision of high quality, competitively priced residential placements in appropriate locations. By 2019 Barnet will have one of the largest proportions of looked after children placed with in-house foster carers in the country.	Consultation / co-production with foster carers and looked after children already underway	Potential to significantly improve outcomes, and keep children local	Likely to lead to better outcomes for looked after children	There is a potential equalities impact and this will be kept under review as proposals develop.	13,460	(131)	(144)	(149)	(69)
							(131)	(144)	(149)	(69)

Early Years	Targeted early years support to reduce numbers entering troubled families/social care. Use of public health grant to fund service levels in addition to the statutory minimum (£1.5m). This includes full year effect of 15/16 saving (£175k).	Early years consultation closed Sept 14	New model should improve service quality but some reductions in opening hours on three sites.	Improved service model should increase satisfaction in the medium term but short term changes will mean some customers are less satisfied in the meantime.	There is an equalities impact and this is set out in the Early years business case considered by CELS on the 29th October 2014.	4,176	(550)	(506)	(535)	(405)
Libraries	Developing alternative approach to the provision of library services	Full consultation to commence after 28 Oct CELS committee	TBC	TBC	There is a potential equalities impact. An initial EIA forms part of the library options paper considered by CELS on the 29th October 2014. The EIA will be kept under review as proposals develop.	4,537	(1,602)	(1,250)		

Opportunity Area	Description of saving	Consultation (How are we consulting on this proposal)	Impact Assessment			Savings per annum				
			Impact on Service Delivery	Impact on Customer Satisfaction	Equalities Impact	Budget	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
Education and Skills	Create an alternative way to deliver the Education and Skills service that currently provides school improvement support, school admissions, support for children with special educational needs, post-16 support and school catering . By developing a new service delivery model in partnership with schools, there is an opportunity to grow and develop services rather than reduce them.	Consultation with schools, residents and groups of parents during Autumn 2014. Formal consultation with staff affected during 2014/2015	This saving is not expected to impact on service delivery	There is likely to be a positive impact on schools as customers	There is a potential equalities impact. An initial EIA formed part of the draft outline business case considered by CELS on the 15th September 2014. The EIA will be kept under review as proposals develop.	6,797	(85)	(160)	(255)	(350)
						(2,237)	(1,916)	(790)	(755)	
						(3,795)	(2,195)	(1,973)	(1,912)	

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Appendix B section 3: Capital requirements 2015/16-2019/20

Project	2015-16 (000's)	2016-17 (000's)	2017-18 (000's)	2018-19 (000's)	2019-20 (000's)	Total (000's)
School places	23,375	27,775	13,475	25,300	25,300	115,225
Libraries	2,000					2,000
Early years			3,000			3,000
Social care placements	800	100	100	100	100	1,200
Modernising systems	100	150	400			650

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	<p>AGENDA ITEM 8</p> <p>Children, Education, Libraries and Safeguarding Committee</p> <p>28 October 2014</p>
<p>Title</p>	<p>Libraries Strategy</p>
<p>Report of</p>	<p>Family & Community Well-being Lead Commissioner</p>
<p>Wards</p>	<p>All</p>
<p>Status</p>	<p>Public</p>
<p>Enclosures</p>	<p>Appendix A – Libraries options paper Appendix B – Needs assessment Appendix C – Equalities impact assessment</p>
<p>Officer Contact Details</p>	<p>James Mass, Family & Community Well-being Lead Commissioner, 0208 359 4610, james.mass@barnet.gov.uk</p>

<h2>Summary</h2>
<p>The library service in Barnet is very well thought of by those residents that actively use the service and by the general population as a whole. Library buildings often act as focal points of community activity but there is potential for further integration of services and better use of library spaces to reflect local needs.</p> <p>Barnet’s library service provides children and adults with reading, literacy and learning opportunities. These are through reading and learning materials provided for loan and library use and increasingly through online learning resources. The Council seeks to ensure that at least 95% of Barnet residents can reach their local public library by public transport within thirty minutes. This, along with online access, will ensure that knowledge and information is easily accessible to those that live, work and study in Barnet.</p> <p>Despite economic growth, public sector cuts will continue until 2020, coupled with rising demand. Barnet has dealt effectively with the first wave of austerity, by anticipating the cuts before they arrived and planning ahead. The Council is now planning for the next 5 years and how a further £72m will be saved.</p>

On 23 June 2014 the Children, Education, Libraries and Safeguarding Committee noted the savings target of £8m allocated by the Policy and Resources Committee and agreed to complete a Commissioning Plan and savings proposals by December 2014. Each Committee has an allocated savings target and there are difficult decisions to make in all areas. The business planning process since then has considered each of the service components within the committee remit to identify possible savings as a contribution to this target and the impact these could have. The process started with investigating the financial contribution libraries could make whilst still delivering a comprehensive and efficient service. As a result of this, the options presented in this report deliver a saving of £2.85m between 2015 and 2020.

Through the development of a new model of library provision, the Council will be able to meet these financial challenges whilst safeguarding services for local people, especially those in more vulnerable groups. This paper updates the vision, outcomes and objectives for the library service and sets out three possible options for consultation with residents and interest groups. Over the next six months, the component parts of these options will be tested and refined and a report will then be brought to the Committee in spring 2014 to update on the outcome of consultation and the further investigatory work.

Recommendations

- 1. That the Children, Education, Libraries and Safeguarding Committee agree the proposed vision, outcomes and objectives for the library service as set out in section 1.2 of this report.**
- 2. That the Children, Education, Libraries and Safeguarding Committee agree that the three options set out in section 1.23 below should be the preferred options for the library service and approve the commencement of consultation on these options in accordance with the consultation plan as set out in section 4.2 of this report.**
- 3. That the Children, Education, Libraries and Safeguarding Committee agree that an open library will be trialled at Edgware library as detailed in section 4.6 of this report.**
- 4. That the Children, Education, Libraries and Safeguarding Committee note that following this period of consultation, a report will be presented to a future meeting of the Children's, Education, Libraries and Safeguarding Committee. It is intended that this would be in Spring 2015.**

1. WHY THIS REPORT IS NEEDED

- 1.1 The Library Strategy was last updated in 2011. The following outcomes and objectives are largely based on those but have been updated to reflect the feedback from consultation since 2011 and the financial challenges now facing the local authority. The updated vision for the library service in Barnet is as follows:

- A library service that provides children and adults with reading, literacy and learning opportunities.
- A library service that engages with communities.
- A library service that makes knowledge and information easily accessible.
- A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.

1.2 In order to meet this vision, draft outcomes and objectives have been devised. The outcomes and objectives are as follows:

- **A library service that provides children and adults with reading, literacy and learning opportunities**
 - Reading and learning materials are provided for loan and library use, in traditional print/hard copy formats as well as provision of e-book, e-audio and online learning resources.
 - The Barnet Digital Library will increase reading and learning opportunities for local people, while the physical library estate continues to offer access to reading, literacy and learning opportunities for children and adults.
 - At least 95% of Barnet residents can reach their local public library by public transport and have access to study space and to learning activities run for communities by communities and by local partners.
 - Outreach and development is targeted at those most in need, with strategic partnerships in Education, Adult and Children's Services, and appropriate local partners.
 - The service continues to deliver onsite and online literacy activities and reading schemes (The National Reading Offer) such as the *Summer Reading Challenge*, *Six Book Challenge* and *City Reads*.
- **A library service that engages with communities.**
 - Library buildings continue to act as focal points of community activity, with further integration of services and use of library spaces which reflects local needs.
 - Opportunities for local people to shape and support library services are increased, through an expanded range of volunteering roles and advisory groups.
 - Social media and new technologies are increasingly used to deliver peer to peer customer interaction and support, offering residents the opportunities to share reading recommendations, advice and support.
 - Local commercial partnership opportunities are exploited where possible.
- **A library service that makes knowledge and information easily accessible.**
 - Local and Council information is provided in both hard and soft copy forms.

- The library service continues to act as a gateway to local services, expanding its use of self-service technology to increase access to those provided by the Council.
 - Online library services, accessible 24:7, offer the library service increased opportunities to deliver literacy, learning and information services out of hours and to those unable to visit static service points.
 - Users of the physical libraries have access to modernised ICT equipment and ICT learning support.
 - **A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.**
 - Barnet's libraries are configured in such a way as to support the Council in meeting these challenges.
 - Income from services, assets, trading and other unique capabilities is maximised in order to take the universal free-to-use library service to the maximum number of people.
 - Opportunities presented by new technology and improved volunteering support are maximised to preserve libraries as physical spaces/community assets.
- 1.3 The options paper at Appendix A provides further detail on the library service, current usage and proposals for future delivery.
- 1.4 The Council must consider how to meet its statutory duty to have a library service in an environment of technological innovations, public finance pressures and localism agenda, including involvement of communities and alternative delivery models for public services. There is no national standard framework for libraries, giving local authorities considerable freedom into how they design services to meet local need and aspirations within available resources.
- 1.5 In considering how to best meet its vision for library services in the current financial climate, consideration has been given to increasing voluntary and community involvement, reduction or re-location of library buildings, changes to opening hours, income generation, closure of library buildings, use of technology and alternative delivery models and cost reduction in the book budget. Having considered these in the light of the financial challenge, a number of conclusions have been reached.
- 1.6 **Use of volunteers**
Increasing the use of volunteers should definitely be pursued to improve the services offered from libraries and / or to help mitigate other changes implemented. This will need the right resource and an improved approach to recruitment, training and volunteer management.
- 1.7 Option 3 provides the most opportunity for some libraries to be run by local communities, although all the options leave open the question of the provider of the core libraries and the capacity of the community to support delivery of services.

- 1.8 **Closures and reductions in size**
Options with and without closures need to be tested through consultation to explore potential trade-offs between this and other options.
- 1.9 With regard to a reduction in the size of libraries, it has been concluded that if reducing, it is best to maximise income from the freed up space by leaving around 540 sq. ft. for the library. This would allow all essential services to be delivered on-site and though stock would be limited, the ability to reserve and collect any item from the whole service will significantly mitigate this.
- 1.10 **Re-location and redevelopment**
The physical condition of many library buildings means that over the medium term the likely cost of improvements to maintain them is high and it has been concluded that opportunities to create new provision through relocation or redevelopment should be actively identified and explored for feasibility.
- 1.11 Plans already exist for a new library in Colindale, relocating the existing library in Grahame Park and a new library in the redeveloped Gateway House building, relocating the existing library in Finchley Church End.
- 1.12 Any scheme would need to result in a library that compares favourably to the proposed changes in whichever option of change was agreed for implementation. This would mean the new site would need to be at least the same size and in a location at least as well served by public transport, as well as accessible to residents with specific needs.
- 1.13 Opportunities will also be sought for the co-location of libraries with other public services and community facilities. There is greater potential for this to be viable if a library is reduced in size. There should be a presumption that under options that include smaller library sites re-location is likely to secure the best financial return.
- 1.14 **Opening hours**
Consultation exercises have consistently shown the value placed on an accessible service open at a range of times to suit various segments of the population. Experience from around the country has shown that when a library's opening hours significantly reduce and do not follow an easy to understand pattern, usage quickly declines.
- 1.15 As such it is the Council's intention that opening hours are extended through the use of technology for all libraries remaining open. The use of technology can now allow the Council to open and close a library without the need for any staff to be on site – the 'open' library. Visitors would access the library during unstaffed periods by scanning their library card and entering a PIN number. Once inside they would be able to use self-serve technology to borrow and return items, use computers, print and photocopy. CCTV would provide additional security.

- 1.16 To achieve the level of savings required from the service will require a reduction in staffed opening hours. Preparing a timetable to allocate staffed hours across the estate will need to ensure a good level of accessibility for all and safeguard usage for groups with additional requirements. Ensuring staffed times provide access for children and young people will be prioritised to ensure priority outcomes of the service can continue to be achieved.
- 1.17 **Income generation**
Additional income generation should definitely be a feature of the response to the challenges facing the service. One significant financial opportunity is to commercialise any freed-up space in the libraries estate and retain this income to subsidise the service.
- 1.18 **Alternative providers**
The initial consideration of the various options for alternative delivery of libraries suggests that either a community or staff owned mutual or outsource option would deliver the greatest level of benefits. The outsourced option could involve a charitable trust or community group. The analysis shows that additional savings can be achieved through these options with the potential for other service improvements. The next phase of work should include a fuller options appraisal to be informed by consultation feedback, engagement with the management team and soft market testing.
- 1.19 For Hendon library the most effective option would seem to be for a partnership with an educational institution given the potential for an enhanced service that meets the needs of the predominant user base whilst also delivering savings. If this option proved unviable following further investigation, Hendon would be considered as part of the whole service as set out above.
- 1.20 Relevant interested parties could express an interest in running a library or a group of libraries to the Council and any expression received would be carefully and properly considered.
- 1.21 **Stock**
If libraries are made smaller, the stock purchasing budget would be reduced accordingly so that the stock level was appropriate to the new level of storage space – all stock would be available from across the library network through the ‘reserve and collect’ service. Given the increasing demand and wide accessibility of digital stock, it is proposed that this purchasing budget is maintained. This will ensure a more efficient library service.
- 1.22 Appendix A sets out further detail of these considerations and sets out three options, which best achieve the vision and objectives for libraries in Barnet.
- 1.23 The detail of the three preferred options are set out in section 9 of Appendix A and are comprised of the following:

Option 1 – Maintain the full reach of the existing library network

- The service would centre on four ‘core’ libraries, in Chipping Barnet – the busiest of our current sites; in the new libraries in Church End and Colindale, each of which will have state-of-the-art reading, activity and study services, and a smaller library in Hendon.
- Outside these four libraries, the library space within each building would be smaller – around 540 square feet on average. We would let out space within the library buildings for commercial use or income will be secured through redevelopment of sites, ensuring continued provision of a library in each case. It is likely that a number of libraries would move locally but any new sites would ensure equally good if not better access via public transport. Library users will still have access to books from anywhere in the network at their local library through a reserve and collect service.
- This would allow us to maintain the existing library network – no libraries would close. We would extend current opening hours by 50% across the network. Library staff would be present to support library users and provide information and advice for half of current opening hours, including peak usage periods in the late afternoons and at weekends. Overall, hours would be extended using new technology to keep libraries open outside staffed times, with remote access to information, advice and support available by telephone from within the libraries during core business hours.

Option 2 – Maintain the depth and quality of service provision within a consolidated library network.

- The network would consist of eight libraries: the two new libraries in Church End and Colindale and the existing libraries in Chipping Barnet, East Barnet, Edgware, North Finchley, Hendon and Golders Green. Libraries would be concentrated around the Borough’s travel hubs – at least 95% of Barnet’s population would be able to access a library within 30 minutes’ travel from their home. We would review the mobile library’s current routes to ensure any less accessible areas would also have the opportunity to access a mobile library stop.
- Each library would provide a full range of activities supporting literacy for all. The libraries would be staffed for 60% of the current opening hours, including peak usage periods in the late afternoons and at weekends. Opening hours would be increased, using new technology to allow access to libraries from 7am to 10pm, outside staffed times.
- Libraries at Burnt Oak, Childs Hill, Mill Hill, East Finchley, Osidge and South Friern would be closed and the buildings rented out for commercial use – or alternatively income will be secured through redevelopment of sites.

Option 3 – Community leadership of libraries

- Four libraries (East Finchley, Mill Hill, South Friern and Edgware) would be offered to the community to be run as community libraries. The library space in each community library would be reduced in size to approximately 540 square feet. The library space in Burnt Oak would also be reduced to this size. The libraries in East Barnet and Childs Hill would be closed. In each case, the space released would be let out for commercial use or alternatively income will be secured through redevelopment of sites. It is likely that a number of community libraries would move locally but any new sites would ensure equally good if not better access via public transport.
- Hendon, Burnt Oak, Chipping Barnet, Church End, Golders Green, Colindale (replacement for the current Grahame Park library), North Finchley and Osidge would be maintained as the core library network. The libraries would be staffed for 50% of the current opening hours, including peak usage periods in the late afternoons and at weekends. Opening hours would be increased, using new technology to allow access to libraries from 7am to 10pm, outside staffed times.

1.24 A number of features would be common across all options. These would include maintaining the following elements of the existing service:

- A mobile library service – maintained at current levels and used to ‘top up’ access to the library network for communities across Barnet.
- A home library service – maintained at current levels and used to ensure easy access to the library network for people with mobility issues.
- A Local Studies and Archives service – maintained at current levels.
- Support for adults, children and teenagers, including homework clubs and other activities – available in all staffed libraries.
- The Schools Libraries Resource Service – maintained at current levels, ensuring that school-based literacy activities for children and young people in the Borough continue to develop
- The early years service – maintained at current levels.

1.25 The following elements of the existing service would be expanded or developed:

- Improved self-service online technology – including existing ‘reserve and collect’ service making any book available to collect from any library now made available through new account service on Council website and delivered more efficiently using new Library Management System.
- e-books, e-audio and other online resources and learning materials – maintained at current levels or increased.

1.26 The options also assume:

- A new delivery model for libraries. This could be an employee or community owned mutual, a charitable trust or similar or an outsourced provider. A partnership with an educational institution would be considered to manage the Hendon branch, maintaining a smaller library on that site or nearby and allowing alternative use of some or all areas of the current building.

- Taking opportunities to generate additional income. This would including increasing the use of facilities, potentially including meeting room hire, offering parking spaces for rent, collection points such as Amazon Lockers and businesses advertising in libraries and on the mobile library vehicle. It would also include some increases to fees and charges.
- A greater role for volunteers to enhance the service provided in libraries.
- Continued support to community libraries in Hampstead Garden Suburb and Friern Barnet.

1.27 Library services are important to residents in Barnet and the options involve fundamental changes in the way the library service is delivered, including the role of the community in these services. It is therefore important to consult fully with current users and non-users of libraries as well as other stakeholders, such as voluntary and community groups, residents' associations and town teams. Section 4.2 of this report sets out the detailed plans for consultation on these proposals.

2. REASONS FOR RECOMMENDATIONS

2.1 The Council has set a savings target for the library service, which means that consideration needs to be given to delivering the service in a different way. Many local authorities have successfully involved communities in delivery of their library service and new technology provides an opportunity to consider how best to provide a comprehensive and efficient library service.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1 Options considered but not included are detailed in section 6 of Appendix A.

4. POST DECISION IMPLEMENTATION

4.1 If the recommendations of this report are agreed the next steps will be as follows:

4.2 Public consultation and engagement

Previous consultation exercises have shown how important library services are to local people. If the recommendations put to Children, Education, Libraries and Safeguarding Committee on 28 October 2014 are agreed, a public consultation exercise on these options for the library service will commence on 3 November 2014 and close on 15 February 2015. Members of the public will be able to engage through the following routes:

<p>Consultation document and summary</p>	<p>This will be made available online and printed copies will be available from libraries and in locations which target interested groups including JobCentre Plus, Barnet Centre for Independent Living, day centres, schools and public council offices in Burnt Oak and Whetstone.</p>
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Survey	<p>This would be aimed at the general population – including users and non-users of libraries. It will ask specific questions and provide the opportunity for free text response.</p> <p>This will be made available online at http://engage.barnet.gov.uk and printed copies will be available from libraries and in locations which target interested groups including JobCentre Plus, Barnet Centre for Independent Living, day centres, schools and public council offices in Burnt Oak and Whetstone. Targeted approaches will also be made to groups who may currently be underrepresented among users of the library service.</p> <p>Further submissions can be sent to libraryconsultation@barnet.gov.uk</p>
Barnet Citizens' Panel	<p>The survey will also be sent to the 'Barnet Citizens' Panel' – 2,000 residents statistically representative of the population of Barnet. This always provides a very high response rate.</p>
Focus groups	<p>Focus groups will be run with communities of interest.</p>
Consultation events	<p>A consultation event will be organised in each of the borough's three localities. Invitations will ensure balanced representation generally whilst ensuring the views of those groups most at risk of disadvantage are heard. Members of the Children, Education, Libraries and Safeguarding Committee will be invited to attend to hear the feedback of those in attendance.</p>
Drop-in sessions in libraries.	<p>A drop-in session will be arranged for three hours in every Barnet library. These will provide a less structured way for local people to feedback their views to an independent facilitator. Notes from discussions will be summarised and included in the consultation report.</p>
Targeted survey of users of home and mobile libraries.	<p>Paper copies of surveys available in mobile libraries and to home library users. Survey to be available on request in different formats: large print, easy read and audio.</p> <p>Option to use paper surveys as basis for interviewing home library users if unable to complete survey.</p> <p>Mobile library drop-in sessions.</p>
Residents' Forums	<p>The consultation will be presented to each of the residents' forums on 15 January 2015.</p>

4.3 Engagement with other stakeholders

A targeted survey will be sent to groups and organisations who use libraries for meeting space or to provide activities. A series of information sessions will also be run for voluntary and community groups, residents' associations, town teams and any other organised groups potentially interested in running a community library.

During the consultation process we will work with the groups running the existing community libraries in Hampstead Garden Suburb and Friern Barnet to develop business plans and premises related agreements through to 2020. A detailed plan for consultation and engagement with the library workforce has also been developed. Meetings will be offered to Members to discuss the proposals.

4.4 Full options appraisal for future delivery model

A more detailed options appraisal will be completed to assess the most appropriate future delivery model.

The management team of the library service have expressed an interest in exploring the option of creating an employee-owned mutual to run the service. Over the next three months, work will be done with the management team to develop a business plan demonstrating viability. This will be supplemented by a working group and survey of all staff members. Support will also be obtained for the management team from the Cabinet Office's mutual support programme.

To test out the potential for an outsourced provider to run the library service, we will undertake a soft market testing exercise consisting of questionnaires and interviews, which will establish the true level of viable market interest in the service. This will include work with potential educational institution partners and engagement with possible not-for-profit providers, such as charitable trusts.

4.5 'Open' library pilot

The Council proposed to run a pilot of the 'open' library concept (see section 1.15) during the consultation period and until Children, Education, Libraries and Safeguarding Committee make a final decision on the proposals. This will serve two purposes – to help inform the consultation response of local people by allowing them to trial the model and secondly to give the Council experience of operating the model to ensure lessons are learned on how best to implement the approach if approved.

If agreed, the pilot will commence in mid-December in Edgware library. For the duration of the pilot it will extend total opening hours – it will not replace current staffed hours.

4.6 Asset options appraisal

An asset options appraisal will be undertaken to assess the relative feasibility of and financial return from rental and redevelopment of sites.

4.7 **Implementation planning**

Further work will be undertaken to develop a detailed implementation plan for each of the three proposed options, including analysis of the likely capital costs of works required.

5. **IMPLICATIONS OF DECISION**

5.1 **Corporate Priorities and Performance**

5.1.1 The Corporate Plan 2013 – 2016 includes objectives to “create the right environment to support families and individuals that need it - promoting independence” and to “improve the satisfaction of residents and businesses with the London Borough of Barnet as a place to live, work and study”.

5.1.2 Relevant outcomes are “to create better life chances for children and young people across the borough” and “to promote family and community well-being and encourage engaged, cohesive and safe communities”.

5.2 **Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**

5.2.1 The net budget for the Libraries service in 2014-15 is £4,536, 910.

5.2.2 On 23 June 2014 the Children, Education, Libraries and Safeguarding Committee noted the savings target of £8m allocated by the Policy and Resources Committee and agreed to complete a Commissioning Plan and savings proposals by December 2014. Each of the Committees has an allocated savings target and there are difficult decisions to make in all areas. The business planning process since then has considered each of the service components within the committee remit including:

- Education services.
- Children with disabilities, special educational needs (SEN) and high needs, child and adolescent mental health services (CAMHS).
- Looked after children and young people.
- Safeguarding and children in need.
- Family support.
- Youth (incl. youth offending).
- Libraries.

5.2.3 Since the committee meeting, a number of savings within the existing Children’s Service budget proposals totalling £1.87m have been re-profiled from 2015/16 to 2016/17. As a result, the total savings for the CELS Committee between 2016/17 and 2019/20 will be £9.87m.

5.2.4 The options presented in this report are the result of a bottom-up process to identify possible savings in the libraries service, and deliver a saving of £2.85m between 2015 and 2020. Depending on the option proposed, these savings result from different combinations of a reduction in staff across the network, a reduction in premises costs, reductions in the cost of supplies or increasing income from libraries. The proportion of the savings which results

from these areas are set out in the tables in section 9 of Appendix A.

- 5.2.5 The service is staffed (as of August 2014) by 101.82 FTE (150 posts; 73 full time and 77 part time; 33 of the part time posts Saturday and evening assistants only). 85.97 FTE (131 staff members) work across the physical network, including the home and mobile library services, and 15.84 FTE (19 staff members) are in central roles.
- 5.2.6 The consultation and other work required to bring a report back to Children, Education, Libraries and Safeguarding Committee in April 2015 will require significant effort. Much of this will be delivered using existing resources but the following additional budget is required:

Resource	Cost
Consultation – printing, independent facilitation (focus groups, drop-in sessions, consultation events), analysis of responses	£80,000
Project management	£67,500
Project officer resource – development of April report, delivery of ‘open’ library pilot	£32,850
Commercial advice	£20,000
Total	£200,350

- 5.2.7 This resource will need to be approved by Policy & Resources Committee on 2 December 2014 through the budget and business planning report.

5.3 Legal and Constitutional References

- 5.3.1 The Public Libraries and Museums Act 1964 provides a general duty for library authorities. Section 7 makes it a duty to provide a comprehensive and efficient library service for all persons desiring to make use of it. However, whilst there is a power to make facilities available to any person, the duty only applies to those persons whose residence or place of work is within the Borough or those who are undergoing full time education within the Borough.
- 5.3.2 In fulfilling its duty, a local authority must have regard to the desirability of:
- 5.3.2.1 securing that facilities are available for the borrowing of and reference to books and other printed material, recorded music and pictures and film to meet the general and special requirements adults and children;
 - 5.3.2.2 encouraging adults and children to make full use of the library service and of providing advice as to its use and information as may be required by users of the service;
- 5.3.3 The duty refers to the requirement to provide a service, it is not a duty to provide this service via library buildings. The meaning of a “comprehensive and efficient library service” has been considered by the courts, specifically in the case of R(Bailey) v London Borough of Brent (2011). This held that the duty does not mean that every resident lives close to a library, but that comprehension means delivering a service that is accessible to all residents,

using reasonable means, including digital technologies. An efficient service has been held to mean making the best use of the assets available in order to meet its core objectives and vision, whilst recognising the constraints on council resources. Decisions about the service must be made taking account evidence of needs and aspirations across a diverse community within the local area.

- 5.3.4 Case law has confirmed that a local authority cannot meet its statutory duty without having an adequate assessment of need for library services.
- 5.3.5 When making public decisions, local authorities must take account of their overarching duties and public law principles of fairness. In particular, the Council must have due regard to its public sector equality duty, must take account of all relevant information and should not take account of irrelevant information. When deciding to consult on a proposal, this must be carried out in a fair and lawful way.
- 5.3.6 Case law on consultation has confirmed four principles which must be met to ensure that consultation is lawful. These are:
 - 5.3.6.1 Consultation must be carried out at a formative stage. In this case, the committee is being asked to agree preferred options for consultation and the committee will consider at a future meeting, which, if any, of those options are the most appropriate way forward.
 - 5.3.6.2 Consultees must be provided with sufficient reasons for the proposals to allow them to understand the impact and provide an informed response. This would include details of the buildings which may no longer be used as libraries, details of changes to building size, details of changes to the library service offered in each location and details of alternative provider, where this will impact on the delivery of the service.
 - 5.3.6.3 Consultees should have sufficient time to respond to the consultation. The timing and length of consultation should take account of the nature of the decision and the method of consultation. In this case, the consultation will take place during term time and school holidays, when library use may change for children and parents. There are a variety of methods being adopted to engage the community and a period of 12 weeks during which consultees may respond.
 - 5.3.6.4 Consultation must conscientiously be taken into account by the decision maker. At the next committee meeting, Members should expect to see a full summary of the consultation responses. This does not mean that the Council is obligated to make a decision which supports the majority of respondents. When making difficult policy decisions, based on financial constraints, it will be common for consultees to have strong views in support of retaining current provision. Members must consider these views and balance this with other information to decide the most appropriate way forward.
- 5.3.7 Sections 81-85 of the Localism Act 2011 introduced a right for community, voluntary and charitable bodies and local authority employees to “express an

interest” in providing or assisting in providing a service of behalf of the local authority. Upon receipt of such an expression, the local authority must consider it and if it accepts it, must carry out a procurement process for the service. Use of this power was considered in a recent case involving libraries in Lincolnshire. If an expression of interest is made in time by an appropriate body, it must be considered by the local authority when making decisions about the future provision of library services.

5.3.8 The Council's Constitution, Responsibility for Functions within the Terms of Reference for the Children's Education, Libraries and Safeguarding Committee responsibility include:

Development and enhancement of the Library Service

5.4 Risk Management

5.4.1 Significant risks identified to date include:

Risk	Mitigation
Inability to commercially rent sites results in failure to achieve savings.	Market testing to be undertaken to increase confidence in income modelling.
Staff may become demotivated and disengaged through the consultation and implementation process.	Communication and consultation plan in place.
Safeguarding or health and safety issues from 'open' libraries model.	Risk assessment for 'open' libraries model has been completed and will be monitored through the pilot phase.
Community libraries prove unsustainable.	Discussions with potential groups to be undertaken during consultation period.
Implementation of any agreed options is delayed by legal challenge.	Robust review of process and consultation approach.

5.5 Equalities and Diversity

5.5.1 Equality and Diversity issues are a mandatory consideration in decision-making in the Council pursuant to the Equality Act 2010. This means the Council and all other organisations acting on its behalf must have due regard to the equality duties when exercising a public function. The broad purpose of this duty is to integrate considerations of equality and good relations into day to day business, requiring equality considerations to be reflected into the design of policies and the delivery of services and for these to be kept under review.

5.5.2 The specific duty set out in s149 of the Equality Act is to have due regard to need to:

- Eliminate discrimination, harassment, victimisation and any other conduct

that is prohibited by or under this Act;

- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

5.5.3 The relevant protected characteristics are – age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

5.5.1 An Equality Impact Assessment has been completed as part of the development of this paper and is attached as Appendix C. This has informed the consultation plan and the options appraisal. The equality impact assessment will be kept under review during the consultation phase and an updated assessment will be submitted to the future committee meeting. The needs assessment also has detailed information about current usage broken down into protected groups, compared with the general population in Barnet.

5.5.2 Previous consultation has indicated that some library buildings are used more by people from specific ethnic groups, that use of self service facilities may be harder or less suitable for people with certain disabilities, children and older people and that certain library buildings are less accessible than others. This has been taken into account in selection of the preferred options, however this will be subject to more detailed consultation and consideration during the next phase.

5.6 **Consultation and Engagement**

The options report found in Appendix A and the needs assessment in Appendix B summarise the consultation undertaken to date. If the recommendations of this report are agreed, consultation will be undertaken as outlined in section 4.2 of this report.

6. **BACKGROUND PAPERS**

6.1 *Strategic Library Review*, Cabinet, 26 July 2011, <http://barnet.moderngov.co.uk/Data/Cabinet/201107261900/Agenda/Document%203.pdf>

Appendix A

Barnet Council - Library Options Paper

October 2014

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2. Overview of the current service and recent changes

2.1 Composition of the service

The library service is made up of:

- Fourteen physical sites, ranging in size from Hendon (19,375 sq ft) to Childs Hill (3,767 sq ft), providing access to books and learning materials, computers, printers, photocopiers and wi-fi, study and meeting space, and a range of activities run by library staff and local community groups.
- The mobile library service, which runs for four days a week with stops in 12 locations across the Borough.
- The home library service, which provides access to books and information for people whose mobility is restricted due to age, disability or illness.
- The Local Studies and Archives service, which offers access to local historical materials by appointment three days a week, as well as online resources
- e-books, e-audio and other online resources and learning materials.
- The Schools Libraries Resource Service, which provides professional advice and support to school libraries as well as loans to support the National Curriculum.
- The Early Years service, which provides activities in libraries for under-5s and their parents and helps administer the national Bookstart scheme
- Support for adults, children and teenagers, including homework clubs and other activities.

These services are supported by a central management team and a service development team of professional librarians.

LBB is a member of the Central Buying Consortium for the purposes of stock purchase. The consortium bulk-processes new stock and does so cost-effectively.

The borough has two community libraries, in Friern Barnet and Hampstead Garden Suburb.

2.2 Budget

The full 2014-15 budget for the service is £4,536,910. The Schools Libraries Resource Service and other traded services generate income of around £13,000.

Friern Barnet Community Library receives an annual grant of £25,000, and Hampstead Garden Suburb will receive £26,630, covering rent, utilities and other services. Hampstead Garden Suburb library is located in a leased building with expiry of the lease in 2016; the rent is currently included in the annual grant from the council. Friern Barnet Library is located in a council owned building with no current obligation for rent.

The Media Fund budget for 2014-15 is £668,196 for physical and electronic books, CDs, and other audio and visual materials.

2.3 Staff and volunteers

The service is staffed (as of August 2014) by 101.82 FTE (150 posts; 73 full time and 77 part time; 33 of the part time posts Saturday and evening assistants only).

85.97 FTE (131 staff members) work across the physical network, including the home and mobile library services, and 15.84 FTE (19 staff members) are in central roles.

There were 83 volunteers working within the library service in 2012-13, against an average of 193 for the Borough's Chartered Institute of Public Finance and Accountancy (CIPFA) comparator group, which benchmarks the performance of the service against similar local authorities. The proportion of hours worked by volunteers was 0.6% against a comparator average of 5.3%.

154 new volunteer applications were received in 2013-14, 98 from adults and 56 from young people.

2.4 Recent and future developments to the service

Following 2011's Strategic Library Review, the service has carried out a programme of changes, including:

- Extending customer self-service and introducing free wi-fi across all sites.
- Initiating a phased capital maintenance programme made up of nine projects. Those still outstanding are:
 - Works to East Barnet, East Finchley and North Finchley which will improve community meeting space and ensure Equality Act compliance for these libraries.
 - Procurement of a new mobile library vehicle.
- Creating the two community libraries (as a consequence of proposals to close Hampstead Garden Suburb and consolidate North Finchley and Friern Barnet into a new landmark library).
- Initiating an ICT transformation programme which will increase network capacity, replace staff and public access PC devices, improve wi-fi, replace software such as the Library Management and public network booking systems, and resolve current firewall issues which create revenue implications and barriers to good customer service.
- Planning further rationalisation of the estate, being developed through the Council's regeneration programme and including:
 - A new library in Colindale, relocating the existing library in Grahame Park.
 - A new library in the redeveloped Gateway House building, relocating the existing library in Finchley Church End.

2.5 Condition of the library estate

The condition of the current library estate varies but many sites are likely to require significant maintenance work in the next five years. The table below summarises known major works required by site. Many sites have not been surveyed in recent years and it is likely that additional works will be required.

Library	Major work required
Burnt Oak	None
Childs Hill	External and internal building works, full electrical rewiring, Equality Act compliance
Chipping Barnet	External and internal building works, new lighting system, new heating system, Equality Act compliance
Church End	<i>Moving to new site</i>
East Barnet	Internal building works, substantial electrical works, Equality Act compliance
East Finchley	Internal building works, substantial electrical works, Equality Act compliance
Edgware	Equality Act compliance
Golders Green	External building works, Equality Act compliance
Grahame Park	<i>Moving to new site</i>
Hendon	Minor internal and mechanical works
Mill Hill	External building works, Equality Act compliance
North Finchley	Equality Act compliance
Osidge	Full electrical rewiring, new boiler and heating system, asbestos, Equality Act compliance
South Friern	None

Consideration needs to be given to the likely cost of completing these works when evaluating the future options for each site.

2.6 Current service – summary table

	Burnt Oak	Childs Hill	Chipping Barnet	Church End	East Barnet	East Finchley	Edgware	Golders Green	Grahame Park	Hendon Library	Mill Hill	North Finchley	Osidge Library	South Friern	Total
Size (sq ft)	2,691	3,767	17,222	6,405	5,834	5,113	5,748	5,070	7,040	19,375	5,597	6,512	4,445	4,445	99,265
Staffed opening hours (per week)	51.0	35.0	56.5	50.5	50.5	40.0	53.5	46.0	35.0	56.5	43.0	43.0	39.0	35.0	634.5

3. Statutory duties

3.1 Definition and guidance

Local authorities have a statutory duty to provide a library service. The Public Libraries and Museums Act (1964) states that “It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof”. However, whilst there is a power to make facilities available to any person, the duty only applies to those persons whose residence or place of work is within the Borough or those who are undergoing full time education within the Borough.

In fulfilling its duty, a local authority must have regard to the desirability of:

- securing that facilities are available for the borrowing of and reference to books and other printed material and pictures and film to meet the general and special requirements adults and children;
- encouraging adults and children to make full use of the library service and of providing advice as to its use and information as may be required by users of the service;

Case law has considered the meaning of the duty, specifically Ouseley, J in *Bailey v London Borough of Brent* [2011] EWHC 2572 (Admin), stated that:

‘A comprehensive service cannot mean that every resident lives close to a library. This has never been the case. Comprehensive has therefore been taken to mean delivering a service that is accessible to all residents using reasonable means, including digital technologies. An efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on council resources. Decisions about the Service must be embedded within a clear strategic framework which draws upon evidence about needs and aspirations across the diverse communities of the borough.’

In *Draper v Lincolnshire County Council* [2014] EWHC 2388 (Admin), the question of delivery method and access should be considered, based on the whole service, rather than the location of library buildings:

“An example of access by digital technology could involve the identification of a book followed by delivery through a mobile library. But there are no doubt other ways in which such access could be achieved. The key is a reasonable ability to access the service by all residents of the county. This means that distances and time taken to reach a library must be reasonable and any particular problems, whether physical disabilities, or created by age or family considerations, must be capable of being met. Furthermore, budgetary constraints can properly be taken into account in deciding the nature of the service provided that it meets the requirements of s.7 of the 1964 Act.”

The Secretary of State has a superintendent role over libraries and can order public inquiries into library services, where there is a concern that the library authority is not

meeting its statutory duty. In 2009, Sue Charteris led a public inquiry into Wirral public library services. The key findings from this inquiry are of importance to all library authorities. The following factors are considered relevant to this paper:

- Requirement to make assessment of local need prior to considering changes to the library service
- Requirement to consider the specific needs of adults, including older people, disabled people, unemployed people and those living in deprived areas.
- The need to have due regard for the general needs of children, including consideration of the role of schools in the library service.
- The need to take a strategic approach to the library service, rather than focusing on asset management and cost savings.
- The need to have a clear understanding of the extent and range of services currently provided within libraries.
- Consideration of the need for a comprehensive outreach service.

To comply with the duty, the Council needs to ensure that the breadth and quality of the service provided can be considered comprehensive and efficient. This will mean ensuring that the services provided meet the needs of local people. This would include:

- Securing and keeping a wide range of free resources, including books and other printed matter, pictures, sound recordings, films and other materials, to browse and borrow in sufficient number, range and quality;
- To meet the general requirements of both adults and children living, working or studying in the local area;
- Free independent information and advice from staff; and
- Encouraging use and participation of the service, for example, through clear and easy ways to join, access, shape and influence the service.

Consultation with Barnet's library users in 2011 and 2014 asked residents what they valued about library services. Many of the key points from their responses are echoed in research commissioned by the Museums, Libraries and Archives Association in 2010. The main themes are set out below.

- Libraries are important community 'hubs' or 'centres', which help local residents connect with one another and access services and activities (MLA 2010, Barnet 2014). Library buildings are also valuable as physical spaces, and mean different things to different people (MLA 2010, Barnet 2014).
- Libraries have a strong social role in bringing communities together. Libraries are seen as particularly welcoming and inclusive of marginalised people, perhaps in part because the service is free or cheap to use (MLA 2010, Barnet 2014).

- The public continue to see libraries' core purpose as focused on reading, learning and finding information. Book borrowing remains the most frequent activity, both for pleasure and study. The unique nature of library services (for example, access to reference books, free internet, an informal learning environment, children's activities, help from library staff and specialist services such as genealogy research) also attracts the public. That these services remain free or very cheap to use is again seen as essential. In Barnet, children's services and engagement with children in particular are consistently seen as core elements of the library service (MLA 2010, Barnet 2011, Barnet 2014).

The service being delivered also needs to be accessible to all residents using reasonable means, including digital technologies. It has never been the case that every resident lived close to a library, but distances and time taken to reach a library must nonetheless be reasonable and any particular problems, whether physical disabilities, or those created by age or family circumstances, must be able to be met. Budgetary constraints can be taken into account when deciding the nature of the service provided.

Lincolnshire County Council's 2014 review of their service reconfigured the library network so that 95% of the population were able to travel to a library within 30 minutes by public transport. This was tested through a legal challenge which found faults in their process but not the substance of their proposals. This 30 minute standard matches the Department for Transport's indicator measuring the accessibility of public services in a local area. Respondents to consultation carried out in Barnet in 2013 also cited a maximum journey time of 30 minutes as their optimal distance from a library.

The options in this paper use the 30 minute public transport travel time standard to judge access to sites in the Barnet library network and have modelled travel times to and from these, using Transport for London data.

In order to make best use of the assets available, proposals should not duplicate activities or resources already available elsewhere. This may involve reconfiguring activities within libraries to coordinate with those provided by other organisations and to ensure that they are not duplicating provision.

There have been a number of high profile judicial challenges to library authorities. These have focused on the following areas:

- Failure to ensure a sufficiently rigorous and timely consultation process.
- Failure to carry out a needs assessment or make a judgement as to whether, taking account of such assessment, the service is comprehensive and efficient.
- Failure to comply with the public sector equality duty.

- Failure to consider an expression of interest from a charitable organisation to manage libraries.

Successful challenges have been based on the process of decision making, as well as failing to meet the statutory duty.

The Arts Council England, in conjunction with the Local Government Association, has produced a guiding principles document in relation to community libraries. The key points in this document are as follows:

- Library services are responding to many drivers of change, including technological innovations, customer expectations, joining up services, financial challenges and localism.
- Community involvement in library services is growing, with more than one in three library authorities having at least one community library operating within their area.
- In considering community involvement, the library authority should take a strategic and long term view, preferably as part of a wider review of its library service.
- Community involvement can take many different forms, taking account of local need, partnership between the local authority and the community and asset management.
- Community libraries can be enterprising and generate income, including setting up cafes, running shops and providing related services.

4. Needs assessment

The needs assessment underpinning this strategy has made use of quantitative data drawn from the Barnet library service and from benchmarking exercises, cross-referencing this with demographic data from the Office for National Statistics and transport and accessibility data from Transport for London.

It has also made use of qualitative data about the service, including satisfaction surveys, the extensive consultation work carried out to develop the 2011 strategy, more recent consultation including a number of focus groups carried out in summer 2014 to inform the development of these options, and it has linked these to national research about library use and the needs of different residents.

The full needs assessment is attached as Appendix B.

The analysis shows that current provision is extensive and includes a range of popular services and activities. Libraries are also well-regarded by non-users. However, the proportion of residents who are library users is relatively low in comparison to similar local authorities and use of some specific elements of the service (such as the home library service and use of library PCs) is lower than others. Library use has been falling across the entire network over the past three years though there is variation between the different library branches. Book-borrowing has fallen most in East Barnet and South Friern and remained more consistent in Church End and North Finchley.

Users are sometimes unaware either of the wider library offer or of services relevant specifically to them. This has been a feature of both 2011 and 2014 consultation (for example, older people, young people, and disabled people). Libraries in some geographical areas may not be reaching the resident population and could perhaps benefit from reviewing their access (for example, Muslim residents, Gypsies and Travellers) to ensure that the service continues to meet local need. Overall, increasing awareness of the library offer is an opportunity to make it more comprehensive.

Strong feedback was given that libraries could widen their offer during consultation carried out by Barnet in 2013. To remain comprehensive in the future, the service should also look to continue diversifying its provision. BME residents have expressed wishes for more services and activities appropriate to people from diverse backgrounds in both 2011 and 2014. The BME population of Barnet is projected to increase from 38% to 42% by 2021, which suggests that these needs will increase. This would also provide an opportunity to review provision for underrepresented groups such as Muslim residents and Gypsies and Travellers. Other groups, such as lesbian, gay, bisexual or transgender residents, will need to continue to be able to access appropriate information and resources.

The service could also be made more comprehensive by increasing access in order to extend its reach. Limits on opening hours have emerged as a consistent theme, focusing on the needs of working age adults (Barnet, 2014). Use of the service is relatively low among working age adults and the service is in high demand on Sundays. Extending opening hours could help it meet the needs of this group more effectively.

The themes identified in the needs assessment will be developed further in the discussion of the various considerations and options later in this paper.

5. Outcomes and objectives

The Library Strategy was last updated in 2011. The following outcomes and objectives are largely based on those agreed at that time, but have been updated to reflect the feedback from consultation since 2011 and the financial challenges now facing the local authority.

The updated vision for the library service in Barnet is as follows:

- 1. A library service that provides children and adults with reading, literacy and learning opportunities.**
- 2. A library service that engages with communities.**
- 3. A library service that makes knowledge and information easily accessible.**
- 4. A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.**

The Council needs to ensure that it continues to perform its statutory duties, promote literacy and access to information, and ensure that the library service is suited to the needs of the local community at the same time at meeting this significant financial challenge. Over the last few years accessibility in libraries has been improved, wi-fi access has been rolled out and investment in updating the IT equipment available has commenced.

People who use Barnet's libraries hold the service in high regard, with satisfaction ratings running at close to 90%. We know that library buildings are highly valued community assets. Through consultation, people have told us that they see their libraries as community hubs: welcoming, inclusive places where residents can connect with each other, find out about local activities, and benefit from an increasing range of services and facilities.

We also know that while satisfaction with the quality of the service is high, the proportion of the population who use libraries is relatively low compared to other local authority areas. Our challenge is to provide capacity to meet public service objectives, increase usage of the service and maintain satisfaction without the funds to maintain the status quo. Our ability to achieve this is dependent on greater community involvement and the application of new technology in libraries and online.

The service needs to maintain local access to libraries across the Borough, ensuring that almost everyone will be able to reach a library from their home in less than half an hour's public transport travel time. We will make use of new technology to increase opening hours, extending the service to people who cannot currently access the service during the working day.

Promoting literacy is a vital role for the library service and we will continue to run a range of schemes and initiatives to further this goal. These will include early years activities, book clubs and homework clubs.

We will build on the strong positive support expressed by communities for their local libraries. We know that more people want to volunteer in libraries than we currently have the capacity to manage. We will ensure communities can get more involved in shaping, supporting and, where appropriate, running their libraries and the activities provided in them. We will use the library estate to support local businesses, channelling the income generated back into the service.

5.1 A library service that provides children and adults with reading, literacy and learning opportunities

Reading and learning materials are provided for loan and library use, in traditional print/hard copy formats as well as provision of e-book, e-audio and online learning resources.

The Barnet Digital Library will increase reading and learning opportunities for local people, while the physical library estate continues to offer access to reading, literacy and learning opportunities for children and adults.

At least 95% of Barnet residents can reach their local public library by public transport and have access to study space and to learning activities run for communities by communities and by local partners.

Outreach and development is targeted at those most in need, with strategic partnerships in Education, Adult and Children's Services, and appropriate local partners.

The service continues to deliver onsite and online literacy activities and reading schemes (The National Reading Offer) such as the *Summer Reading Challenge*, *Six Book Challenge* and *City Reads*.

5.2 A library service that engages with communities.

Library buildings continue to act as focal points of community activity, with further integration of services and use of library spaces which reflects local needs.

Opportunities for local people to shape and support library services are increased, through an expanded range of volunteering roles and advisory groups.

Social media and new technologies are increasingly used to deliver peer to peer customer interaction and support, offering residents the opportunities to share reading recommendations, advice and support.

Local commercial partnership opportunities are exploited where possible.

5.3 A library service that makes knowledge and information easily accessible.

Local and Council information is provided in both hard and soft copy forms.

The library service continues to act as a gateway to local services, expanding its use of self-service technology to increase access to those provided by the Council.

Online library services, accessible 24:7, offer the library service increased opportunities to deliver literacy, learning and information services out of hours and to those unable to visit static service points.

Users of the physical libraries have access to modernised ICT equipment and ICT learning support.

5.4 A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.

Barnet's libraries are configured in such a way as to support the Council in meeting these challenges.

Income from services, assets, trading and other unique capabilities is maximised in order to take the universal free-to-use library service to the maximum number of people.

Opportunities presented by new technology and improved volunteering support are maximised to preserve libraries as physical spaces/community assets.

6. Considerations

This section outlines the approaches identified that could deliver cost savings or increase income for the library service.

6.1 Volunteering and community involvement

There has been a significant trend across the country in recent years towards a much greater involvement of volunteers in the running of library services. Barnet has an unusually low proportion of hours worked by volunteers and there are roughly four times more applications to volunteer in libraries than the number of volunteers who work there. LB Redbridge is an example of a library service that makes use of volunteers to allow it to operate with lower revenue expenditure than Barnet but maintain a similar network size. Redbridge's libraries are operated by a charitable trust which may also be a way to motivate more volunteers to get involved with the service.

Respondents to consultation in Barnet have expressed broad support for greater volunteer involvement in the service, to complement the work of library staff (Barnet, 2011, 2014). Older people have expressed some concerns that this would lead to fewer trained librarians in the service; care should be taken to assure them that the number of trained librarians would not be affected.

There are a number of approaches for increasing the use of volunteers in libraries, including:

Approach	Description	Potential for savings
Enhancement of service	Use of volunteers to run additional services in libraries (e.g. toddler activities, reading clubs, job clubs).	None – may be small increase in costs to manage volunteers.
New service delivery model	Libraries could be open with one member of staff complemented by one or more volunteers (all libraries are currently staffed by two or more individuals). Potential to increase engagement from local communities with the service. Would be very difficult to manage operations in this way – it would be likely to lead to more unscheduled closures should issues arise with volunteer dependency.	Would almost halve staffing costs for a library.

Approach	Description	Potential for savings
Volunteer run service, enabled by technology	The Council would provide the building, stock, equipment and other premises related costs along with additional technology to facilitate easier opening and closing. The local authority would undertake core management tasks and volunteers would staff the library.	Staff savings.
Community run library – with specification	The Council would provide the building and potentially stock, equipment and additional technology to facilitate easier opening and closing. A community or other voluntary group would run the library and meet a minimum specification set by the library. The inclusion of a specification is likely to result in the council paying a significant grant to attract a group to run a library in this fashion. Potential to attract external funding, increased if the building is leased on a term in excess of 25 years.	Staff savings less any grant given to the community group.
Community run library – without a specification	The Council would provide the building and current stock. This group would then run the library as it saw fit, without any kind of specification. This is likely to lead to a diversification of service delivery and the development of a community hub. The freedom and flexibility in running the space is likely to attract a broader range of groups / individuals and enable a more sustainable solution. It is assumed that the Council would need to pay premises related costs. Potential to attract external funding, increased if the building is leased on a term in excess of 25 years.	Staff costs. Stock.

6.2 Reduction in library size and rental of the released space

Another approach to reduce the operating cost of a given library is to make it smaller. Significantly, the rental of any freed up space has the potential to generate significant income to support the service. The suitability of each site for sub-division and multi-use is different and some lend themselves more effectively to such proposals dependent on size, location, layout, independent access and alternative

uses. Respondents to consultation have been broadly in favour of use of libraries to generate income but are keen to ensure that profits were channelled back into the service.

The minimum size for a library has been assumed to be something similar to that in Hampstead Garden Suburb (c.540 sq ft) and moving to a library this size would lead to the greatest potential saving. This would clearly lead to a reduction in the range of stock immediately available in a given site, but this would be mitigated to some extent by the continued availability of the 'reserve and collect' service at each branch.

Achieving these savings would require some capital works to separate the space and is dependent on finding suitable tenants for each site. The lettings process and budgetary risk of not finding tenants would best sit outside of the library service in estates management where the expertise in these matters is situated.

In some cases, a better financial return from reducing library size may be secured through redevelopment and / or relocation than rental. These approaches are explored below.

6.3 Re-location

A whole library, or an element of a library, could be moved to an alternative location. The main opportunities identified are:

- Moving a library into new build premises on a development site. Under this approach, a new, more efficient library could be provided which reduces premises costs and buildings maintenance, and it can be ensured that the use of space is fit-for-purpose.
- Moving a library into an alternative Council or public sector partner building. There would be more opportunities to do this if the size of the library was also reduced.
- Moving a library into a 'community hub' building with a range of voluntary and community sector tenants could create a more sustainable format for a volunteer run library.
- Moving a smaller library into a leased property if the cost of the lease is exceeded by the potential income from the released site.
- Moving a children's library into a children's centre or alternative community venue.

Relocation would free up existing sites for rental, development or disposal and the additional income would be a further saving.

6.4 Redevelopment

A number of library sites have the potential for mixed use development with a new library facility below a number of residential dwellings, funded through the residential

development. This could reduce premises costs and buildings maintenance and would ensure that the use of space is fit-for-purpose along with the potential for a capital receipt.

6.5 Reduced opening hours

The opening hours of each library could be reduced to release staff and, to a much smaller extent, utility costs. In developing proposals of this sort consideration would need to be given to:

- Peak usage times.
- Usage by targeted groups.
- Opening across the network.
- Ability to efficiently rota staff.

6.6 Income generation

There are a variety of ways in which the service could attempt to generate additional income with varying degrees of risk. These could include:

- Digital barrier-buster for job seekers (charged to DWP)
- Hires of flexible library spaces
- Ticketed arts and cultural events
- 'Friends of Barnet Libraries' scheme
- Digital independence circles
- Vending machines and commercial collection points
- Advertising and sponsorship
- Increased fees and charges including the introduction of fines for children's stock

6.7 Library closures

The complete closure of a library service on a given site would generate revenue savings of between £135k and £480k. The statutory duty to maintain a comprehensive and efficient service relates to the service, rather than the buildings. It is therefore possible to provide a comprehensive and efficient service with fewer library buildings and other options for accessing library resources.

If the old library site was then leased, the rental income generated could also be used to mitigate the need for further cuts in service. Alternatively, income could be secured through the redevelopment of the site.

When considering site closures, a number of factors need to be considered to identify which sites would be most suitable. These would include:

- Impact on travel times for local people to their next closest library.
- Current usage of the library including equalities impact.

- Financial impact.
- Condition of the site.

6.8 The ‘open’ library.

The use of technology can now allow the Council to open and close a library without the need for any staff to be on site. Visitors would access the library during unstaffed periods by scanning their library card and entering a PIN number. Once inside they would be able to use self-serve technology to borrow and return items, use computers, print and copy. CCTV would provide additional security.

There is limited precedent for this for UK public libraries but the approach is standard for public libraries in Scandinavia and is now the norm for university libraries in the UK. It would be feasible (with some capital investment) in all libraries – but some sites would be challenging to enable and would require significant capital investment. The ongoing revenue costs are relatively low at around £10k per library per year. Unstaffed opening hours will generate activity for staff or volunteers to do at a later point – e.g. re-stocking.

This approach to library opening could be enhanced by a remote voice or video information and advice service allowing interaction with library staff in other libraries.

The technology could be implemented to:

1. Extend opening hours.
2. Mitigate a reduction in staffed opening hours.
3. Move to an entirely unstaffed opening model.

The third approach would still require staffing to maintain effective running of the library (for example in re-stocking) but these would not be offering information and advice to visitors. Some of this work could be done by volunteers.

6.9 Alternative delivery models

A range of delivery models have been considered for the library service. These are summarised in the following table:

Delivery model	Quality of services	Savings potential	Control of services	Citizen and service user focus
In-house	Service quality is currently strong – high satisfaction with the service.	None additional.	Maximum control.	Strong – although some distrust arising from implementation of previous strategy may limit ability to engage.
Educational partnership	Educational providers should have strong track record in delivery of library services.	Joining up public and educational libraries should deliver a significantly more cost effective service.	Medium – would be contractual or partnership arrangements in place.	Risk that service would cater for students at the expense of the general population – would need to be mitigated through clear partnership agreement / specification.
Staff or community owned mutual	Current management team are supportive of this approach. This would increase the likelihood of retaining expertise during change. There is evidence from other public service mutuals that staff are more productive and satisfied with their work and are better able to innovate.	The mutual could benefit from reductions in business rates (over half of which would be a net saving to the borough) and may be more successful at engaging communities and securing the services of volunteers or access alternative funding streams. No requirement for profit generation. Risk of limited commercial management expertise. Cost of transition.	Medium – likely to be contractual arrangements in place.	Strong – distinct identity could also improve ability to engage.

Delivery model	Quality of services	Savings potential	Control of services	Citizen and service user focus
Outsource - including charitable organisations	The market for delivery of library services has grown over recent years and there is evidence in London and other areas of sustained levels of service combined with savings delivery.	The models promoted tend to include an increased use of volunteering – looked at separately in this document – and from reductions in management, premises related costs and business rates (due to the charitable status of the delivery vehicle - effective 56% saving to borough). The commercial provider is likely to require a profit and this needs to be accounted for when estimating savings. Cost of procurement.	Medium – would be contractual arrangements in place.	Strong evidence from other boroughs of ability to significantly increase volunteering suggested ability to maintain this focus.

Delivery model	Quality of services	Savings potential	Control of services	Citizen and service user focus
Shared service	Should be maintained – would depend on partner authority / authorities.	There are minimal costs that would be lowered through a shared service – stock is already purchased through a consortium and the impact of operating scale on the costs of running an individual library are minimal. There are central service costs that could be shared amongst authorities such as the management overhead. Some neighbouring boroughs already have outsourced arrangements, which may impact on the availability of a shared service partner.	Medium – less control when trying to meet objectives of multiple boroughs.	May lose unique borough identity.

6.10 Changing the stock purchase model

Alternative stock purchasing models have been investigated but none have been feasible. Barnet is already part of a stock purchasing consortium and so benefits from negotiated discounts. Though individual items could be purchased cheaper in some instances, especially if purchased second hand, the processing cost of protecting the books, tagging them and entering them onto the system would negate any potential savings.

Sourcing shelf-ready second-hand stock from a major retailer or aggregator would be the only way to make material savings and still sustain high enough quality and volume. Initial market testing of this approach suggests that it is unlikely to be viable.

6.11 Reduce spend on stock

The service could reduce spend on physical and / or digital stock.

7. Financial challenge

Despite economic growth, public sector cuts will continue until 2020, coupled with rising demand. Barnet has dealt effectively with the first wave of austerity, by anticipating the cuts before they arrived and planning ahead. The Council is now planning for the next 5 years and how a further £72m will be saved.

On 23 June 2014 the Children, Education, Libraries and Safeguarding Committee noted the savings target of £8m allocated by the Policy and Resources Committee and agreed to complete a Commissioning Plan and savings proposals by December 2014. Each of the Committees has an allocated savings target and there are difficult decisions to make in all areas. The business planning process since then has considered each of the service components within the committee remit including:

- Education services.
- Children with disabilities, special educational needs (SEN) and high needs, child and adolescent mental health services (CAMHS).
- Looked after children and young people.
- Safeguarding and children in need.
- Family support.
- Youth (incl. youth offending).
- Libraries.

The process started with investigating the financial contribution libraries could make whilst still delivering a comprehensive and efficient service. As a result of this, the options presented in this report deliver a saving of £2.85m between 2015 and 2020.

8. Conclusions

Having considered the approaches in the light of the financial challenge a number of conclusions have been reached. This section outlines some opportunities for which there is a clear proposed direction of travel and others where a range of approaches still need to be considered through consultation and further investigation.

8.1 Use of volunteers

Increasing the use of volunteers should definitely be pursued to improve the services offered from libraries and / or to help mitigate other changes implemented. This will need the right resource and an improved approach to recruitment, training and volunteer management.

Of the approaches identified for a volunteer led service in a library, the preferred approach is for a community run library without a service specification. This has been chosen because it:

- Allows the facility to be used according to local community demand.
- Provides the most attractive and practically manageable approach for potentially interested groups and individuals.
- Delivers significant savings.

8.2 Closures and reductions in size

Options with and without closures need to be tested through consultation to explore potential trade-offs between this and other approaches.

When determining which libraries should be closed in the options below, the primary factor considered has been to look at the sites that can be closed whilst maintaining access to a library within 30 minutes of public transport travel time for at least 95% of residents.

Where there is a choice of sites, consideration has been given to usage levels, site condition, financial impact and proximity to other sites.

With regard to a reduction in the size of libraries, it has been concluded that if reducing, it is best to maximise income from the freed up space by leaving around 540 sq. ft. for the library. This would allow all essential services to be delivered on-site and though stock would be limited, the ability to reserve and collect any item from the whole service will significantly mitigate this.

8.3 Re-location and redevelopment

The physical condition of many library buildings means that over the medium term the likely cost of improvements to maintain them is high. Consultees have given feedback that the current library buildings can be a barrier as they are not well matched to modern library use. Elderly and disabled library users have highlighted the need for improved parking and disabled access to the library buildings, and the current estate makes it difficult to achieve these aims. As such, it has been concluded that opportunities to create new provision through relocation or redevelopment should be actively identified and explored for feasibility.

The current network is not inaccessible but only 50% of library sites are in the upper half of the Public Transport Access Level (PTAL) scale. Libraries are positioned near many of Barnet's high streets and shopping centres but their locations often limit the footfall they can attract

Plans already exist for a new library in Colindale, relocating the existing library in Grahame Park and a new library in the redeveloped Gateway House building, relocating the existing library in Finchley Church End.

Any scheme would need to result in a library that compares favourably to the proposed changes in whichever option of change was agreed for implementation. This would mean the new site would need to be at least the same size and in a location at least as well served by public transport.

Opportunities will also be sought for the co-location of libraries with other public services and community facilities. There is greater potential for this to be viable if a library is reduced in size.. There should be a presumption that under options that include smaller library sites re-location is likely to secure the best financial return.

8.4 Opening hours

Consultation exercises have consistently shown the value placed on an accessible service open at a range of times to suit various segments of the population. Experience from around the country has shown that when a library's opening hours significantly reduce and do not follow an easy to understand pattern, usage quickly declines. As such it is the Council's intention that opening hours are extended through the use of technology for all libraries remaining open.

To achieve the level of savings required from the service will require a reduction in staffed opening hours. Preparing a timetable to allocate staffed hours across the estate will need to ensure a good level of accessibility for all and safeguard usage for groups with additional requirements. Ensuring staffed times provide access for children and young people will be prioritised to ensure priority outcomes of the service can continue to be achieved.

8.5 Income generation

Additional income generation should definitely be a feature of the response to the challenges facing the service. A significant financial opportunity is to commercially rent any freed up space in the libraries estate and retain this rental income to subsidise the service. Whilst further work would be needed to deal with implementation issues (including planning) there is confidence that a range of tenants could be found should space be made available. Usage could vary from office space to community, café or retail.

Having assessed the additional income opportunities identified, the following have been chosen as priorities for implementation based on feasibility, return on investment and impact:

- Hires of flexible library spaces and parking spaces.
- 'Friends of Barnet Libraries' scheme.
- Vending machines and commercial collection points.
- Advertising and sponsorship.
- Increased fees and charges including the introduction of fines for children's stock.

Other opportunities could be explored in future to help provide additional investment for the service.

8.6 Alternative providers

The initial consideration of the various options for alternative delivery of libraries suggests that either a community or staff owned mutual or outsourced option would deliver the greatest level of benefits. The analysis shows that additional savings can be achieved through these options with the potential for other service improvements. The next phase of work should include a fuller options appraisal to be informed by consultation feedback, engagement with the management team and soft market testing.

For Hendon library the most effective option would seem to be for a partnership with an educational institution given the potential for an enhanced service that meets the needs of the predominant user base whilst also delivering savings. If this option proved unviable following further investigation, Hendon would be considered as part of the whole service as set out above.

Relevant interested parties could express an interest in running a library or a group of libraries to the Council and any expression received would have to be properly considered.

During the consultation we will explore options for the delivery model, including in-house and shared services as well as the other delivery models. While these are not preferred options, they will be considered further during the next phase and will be included in the consultation questionnaire.

8.7 Stock

If libraries are made smaller, the stock purchasing budget would be reduced accordingly so that the stock level was appropriate to the new level of storage space – all stock would be available from all libraries through the ‘reserve and collect’ service. Given the increasing demand for and wide accessibility of digital stock, it is proposed that the purchasing budget is maintained. This will ensure a more efficient library service.

9. Options

9.1 Common features of all options

A number of features would be common across all options. These would include maintaining the following elements of the existing service:

- A mobile library service – maintained at current levels and used to ‘top up’ access to the library network for communities across Barnet.
- A home library service – maintained at current levels and used to ensure easy access to the library network for people with mobility issues.
- A Local Studies and Archives service – maintained at current levels.
- Support for adults, children and teenagers, including homework clubs and other activities – available in all staffed libraries.
- The Schools Libraries Resource Service – maintained at current levels, ensuring that school-based literacy activities for children and young people in the Borough continue to develop
- The early years service – maintained at current levels.

These services will be critical in promoting access for people who find it difficult to reach physical library buildings. They also allow the service to explore different routes for maintaining literacy-related activities and access to information outside the physical library network. It will be important to raise awareness of these services as consultation has suggested many groups who could potentially benefit from them do not know that they are on offer.

The following elements of the existing service would be expanded or developed:

- Improved self-service online technology – including existing ‘reserve and collect’ service making any book available to collect from any library now made available through new account service on Council website and delivered more efficiently using new Library Management System.
- e-books, e-audio and other online resources and learning materials – maintained at current levels or increased.

Both these developments will make the service more accessible. Self-service online technology supports a flexible library network with residents able to access any book from the library most convenient to them, while the digital library will enable people to access resources without needing to go to a library building and help the service meet the needs of older and disabled people. Consultation suggests that many people who would be interested in using these services do not know they are available and use of the digital library is currently relatively low at 1.5% of all transactions, even though market developments elsewhere suggest that the appetite for digital media is expanding significantly. This suggests there is scope to extend the offer and ensure potential users are aware of it.

The options also assume:

- A new delivery model for libraries. This could be an employee or community owned mutual, a community trust or similar or an outsourced provider. It has also been assumed that a partnership with an educational institution would manage the Hendon branch, maintaining a smaller library on that site or nearby and allowing alternative use of some or all areas of the current building.
- Making use of opportunities to generate additional income. This would include increasing the use of facilities, potentially including meeting room hire, offering parking spaces for rent, collection points such as Amazon Lockers and businesses advertising in libraries and on the mobile library vehicle. It would also include some increases to fees and charges.
- A greater role for volunteers to enhance the service provided in libraries.
- Continued support to community libraries in Hampstead Garden Suburb and Friern Barnet.

Three options have been developed to best achieve the vision and objectives for libraries in Barnet and achieve the savings required. These are outlined in the following sections.

9.2 Option 1: Maintain the full reach of the existing library network.

The service would centre on four 'core' libraries, in Chipping Barnet – the busiest of our current sites; in the new libraries in Church End and Colindale (replacement for the current Grahame Park library), each of which will have state-of-the-art reading, activity and study services, and a smaller library in Hendon.

Outside these four libraries, the library space within each building would be smaller – around 540 square feet on average. We would let out space within the library buildings for commercial use – utilising our assets to their full potential and potentially supporting small and medium enterprises in line with our ambition to become the best Borough in London for small businesses. Alternatively income will be secured through redevelopment of sites, ensuring continued provision of a library in each case. It is likely that a number of libraries would move locally but any new sites would ensure equally good if not better access via public transport. Library users will still have access to books from anywhere in the network at their local library through the reserve and collect service.

This would allow us to maintain the existing library network – no libraries would close. We would extend current opening hours by 50% across the network. Library staff would be present to support library users and provide information and advice for half of current opening hours, including peak usage periods in the late afternoons and at weekends. Overall, hours would be extended using new technology to keep libraries open outside staffed times, with remote access to information, advice and support available by telephone from within the libraries during core business hours.

Under this option, savings will be achieved as follows:

	Staff	Buildings	Stock	Income
Proportion of total savings	68%	5%	11%	16%

Consultation tells us that residents value the ability to access a library near their homes and that this is particularly important for students, children and older people. Residents also tell us that they value library buildings as welcoming, inclusive spaces where communities can come together and that this is particularly important to certain groups (people with mental health issues, BME residents, and people from areas of deprivation).

This option prioritises continued access to a 'local' library for all residents who currently have this. It provides the greatest number of points at which residents can access the service of any option, and allows the largest extension to current opening hours of any of the three. Almost all residents favour this but it is likely to be of particular benefit to working age people who are currently underrepresented among library users. The network would be as physically accessible as the current service,

if not more so, with better facilities for older people, people with disabilities, and parents with children.

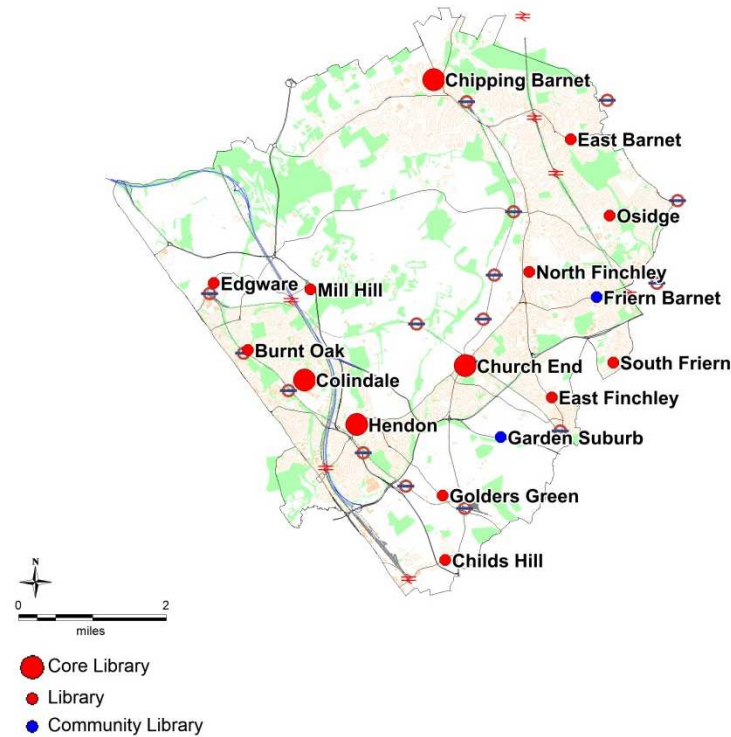
It is likely that people would use different libraries for different purposes, with the four core libraries as centres for literacy and learning activities for people from across the Borough. The smaller libraries would see some reductions in the range of activities available (activities would be likely to fall by about one fifth across the network overall), and space would need to be used flexibly, with compromises made between different uses. Some activities could be provided in appropriate locations elsewhere (for example, job clubs). The reconfiguration of library buildings needed to implement this would be likely to result in better accessibility and modernised library spaces.

Some groups of users would be less comfortable with the reduction in staffed hours (older people; adults with learning disabilities; people with mental health issues) though continuing telephone support from staff and, potentially, assistance from volunteers should mitigate this. It is proposed that unaccompanied children would not be able to access a library during unstaffed hours, although activities where an adult is present, such as school visits, could still proceed. Staffed hours would be targeted at hours of peak use, taking into account times when children most need to access libraries.

Option 1: Maintain the full reach of the existing library network – summary table

	Burnt Oak	Childs Hill	Chipping Barnet	Church End	East Barnet	East Finchley	Edgware	Golders Green	Graham Park / Colindale	Hendon Library	Mill Hill	North Finchley	Osidge Library	South Friern	Total
Size	539	538	17,222	6,405	539	571	539	539	7,040	19,375	538	538	538	538	55,460
Staffed opening hours (per week)	25.5	17.5	28.3	25.3	25.3	20.0	26.8	23.0	17.5	28.3	21.5	21.5	19.5	17.5	317.3
Un-staffed opening hours (per week)	51.0	35.0	56.5	50.5	50.5	40.0	53.5	46.0	35.0	56.5	43.0	43.0	39.0	35.0	634.5

Option 1: Maintain the full reach of the existing library network – library map



9.3 Option 2: Maintain the depth and quality of service provision within a consolidated library network.

The network would consist of eight libraries: the two new libraries in Church End and Colindale (replacement for the current Grahame Park library) and the existing libraries in Chipping Barnet, East Barnet, Edgware, North Finchley, Hendon and Golders Green. Libraries would be concentrated around the Borough’s travel hubs – at least 95% of Barnet’s population would be able to access a library within 30 minutes’ travel from their home. We would review the mobile library’s current routes to ensure any less accessible areas would also have the opportunity to access a mobile library stop.

Each library would provide a full range of activities supporting literacy for all. The libraries would be staffed for 60% of the current opening hours, including peak usage periods in the late afternoons and at weekends. Opening hours would be increased, using new technology to allow access to libraries from 7am to 10pm, outside staffed times. This would mean an increase of over 30% in open library hours across the borough despite the reduction in branch numbers. During unstaffed opening times, remote access to information, advice and support would be available by telephone.

Libraries at Burnt Oak, Childs Hill, Mill Hill, East Finchley, Osidge and South Friern would be closed and the buildings rented out for commercial use – utilising our assets to their full potential and potentially supporting small and medium enterprises in line with our ambition to become the best Borough in London for small businesses. Alternatively income will be secured through redevelopment of sites.

Under this option, savings will be achieved as follows:

	Staff	Buildings	Stock	Income
Proportion of total savings	55%	11%	8%	26%

This option would allow eight of the Borough’s largest, busiest libraries to continue providing libraries, similar, in physical size and in the range of activities provided, to the service which operates today.

The libraries that would close currently provide around 40% of activities across the network but some of these would be consolidated into other sites or could be re-provided through alternative routes. Children and young people would benefit from continued access to a broad range of literacy and learning provision under this option. Larger sites would also mean a larger amount of study space distributed across the network, benefiting children, young people and students.

This option has the highest level of staffed hours of the three, offering the highest levels of access for children and young people. Some groups of disabled people (in particular, people with learning disabilities or mental health issues) would also

benefit from longer staffed hours. Opening hours would not increase overall to the same extent as in Option 1.

The closure of the library at Burnt Oak has an impact on some BME and faith groups and on unemployed people, a high proportion of whom use this site. However, Burnt Oak library is frequently cited as an unpopular site by consultees and alternative provision is available nearby in the libraries at Edgware and Grahame Park (in future, Colindale).

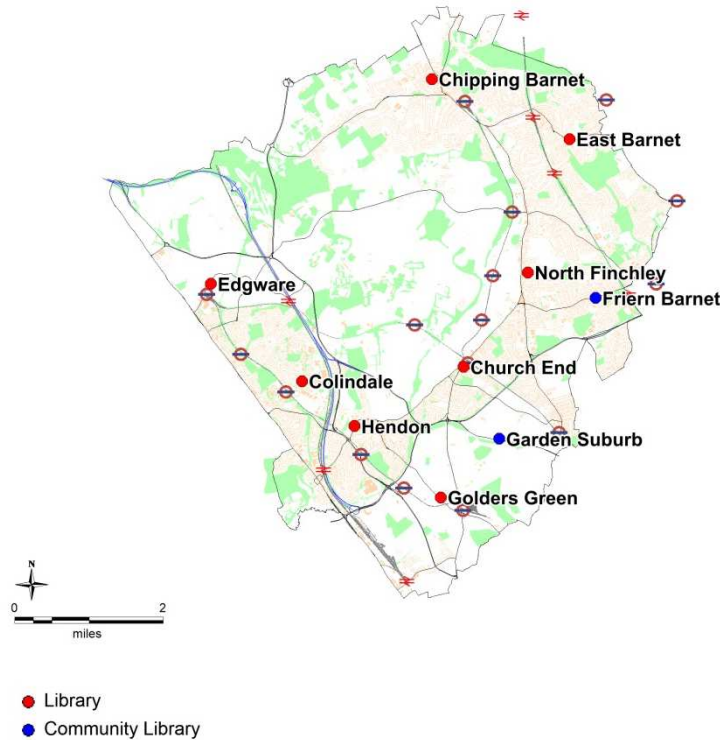
Closures would affect the ability of certain groups of residents to access a library. Just fewer than 15,000 people would be unable to travel from their homes to a library by public transport within 30 minutes. Disabled people and some BME and faith groups (Black British: Africans and Muslims) are particularly affected by these changes.

We would invest in the remaining sites to improve their accessibility and modernise them, as well as exploring redevelopment or relocation to a modern building as an option where possible.

Option 2: Maintain the depth and quality of service provision within a consolidated library network – summary table

	Burnt Oak	Childs Hill	Chipping Barnet	Church End	East Barnet	East Finchley	Edgware	Golders Green	Graham Park / Colindale	Hendon Library	Mill Hill	North Finchley	Osidge Library	South Friern	Total
Size	Closed	Closed	17,222	6,405	5,834	Closed	5,748	5,070	7,040	19,375	Closed	6,512	Closed	Closed	68,749
Staffed opening hours (per week)			39.6	35.4	35.4		32.1	32.2	24.5	39.6		tbc			270.2
Un-staffed opening hours (per week)			65.5	69.7	69.7		72.9	72.8	80.5	65.5		tbc			569.8

Option 2: Maintain the depth and quality of service provision within a consolidated library network – library map



9.4 Option 3: Community leadership of libraries

Four libraries (East Finchley, Mill Hill, South Friern and Edgware) would be offered to the community to be run as community libraries. The library space in each community library would be reduced in size to approximately 540 square feet. The library space in Burnt Oak would also be reduced to this size. The libraries in East Barnet and Childs Hill would be closed. In each case, the space released would be let out for commercial use – utilising our assets to their full potential and potentially supporting small and medium enterprises in line with our ambition to become the best Borough in London for small businesses. Alternatively income will be secured through redevelopment of sites. It is likely that a number of community libraries would move locally but any new sites would ensure equally good if not better access via public transport. We would review the mobile library's current routes to ensure any less accessible areas would also have the opportunity to access a mobile library stop.

Hendon, Burnt Oak, Chipping Barnet, Golders Green, North Finchley and Osidge, and the new libraries at Church End and Colindale (replacement for the current Grahame Park library), would be maintained as the core library network. The libraries would be staffed for 50% of the current opening hours, including peak usage periods in the late afternoons and at weekends. Opening hours would be increased, using new technology to allow access to libraries from 7am to 10pm, outside staffed times. This would mean an increase of over 30% in open library hours across the borough despite the reduction in branch numbers. During unstaffed opening times, remote access to information, advice and support would be available by telephone.

Under this option, savings will be achieved as follows:

	Staff	Buildings	Stock	Income
Proportion of total savings	65%	7%	9%	19%

This option takes the enhanced role of volunteers in the new service further by inviting communities to take over and manage a number of libraries. National research suggests that community-led library management structures tend to create clearer, community-directed visions for their libraries, fitting services to local need, increasing use by disadvantaged groups and creating stronger relationships with community service providers.

The libraries proposed as potential community libraries under this option are relatively heavily used by some BME groups, including Asian British: Indian people, Asian British: Pakistani, Black British: African and Black British: Caribbean people as well as Jewish residents. These groups would be likely to gain from the benefits associated with increased community involvement, though there would also be a

potential impact in terms of reduced professional support for these libraries and reduced space in the library buildings.

There is a cost associated with retaining sites as community libraries and the remaining Council-led network needs to be configured to prioritise efficiency as well as access. Some of the remaining core libraries would be smaller or less busy than those retained in option 2, and this option combines a lower increase in opening hours overall with a relatively high reduction in staffed opening hours.

Again, children and young people would benefit from continued access to a broad range of literacy and learning provision under this option. Maintenance of eight larger sites would also mean that study space remained distributed across the network, benefiting children, young people and students.

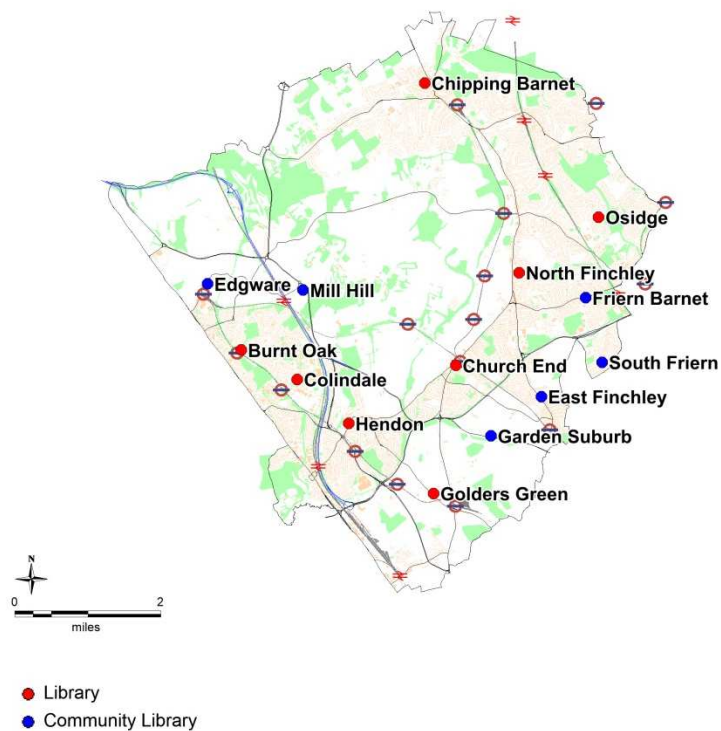
Library-led activities would be significantly reduced under this option – by around 50%. This option also has the highest fall in activities for unemployed people of the three. Library closures under this option have a disproportionate effect on disabled and older users though people in areas of deprivation and/or high child poverty are relatively unaffected.

It is possible that releasing space in the community libraries could result in re-provision of the library in a more modern, fit-for-purpose building in each case, potentially co-located with other community facilities. We would invest in the remaining sites to improve their accessibility and modernise them.

Option 3: Community leadership of libraries - summary table

	Burnt Oak	Childs Hill	Chipping Barnet	Church End	East Barnet	East Finchley	Edgware	Golders Green	Graham Park / Colindale	Hendon Library	Mill Hill	North Finchley	Osidge Library	South Friern	Total	
Size	539	Closed	17,222	6,405	Closed	571	539	5,070	7,040	19,375	538	6,512	4,445	538		
Staffed opening hours (per week)	25.5		28.3	25.3		0	0	23.0	17.5	28.3	0	21.5	19.5	0		188.8
Un-staffed opening hours (per week)	79.5		76.8	79.8		0	0	82.0	87.5	76.8	0	83.5	85.5	0		651.3
Community opening hours (per week)						TBD	TBD				TBD			TBD		

Option 3: Community leadership of libraries – library map



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Appendix B

Libraries needs assessment

October 2014

Executive summary:

This needs assessment analyses current and recent use of the library service. It includes an analysis of relative take-up of the service by different demographic groups, including those protected under the Equality Act 2010 and those identified as having specific needs from libraries under the Charteris Review (2009). The data shows that service provision is extensive, but take-up is below average for some aspects of the service. The public are sometimes unaware of the range of services that libraries offer. Activity varies greatly across different libraries within the network. Use of the overall service has fallen over the last three years. Use of digital library services has seen a substantial increase in the same period, though this is still only a small part of overall use.

There are a number of instances in which users are unaware of the wider library offer or of services which are targeted specifically at them (consultation in Barnet in 2011 and 2014). Consultation carried out in 2013 produced strong feedback that libraries could widen their offer. Overall, this suggests that Barnet could make its provision more comprehensive by increasing awareness of the library offer and by looking to increase access to the service to extend its reach.

The needs assessment then examines the efficiency of the current service, looking at the distribution of resources, the condition and location of the library estate, opportunities for partnership, and use of digital channels. It identifies a number of opportunities to improve the efficiency of the service. The use of digital resources could be increased: many current library users are interested in online resources but unaware of the scale of what is available. The proportion of hours worked by volunteers is currently very low in Barnet in comparison to its local authority peer group. Other local authorities, such as LB Redbridge, have realised substantial efficiencies from working more extensively with volunteers.

There are opportunities to use the estate more effectively, making more efficient use of space within existing libraries and realising more opportunities to generate revenue. Some libraries might be better relocated or redeveloped into modern buildings able to meet residents' access needs more effectively and lacking the substantial maintenance liabilities of the current estate or to rationalise it. Rethinking

opening hours could also help target potential user groups more efficiently, particularly working age adults who are currently less well represented among library users.

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1. Note on data sources:

This needs assessment draws on the following data sources. The publically available statistics used are listed at the end of this paper.

1.1 Quantitative data on library use:

- Annual statistics on library use and management, collected by the Chartered Institute of Public Finance and Accountancy (CIPFA), and used to benchmark Barnet against a group of fifteen comparable local authorities (CIPFA 2013-14). Because there is a two-year time lag for verification of statistics, this includes information on the libraries at Friern Barnet and Hampstead Garden Suburb.
- Annual statistics collated by the Library Service about activity in libraries, including loans, reservations, and visits to libraries, between 2011-12 and 2013-14 (Barnet Annual Statistics, 2011-12, 2012-14, 2013-4).
- Data collected by the Library Service on other activity in libraries (other transactions, computer use; library-led events; community activities) in 2013-14 (Barnet Library Data, 2013-14).

1.2 Satisfaction surveys:

- Satisfaction survey undertaken with adult library users in 2009 (CIPFA Adults, 2009)
- Satisfaction survey undertaken with children in 2014 (CIPFA Children, 2014).

1.3 Consultation:

- Research and consultation carried out by the Museums, Libraries and Archives Association on the future of libraries (MLA, 2010)
- Consultation undertaken to inform the development of the 2011 Library Strategy (Barnet 2011)
- Consultation and engagement undertaken to inform the development of the Council's Priorities and Spending Review (Barnet 2013)
- Consultation undertaken to inform the development of these options (Barnet 2014).

More detail about the methodology and a description of past consultation can be found at the end of this paper.

2. Use of libraries by the general population

Service provision is extensive, but take-up is below average for some aspects of the service. The public are sometimes unaware of the range of services that libraries offer. Activity varies greatly across different libraries within the

network. Use of the overall service has fallen over the last three years. Use of digital library services has seen a substantial increase in the same period, though this is still only a small part of overall use.

2.1 Service provision is extensive

Barnet's library infrastructure is large. The network had 17 service points, including the mobile and community libraries, against the average of 12; there are still 15 libraries, including the mobile library, run directly by the Council in 2013-14. The number of computer terminals is above average (67.3 against 61.6 on average). The proportion of libraries offering public wi-fi is relatively high at 76% against an average of 58%. The number of visits to Barnet libraries is also slightly higher than average for comparable local authorities (6,043 per 1,000 population against an average of 5,666; fifth highest in the group). (All figures CIPFA 2013-14.)

There were 2,609 library-led events in 2013-14, with more than 44,000 attendances (23,152 adult attendances and 20,954 child attendances). 218 of these were adult literacy events (1,281 adult attendances at these). 914 were child literacy events, including school visits and outreach (15,365 child attendances and 7,813 attendances by accompanying adults). There were 132 different types of community-led event delivered across the library service (Barnet Library Data, 2013-14).

2.2 Take-up is below average for some aspects of the service

While the number of visits to Barnet's libraries is relatively high, the proportion of people in Barnet who are active library borrowers is the fifth lowest in the comparator group (148 per 1,000 people against an average of 182). Taken with the higher-than-average number of library visits (above), this suggests that Barnet has a relatively small but engaged user base. Similarly, the number of housebound readers using the home library service was the sixth lowest at 0.9 per 1,000 people against the average of 1.4.

The number of book issues (3,586 per 1,000 people against the average of 4,336), the stock turn (3.2 issues per item per year against the average of 3.5; third lowest in the group) and the level of stock (1,282 items per 1,000 people against the average of 1,408) are all below average for the group. The number of hours of PC use per 1,000 people is the fourth lowest in the group (433 against the average of 567). (All figures CIPFA 2013-14.)

2.3 The public are sometimes unaware of the range of services offered

Both at national and local level (MLA 2010, Barnet 2011, Barnet 2014), consultation suggests that the public are unaware of the range of services offered by libraries, even among the specific groups they are intended to benefit. For example, in Barnet, disabled people were unaware of the home and mobile library service

(Barnet 2011, 2014), while children and young people did not know about online study resources designed to benefit them (Barnet 2011).

2.4 Activity varies from library to library across the network

In 2013-14, there were:

- 1,209,483 loans and 22,663 reservations at static library sites.
- 18,967 loans from the mobile library and 35,675 from the home library, with 2,495 reservations across the two services (Barnet Annual Statistics, 2013-14).
- 2,363,023 transactions at the static library sites and 22,451 at mobile and home libraries (Barnet Library Data, 2013-14).

The libraries with the highest numbers of media-related transactions were Chipping Barnet, Hendon and Edgware. Osidge, South Friern and Grahame Park had the least. Hendon, Chipping Barnet and Edgware were most visited in order to borrow books. Childs Hill, South Friern and Grahame Park were the lowest on this measure.

The number of transactions per borrower gives a sense of whether the library has a larger number of users who each take out a small number of items or whether a smaller number of users are carrying out many transactions. In Hendon, South Friern, Grahame Park and Burnt Oak the number of transactions per active borrower is relatively low (implying the former), while in East Barnet, Childs Hill and Chipping Barnet it is relatively high.

The number of transactions per visitor gives a sense of the proportion of library activity that relates to borrowing books and other media. In Childs Hill, Mill Hill, Osidge and East Finchley the number of transactions per visitor is high, suggesting that many people using those libraries are doing so to borrow books and media. In East Barnet, South Friern, Church End and Grahame Park the transactions per visitor are low, suggesting that people visit those libraries for other services or activities. (Transaction and borrower figures Barnet Library Data, 2013-14.)

There were 49 visitors per hour across all static sites and 9 visitors an hour at the mobile library. Chipping Barnet (93 visitors per hour), Hendon (89) and Church End (77) were the busiest sites while the quietest were Burnt Oak (27), Grahame Park (26), Osidge (26) and Childs Hill (18).

The total average visits per open hour across the service are shown in the table below, broken down by day of the week. On Sundays, the network is only open for around 25% of the usual opening time, which may account for the higher visit rate.

Mon	Tues	Wed	Thurs	Fri	Sat	Sun
51	45	51	50	49	50	88

(Visitor figures Barnet Annual Statistics, 2013-4.)

The average number of computers per library is 16, with Hendon at the top of the scale with 28 and Childs Hill at the bottom with 4. Data on the hours of use per computer and the number of minutes of wi-fi usage suggest that:

- Computers are most in demand at Edgware, Church End and Burnt Oak.
- Those in South Friern, Grahame Park and Osidge are more lightly used.
- Wi-fi activity is concentrated in Hendon and Chipping Barnet.
- Wi-fi use in East Finchley and Childs Hill is particularly low (Barnet Library Data, 2013-14).

Hendon provides the largest numbers of library-led events (296), followed by South Friern (255) and East Finchley (244). The number of library-led events at Osidge is notably low (72). Chipping Barnet, Edgware and Mill Hill have the highest number of different types of community-led events (23, 20 and 14 respectively) with a smaller range of events delivered at Osidge (5), Golders Green (4) and Burnt Oak (1) (Barnet Library Data, 2013-14).

2.5 Use has changed over the last three years

Across all physical library sites (excluding the home and mobile library and the two sites which are now community libraries), loan and reservation activity have each fallen by approximately 22% over the last three years.

- Book-borrowing activity (loans and reservations together) has fallen most in East Barnet (by 29.2% since 2011-12), Burnt Oak (by 27.2%) and Hendon (by 23.8%).
- Book-borrowing has remained much more stable in Osidge, where it is only 12.2% lower; Mill Hill (14.6% lower) and North Finchley (15.2% lower).
- The total number of active borrowers at the static and mobile sites has fallen by 16.5% (16.5%, again, for the static sites overall and 20.7% for the mobile and home library services).

Use of the digital library has risen by nearly 40% overall since 2011-12 (38.7%), driven by a 63.7% in e-book loans. e-audio loans rose substantially from 2011-12 to 2012-13 but then fell in 2013-14 in an overall decrease of 4.3%.

(All figures Barnet Annual Statistics, 2011-12, 2012-13, 2013-14.)

3. The purpose of libraries: needs of the general public

Members of the public have certain expectations of what a library service should provide. Various public consultations in Barnet (in 2011 and 2014), as well as national research commissioned by the Museums, Libraries and Archives Association (in 2010), have asked the public about their expectations and some consistent themes have emerged. Libraries also support the delivery of other public service outcomes in addition to their own statutory duties.

3.1 What the public want from library services.

Consultation with Barnet's library users (Barnet 2011, Barnet 2014) asked residents what they valued about library services. Many of the key points from their responses are echoed in research commissioned in 2010 from the Museums, Libraries and Archives Association. The main themes are set out below.

Libraries are important community 'hubs' or 'centres', which help local residents connect with one another and access services and activities (MLA 2010, Barnet 2014). Library buildings are valuable as physical spaces; safe places with a pleasant environment that people can visit for social contact, study or quiet time alone – significantly, libraries mean different things to different people (MLA 2010, Barnet 2014).

Libraries have a strong social role in bringing communities together. With library participation much more evenly distributed across the population than other cultural activities, this ability to reach across the social spectrum is an asset. Libraries are seen as particularly welcoming and inclusive of marginalised people, perhaps in part because the service is free or cheap to use (MLA 2010, Barnet 2014).

Library use is motivated primarily by the services on offer. The public continue to see libraries' core purpose as focused on reading, learning and finding information. Book borrowing remains the most frequent activity, both for pleasure (76% of those surveyed) and study (44%). A significant proportion of those surveyed make regular use of library computer services (20%) and DVD and CD rental (15%). The unique nature of library services (for example, access to reference books, free internet, an informal learning environment, children's activities, help from library staff and specialist services such as genealogy research) also attracts the public. That these services remain free or very cheap to use is again seen as essential. In Barnet, children's services and engagement with children in particular are consistently seen as core elements of the library service (MLA 2010, Barnet 2011, Barnet 2014).

Service delivery is similarly important, with a good customer experience highlighted in the report as something the public want from libraries. A good range and choice of books, friendly and knowledgeable staff and a convenient location were listed as the most important drivers of user satisfaction (MLA 2010).

Among non- and lapsed users, the primary reason for not using libraries involved 'motivations and preferences', i.e. having no need, no interest, or no time; or preferring to buy books. This accounted for 87% of responses. Only a small proportion (8%) attributed their non-use to 'barriers' such as poor health, lack of transport, lack of information, or illiteracy and an even smaller one (2%) cited 'disincentives' such as lack of choice, restrictive opening hours, inconvenience of returning books, or insufficient language provision (MLA 2010). In Barnet, much stronger emphasis has been placed on a perceived need to extend opening hours (Barnet 2014). In previous consultation, around one in eight non-users cited inconvenient opening hours or locations as a barrier in Barnet (Barnet, 2011).

Library services are widely valued, even by non- and lapsed users. There is, however, low awareness of the full range of services on offer. The MLA's report emphasises the need for libraries to not only raise awareness of what they do, but continue to communicate effectively with users and potential users (MLA 2010). Consultation in Barnet supports this finding with groups repeatedly being unaware of services from which they could benefit (Barnet 2011, 2014).

3.2 Libraries deliver other public service outcomes

Local learning strategies for children and young people (Barnet's Children and Young People's Plan 2013-16 and the Education Strategy for Barnet 2013-16) will require libraries to continue to work in partnership to provide services and support for children and young people in and out of educational settings. Libraries have an important role to play in delivering local adult learning and skills priorities through the provision of free support and access to information, and activities such as CV workshops and Job Clubs which support adults back into work. The service works closely with Barnet College on its Community Learning Programme. Specifically, the new library in Colindale will play a key role in the regeneration of the Grahame Park area. Middlesex University students are significant users of resources and study space in the Hendon library. There were 28,910 full time students in Barnet at the time of the 2011 Census; this is a group with significant needs from the library service.

Libraries also contribute to targets for improving health and wellbeing in Barnet, including reductions in social isolation, increased inclusion in local communities, providing access to information, and participating in neighbourhood and community-based networks for older people (Barnet Health and Wellbeing Strategy 2012-15). They support specific initiatives such as Dementia-Friendly Communities and the Safer Places scheme providing respite for vulnerable adults. They are likely to be required to continue doing so under any renewed Health and Wellbeing Strategy.

4. The specific needs of particular demographic groups

This section of the assessment sets out differences in use of the library network by different demographic groups, and research, consultation and feedback from those groups about their needs where these differ from those of the general population.

Groups covered include those protected under the Equality Act 2010, as well as groups identified within the Charteris Review (2009) as having specific needs from the library service (unemployed people, people from areas of high deprivation).

The library service does not collect data on many of the demographic characteristics protected under the Equality Act 2010 as this would be considered disproportionate given the purpose of the service. In some cases such as users' date of birth, information is often collected but the gaps in the data are large enough to make it an unreliable source of evidence about differential use of the service.

For the purposes of this review, the Council needed to ensure that it could access data which would give it an up to date picture of how the service was being used, and enable it to pay due regard to its duties under the Equality Act 2010.

Transaction data from the year 2013-14 was drawn from each library, anonymised, weighted, and matched to data at small area level from the 2011 Census. This created a picture of the likely extent to which each library was being used by people from different demographic groups.

The data has been treated as indicative, has been supplemented with qualitative feedback from residents and other research findings, and will be used as the basis for some elements of the consultation process. Findings are not definitive – they are to be used as the starting point for further investigation.

4.1 Overall profile of library users

The overall demographic profile of library users is similar in makeup to that of the Borough, but the data suggests that there are statistically significant differences for the following protected characteristics:

- **Disability:** People whose day to day activities are limited a lot do not use libraries as much as other sections of the population.
- **Ethnicity:** White British and Irish people form a higher proportion of library users than their percentage of the Borough's population. Gypsy and Traveller residents are underrepresented among library users.
- **Religion and faith:** Jewish residents form a relatively high proportion of library users. Muslim residents use libraries slightly less than would be expected.

This section of the paper sets out the needs of specific demographic groups and where their use differs from that of the general user population of libraries, including high use of particular libraries within the network. Again, these findings are indicative rather than definitive.

4.2 Profile of the needs of different groups

4.2.1 Ethnicity

The library service does not collect user data on ethnicity in the course of providing the service.

Analysis of transaction data suggested that the breakdown of library usage by different ethnic groups was:

	Library	Borough
White; English/Welsh/Scottish/ Northern Irish/British/Irish	50.4%	49.8%
White; Gypsy or Irish Traveller	<0.5%	<0.5%
White; Other White	15.9%	16.1%
Mixed/Multiple Ethnic Groups; White and Black Caribbean	0.8%	0.8%
Mixed/Multiple Ethnic Groups; White and Black African	0.8%	0.8%
Mixed/Multiple Ethnic Groups; White and Asian	1.6%	1.6%
Mixed/Multiple Ethnic Groups; Other Mixed	1.4%	1.4%
Asian/Asian British; Indian	7.6%	7.6%
Asian/Asian British; Pakistani	1.4%	1.4%
Asian/Asian British; Bangladeshi	0.6%	0.6%
Asian/Asian British; Chinese	2.2%	2.3%
Asian/Asian British; Other Asian	5.8%	5.9%
Black/African/Caribbean/Black British; African	4.8%	4.9%
Black/African/Caribbean/Black British; Caribbean	1.1%	1.1%
Black/African/Caribbean/Black British; Other Black	0.9%	0.9%
Other Ethnic Group; Arab	1.3%	1.3%
Other Ethnic Group; Any Other Ethnic Group	3.5%	3.5%

(Barnet Library Data, 2013-14)

White British and Irish people's use of libraries was higher than would be expected given the makeup of the Borough's population.

Of individual Black and Minority Ethnic groups, Gypsy and Irish Traveller people were the only ones to show disproportionately low representation. Gypsies and Travellers were more likely to use the libraries in Chipping Barnet and Golders Green than in other parts of the Borough. While the error rate is potentially high given that the Gypsy and Traveller population is small, there is often low take-up of public services among the Gypsy and Traveller community and the Council will undertake further engagement with this group to ensure they are not being excluded.

National research (Taking Part, cited in MLA, 2010) has shown a substantial difference in library usage levels between those of white ethnicity and those from a BME background. BME people are much more likely to have visited a library in the last year, and while library visits have fallen across the board over the last five years they have done so much more slowly among BME library users (by 6.9% against 9.3% for white library users, MLA, 2010).

In Barnet, BME consultation respondents have been significantly more in favour of proposed changes to the service, such as the increased use of volunteering, self-service, and technology than the general population (Barnet 2011, 2014). In 2011 BME respondents were particularly supportive of the idea of the digital library, though some groups (such as parents) were also less likely to be aware of existing online resources.

BME respondents have consistently been keen to see more tailored activities aimed at people from diverse backgrounds, including (in 2014), people from different age groups. They valued libraries as physical spaces in part because this provided opportunities for people of shared heritage to meet, and were particularly keen to see more and improved spaces and services for children and young people (Barnet 2014).

4.2.2 Religion and belief

The library service does not collect user data on religion or belief in the course of providing the service. Analysis of transaction data suggested that the breakdown of library usage by different religious groups was:

	Proportion of library usage	Proportion of Borough population
Christian	40.1%	41.2%
Buddhist	1.2%	1.3%
Hindu	5.9%	6.2%
Jewish	17.6%	15.2%
Muslim	9.2%	10.3%
Sikh	<1%	<1%
Other religion	1.1%	1.1%
No religion	16.1%	16.1%
Religion not stated	8.5%	8.4%

(Barnet Library Data, 2013-14)

The data suggests that the proportion of use by Jewish people is higher than would be expected given the makeup of the Borough's population (to a statistically significant extent), while Muslim residents use libraries slightly less than would be expected given the makeup of the Borough's population.

This finding is surprising because the national Taking Part survey, which monitors the uptake of cultural events among different demographic groups, shows that there are differences in participation between religious groups and that Muslims are significantly more likely to use libraries than other religious groups (DCMS survey, cited in MLA, 2010). Barnet's consultation exercises have ensured that people from a range of religious backgrounds are represented and these did not identify any specific needs or barriers relating to use by people from different religious groups. However, further engagement will be undertaken to identify whether there are any specific access barriers for Muslim residents in Barnet.

The data also suggests that some libraries are used more than would be expected by people from particular religious groups. Muslim people are relatively heavy users of Burnt Oak and Childs Hill libraries. Jewish people are heavier users of Edgware, Golders Green, Hendon and Mill Hill than would be expected even given the high numbers of Jewish people in those areas.

4.2.3 Disability

The data suggests that disabled people are responsible for roughly 14% of library usage, 7.5% of transactions being carried out by people with a moderate disability and 6.5% with people whose day to day activities are limited a lot. People whose day to day activities are limited a lot make significantly higher use of libraries in Burnt Oak, Childs Hill and Grahame Park, and relatively low use of the libraries in Church End, Hendon and Mill Hill.

Consultation with disabled people has suggested that the aspects of the service they value most highly are

- Book lending.
- Access to information and resources.
- Access to online facilities.
- Education and community facilities.
- Libraries as a focal point of the community and of learning for local people.
- Libraries as places which offer a warm welcome at the same time as learning, social and personal development opportunities (Barnet, 2011).

Following on from this, respondents who had mental health issues or learning disabilities describe libraries as welcoming, inclusive places, and as community 'resources' which reduce social isolation (Barnet, 2014). People with sensory impairments were enthusiastic about the role of library reading groups in reducing isolation.

People with disabilities have reported relatively 'heavy' library use: 64% of disabled respondents said that they also used a library at least once a week in Barnet, 2011. Parents of disabled children reported high levels of library use in Barnet, 2013.

Respondents have stressed the importance of working toilet facilities and user-friendly furniture (Barnet, 2011). More generally, access is seen as a potentially significant issue for disabled users by both users themselves and by others (Barnet, 2011, 2014).

Some users suggest the mobile library can mitigate lack of access to more centralised services. However, physical disability and mental health disability focus groups and participants in the in-depth interviews for people with sensory impairments reported that they had not known about the mobile and home services and were keen to learn more about other services and activities on offer (Barnet, 2014). Again, this suggests that the library service could be better at marketing its offer to those who may need it.

Disabled people praised the book exchange service within libraries (people with physical and learning disabilities were in favour of this) and the ability to access a wide network of local libraries. People with learning disabilities suggested that some improvements could be made around access to easy read print and audio book stock and more up-to date information about their disabilities. People with sensory impairments noted alternative ways of accessing content such as ebooks available from the Royal National Institute for Blind People (RNIB) (Barnet, 2014).

Some specific views emerged around potential changes to the service:

- Potential concerns were expressed about a move towards more digital provision. The mental health issues group liked the therapeutic qualities of paper books, while people with learning disabilities were concerned that digital resources would be difficult for them to access (Barnet, 2014).
- The prospect of longer opening hours (especially if in the evening and if facilitated by volunteers) was welcomed (Barnet, 2011, 2014).
- People with sensory impairments had some concerns about the skills of volunteers and sought reassurance that volunteers would be properly trained (Barnet, 2014).
- If the library was not staffed, people with learning disabilities suggested that easy read symbols should be installed to help people find their way around the building and use the library (Barnet, 2014).

4.2.4 Gender

The transaction data suggests that library usage by men and women mirrors the profile of the Borough overall.

Some gender differences emerged in responses to the 2011 consultation. The most significant of these were:

- Men were more likely than women to agree with increased use of self-service technology.

- Men were more likely to access online resources while women were more likely to borrow books.
- Women were more likely than men to cite parking as a problem.
- Women were more likely than men to request longer opening hours.

No significant differences from the general population emerged within the 2014 consultation.

4.2.5 Sexual orientation

The library service does not collect user data on sexual orientation and this data is not available from the 2011 Census.

If use by lesbian, gay and bisexual people (LGB) followed the proportion of the national population who are LGB it would run at approximately 6% or just over 11,000 active borrowers. A small proportion (3%) of respondents to the 2011 consultation identified themselves as lesbian, gay or bisexual but this response rate was too low to draw out specific findings. The library service stocks materials tailored to LGB people. Research carried out elsewhere (*Voice Counts*, a 2010 consultation carried out in Hertfordshire) identified a need for libraries to continue to provide specific media relating to LGB people and access to relevant information.

4.2.6 Gender identity

The library service does not collect user data on gender reassignment and this data is not available from the 2011 Census.

GIRES, the Gender Identify Research and Education Society, estimate that 0.6-1% of the population may experience gender dysphoria (a medical term used to describe the negative feelings associated with the sense that a person's gender identity doesn't match up with the body they were born in). If this proportion held locally it would suggest that 750-1000 library users might be affected. National research suggests that people affected by gender dysphoria, particularly children and young people, often have difficulties because of a lack of relevant information about issues which affect them and improved access to information is therefore likely to have a particular benefit for this group.

4.2.7 Marriage and civil partnership

The library service does not collect user data on marriage and civil partnership. Analysis of transaction data suggests that library use by widowed people is higher than would be expected from the proportion of the Borough's population who are widowed.

Research carried out by Age UK (Loneliness and Isolation Evidence Review, 2014) suggests that widowed people may be disproportionately at risk of loneliness and

isolation, which may mean that the inclusive nature of libraries is important to this group.

4.2.8 Older adults

Analysis of transaction data suggests that 13% of library transactions are carried out by people aged 65 and over, as opposed to just under 14% for the Borough as a whole. This difference is not statistically significant.

The data suggests that Childs Hill has disproportionately heavy use from older adults, who are also less likely to use the libraries in Burnt Oak, Grahame Park and South Friern.

The service areas most valued by this group were similar to those valued by disabled people:

- Book lending (also in Barnet, 2014; and older people in 2011 were more likely than other groups to support higher spending on stock).
- Access to information and resources.
- Access to online facilities.
- Education and community facilities.
- Libraries as a focal point of the community and of learning for local people, supporting community events and activities as well as an expanded learning offer.
- Libraries as places which offer a warm welcome at the same time as learning, social and personal development opportunities (Barnet, 2011).
- Older people have consistently stressed the importance of having access to a library close to home, and of having adequate parking and disabled access (Barnet 2011, 2014).
- Parking was cited as a barrier to greater use of libraries, but older people were less concerned than others with potential barriers created by restrictions on opening hours (Barnet, 2014).
- Older people were concerned that any greater use of volunteers would dilute service quality (Barnet, 2014).

4.2.9 Pregnancy and maternity

The library service does not collect user data on pregnancy and maternity, but existing information and the 2011 consultation gives some specific findings relating to parents (including those of older children).

Access emerges as a theme for parents, both in terms of physical access – more parents reported using a car to access the library than any other group – and in term of opening hours. 43% of those with children in their households who responded to the 2011 survey commented on potential increases to opening hours.

Parents also benefit from increased services for children and young people, and in particular, parents of disabled children have emerged as heavy library users (Barnet, 2013). Parents of young children also benefit from any increased accessibility for wheelchair users as this improves accessibility for buggies and pushchairs at the same time.

Consultation responses have suggested that parents are more likely to be internet users away from libraries and overall, slightly more likely to use Barnet library services online. However, BME parents were less likely to be aware of online services than parents from other groups (Barnet, 2011).

4.2.10 Children and young people

Children are a key library user group. Respondents to the 2011 consultation from all demographic groups saw engagement with children, including outreach and literacy services, as a core duty for libraries. The data suggests that take-up of library services by children and young people is relatively high for under-16s but falls for 16-17 year olds.

Children and young people responding to the consultation said that they want access to:

- Better space within physical libraries, set aside for their use.
- Appropriate music, film and computer games.
- Advisory services such as careers and education, but also social issues (Barnet, 2011).

This group welcomed the idea of more volunteers in libraries and the possibility of longer opening hours. In later consultation, access to study space was seen as an area where service provision could be stronger as existing space is currently used to capacity (Barnet, 2014).

Young people said they were unaware of a range of services which are specifically targeted at them, such as online learning resources (Barnet 2011, 2014). Both consultations suggested that a perception of libraries as 'boring' might be a barrier to use for children and young people (Barnet 2011, 2014).

Take-up of services might be improved by better communication about the library offer though if stigma is a barrier for young people who do not currently use libraries, alternative ways of providing study space might be a more appropriate option.

4.2.11 Working age adults

Analysis of transaction data suggests that only 45% of library activity is carried out by adults aged 18-64, even though they make up nearly 63% of the Borough's population. They are overrepresented in Church End and Hendon and underrepresented in Childs Hill. Issues for working adults have focused on restricted

opening times and the need for more weekend and evening opening (Barnet 2011, 2014). This group is likely to benefit more from longer hours, or hours targeted outside the working day.

4.2.12 Unemployed people

Analysis of transaction data suggests that around 2% of transactions are carried out by people claiming JobSeekers Allowance, matching the Borough profile, and just fewer than 6% by people claiming out of work benefits, against a Borough average of 7.1%.

The data suggests that Burnt Oak has a disproportionately high number of transactions from people claiming JobSeekers Allowance given its catchment area. Grahame Park and South Friern both have disproportionately high transaction rates from JSA claimants and people on out of work benefits, while Golders Green and Hendon have lower-than-expected rates. The library service has offered jobseekers additional free PC access through a JobCentre Plus referral scheme for several months. Take-up of this scheme was concentrated in Hendon, Chipping Barnet and Church End with data suggesting no use at all taking place in East Finchley or Mill Hill over the three-month period. The 2011 consultation suggested that unemployed people make heavy use of libraries – 84% of those responding to the consultation who were unemployed used a library at least once a week. Unemployed people were also more likely to use any of the online services provided (Barnet, 2011).

In 2014, the unemployed people's focus group was strongly invested in the physical library service, focused on libraries' role in making books, computers and the internet accessible and affordable and on libraries being a place of shelter, reducing isolation. The group was unaware of the e-book offer and the participants didn't own e-readers; they stressed the need to continue providing print books and warned that fines could be a barrier to low-income people accessing other media such as DVDs. They were also unaware of the library service's job clubs even though these would be specifically targeted at them.

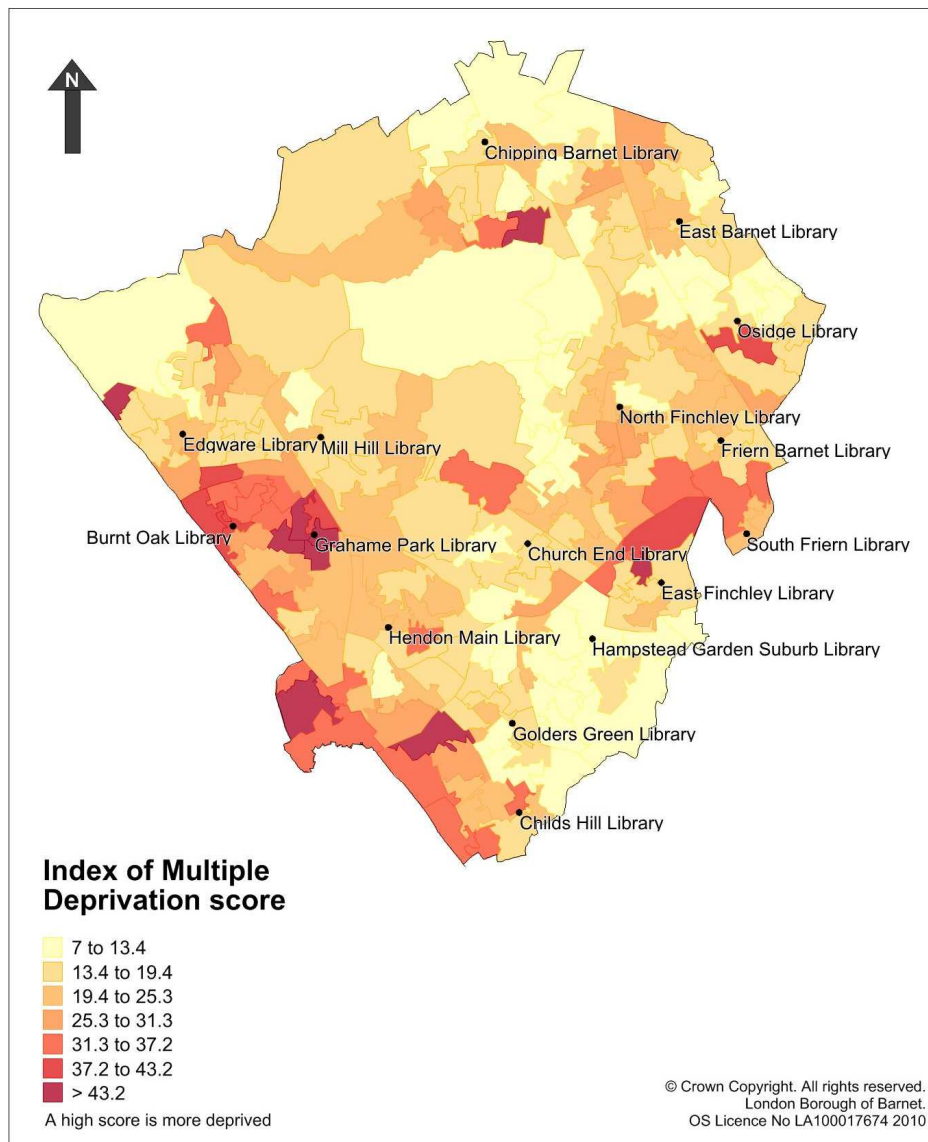
4.2.13 Areas of deprivation and low income

The data suggests that people from areas of deprivation and from areas with high child poverty are less represented among library use than they are among the general population. 17.2% of library activity comes from areas with high child poverty, against 20.1% for the Borough, while 4% of library transactions come from areas where deprivation is high, against 5.7% of people in the Borough who live in areas among the 20% most deprived nationally. Data suggests that users from areas of high deprivation or child poverty are more concentrated in Burnt Oak and Grahame Park, suggesting that people from areas of deprivation may tend to use libraries close to their homes. The data suggested that Golders Green has a low proportion of activity drawn from areas of deprivation.

Members of the deprivation and low income focus group during the 2014 consultation placed particular emphasis on the physical aspects of libraries and their ability to help reduce isolation, and their inclusive nature. This group expressed a wish for longer opening hours. They were not aware of the home and mobile library services.

The 2010 English Indices of Deprivation are the most recent indicator set relating to deprivation. The map below shows the Index of Multiple Deprivation scores for each LSOA in the borough (the higher the score the more deprived an LSOA). Clusters of more deprived areas can be found primarily in the west of the borough around the areas of Burnt Oak, Grahame Park and Colindale, in East Finchley in the east and Dollis Valley in the north. These areas all fall within the 30% most deprived LSOAs in United Kingdom (LSOAs recording a score of over 31 are in the 30% most deprived LSOAs nationally).

Deprivation in Barnet



Libraries were matched to the Indices of Multiple Deprivation ranking for the area in which the site stands. The libraries in the areas of highest deprivation were Burnt Oak and Grahame Park, which are in the top 20% of deprived areas nationally. The Colindale replacement site for the Grahame Park library is also currently in the top 20% of deprived areas although regeneration plans mean this is likely to change. Hendon and East Barnet are both in the top 50% of deprived areas nationally. All other libraries are in the lowest 50-70% though Childs Hill, Osidge and South Friern are all close to areas which are in the most deprived 30% nationally and East Finchley is near two areas in the most deprived 20%.

5. Making the service more comprehensive

The data shows that current provision is broad, includes a range of popular services and activities, and offers high satisfaction to users. Libraries are also well-regarded by non-users. However, the proportion of residents who are library users is relatively low in comparison to similar local authorities and use of some specific elements of the service (such as the home library service and use of library PCs) is lower than others (the latter is likely to be due in part to the quality of the equipment and the current IT transformation programme is addressing this). Library use has been falling across the entire network over the past three years though there is variation between the different library branches. Book-borrowing has fallen most in East Barnet and South Friern and remained more consistent in Church End and North Finchley.

Users are sometimes unaware either of the wider library offer or of services relevant specifically to them. This has been a feature of both 2011 and 2014 consultation (for, for example, older people, young people, and disabled people). Libraries in some geographical areas may not be reaching the resident population and could perhaps benefit from reviewing their access (for example, Muslim residents, Gypsies and Travellers) to ensure that the service continues to meet local need. Overall, increasing awareness of the library offer is an opportunity to make it more comprehensive.

Strong feedback emerged from consultation in 2013 (Barnet, 2013) that libraries could widen their offer. To remain comprehensive in the future, the service should also look to continue diversifying its provision. BME residents have expressed wishes for more services and activities appropriate to people from diverse backgrounds in both 2011 and 2014. The BME population of Barnet is projected to increase from 38% to 42% by 2021, which suggests that these needs will increase. This would also provide an opportunity to review provision for underrepresented groups such as Muslim residents and Gypsies and Travellers. Other groups, such as lesbian, gay, bisexual and transgender residents, will need to continue accessing appropriate resources.

The service could also be made more comprehensive by increasing access in order to extend its reach. Limits on opening hours have emerged as a consistent theme, focusing on the needs of working age adults (Barnet, 2014). Use of the service is relatively low among working age adults and the service is in high demand on Sundays. Extending opening hours could help it meet the needs of this group more effectively.

6. Distribution of resources

The CIPFA data benchmarks the service's use of resources against comparator local authorities using a figure for the revenue cost per 1,000 population. Barnet is in the middle of the comparator group. Most of the cheaper library services occupy far

fewer physical buildings – only one is similar to Barnet in scale. This is the Redbridge library service, which is managed by a trust and run with a high proportion of provision by volunteers.

Barnet's spend patterns (based on 2012-13 data) can also be compared to the average for local authorities in the comparator group. The proportion of revenue spent on employees and premises was marginally higher, while the amount spent on support service costs was nearly 7% higher than the average. The proportion spent on stock and other materials was slightly lower than the average. However, in this year the budget available for stock purchase was set at an unusually low level and in previous and subsequent years has been around 30% higher than in 2012-13. This would bring Barnet closer to the average for the proportion of revenue spent on materials, and substantially below the average for the proportion of revenue spent on staff. The service would remain substantially above average for support service costs.

	Barnet	Average
	% of total spend	% of total spend
Employees	53.31%	52.58%
Premises	13.32%	12.19%
Total materials	7.40%	9.26%
Computing costs	<i>Not reported</i>	4.14%
Other supplies and services	2.13%	3.73%
Transport	0.18%	0.50%
Third party payments	1.17%	1.93%
Support service costs	22.49%	15.68%

(All spend figures CIPFA 2013-13).

The average cost per transaction across the service is £1.69. The library with the highest transaction cost is Grahame Park (£3.06), followed by South Friern (£2.35), Burnt Oak (£1.88), and Osidge (£1.88). These four libraries are relatively small in size but all have low levels of transactions and activity. The fifth and sixth highest transaction costs are at Hendon (£1.77) and Chipping Barnet (£1.62), the two largest libraries. These costs are both around the average level for the service. The lowest transaction costs are at Childs Hill (£1.27) and East Finchley (£1.26).

The average cost per visitor across the service is £2.39. The library with the highest cost per visitor is Childs Hill at £3.84, followed by Osidge (£3.27), Grahame Park (£3.14), Mill Hill (£2.60), South Friern (£2.52) and Burnt Oak (£2.48). Again, these are libraries with relatively low footfall. The library with the seventh highest cost per visitor is Hendon (£2.24), which is just below the average for the service overall. The lowest costs per visitor are at Edgware (£1.90), East Barnet (£1.89) and Church End (£1.50). (All figures Barnet Library Data, 2013-14.)

CIPFA have benchmarked the 2012-13 year's cost per visitor (£2.97) against Barnet's comparator group and found it slightly below the average of £3.19, sixth lowest for the group. However, the cost per book (£6.34) is slightly above average at £6.47, sixth highest for the group (CIPFA, 2013-14).

Employee expenditure as a percentage of revenue expenditure in 2012-13 was average for the comparator group at 53%. Material expenditure as a percentage of revenue expenditure was below average (7% against a 9% average) and is the third lowest for the group. Support service costs were relatively high – 22% against an average of 16% and the fourth highest for the group. CIPFA also benchmarked the relative proportions of the estimated revenue expenditure for 2013-14. Here, employee expenditure is the highest percentage of revenue expenditure in the comparator group, at 74% against the group average of 53%.

Barnet's libraries have low scores in contrast with the comparator group across most indicators relating to volunteering. The number of volunteers, number of volunteer hours and number of hours per volunteer place Barnet in the lowest four libraries in the group for each. The proportion of hours worked by volunteers is 0.6% against a group average of 5.3%. Trends show that in 2008-9 Barnet was not far below the average for volunteers (with 38 volunteers against the average of 41) but the gap has widened substantially to 83 Barnet volunteers against an average of 193 for the group. Edgware, Chipping Barnet and Hendon see the highest number of volunteer applications for adults; Chipping Barnet, North Finchley, East Finchley and Mill Hill have the most applications from children. Osidge and South Friern see very low levels of applications from either group.

7. The library estate

7.1 The condition of the estate

The library estate is in need of significant capital investment. As well as internal and external maintenance, all libraries apart from Hendon, Burnt Oak and South Friern require large-scale works to ensure they are fully accessible to disabled users and other people with restricted mobility (elderly people, parents with young children).

In 2011, face-to-face consultation identified the current 'look, feel and ambience' of a library as a significant block to greater use. Respondents wanted a mixture of relaxation areas where chatting was permitted, refreshments, quiet study areas and 'brighter, more modern, less stale environments' (Barnet, 2011).

7.2 Location: population trends, access and transport

7.2.1 Significant population trends

The Greater London Authority (GLA) issues annual ward level population projections which use the 2011 Census as a baseline and project Barnet's population all the way to 2041. The 2013 projections show the following significant trends:

Colindale is Barnet's most populous ward in 2014 and is also predicted to experience the greatest change in population between 2014 and 2021 (over 50%). The existing Grahame Park library is in Colindale and the new facility with which it is being replaced will serve that population.

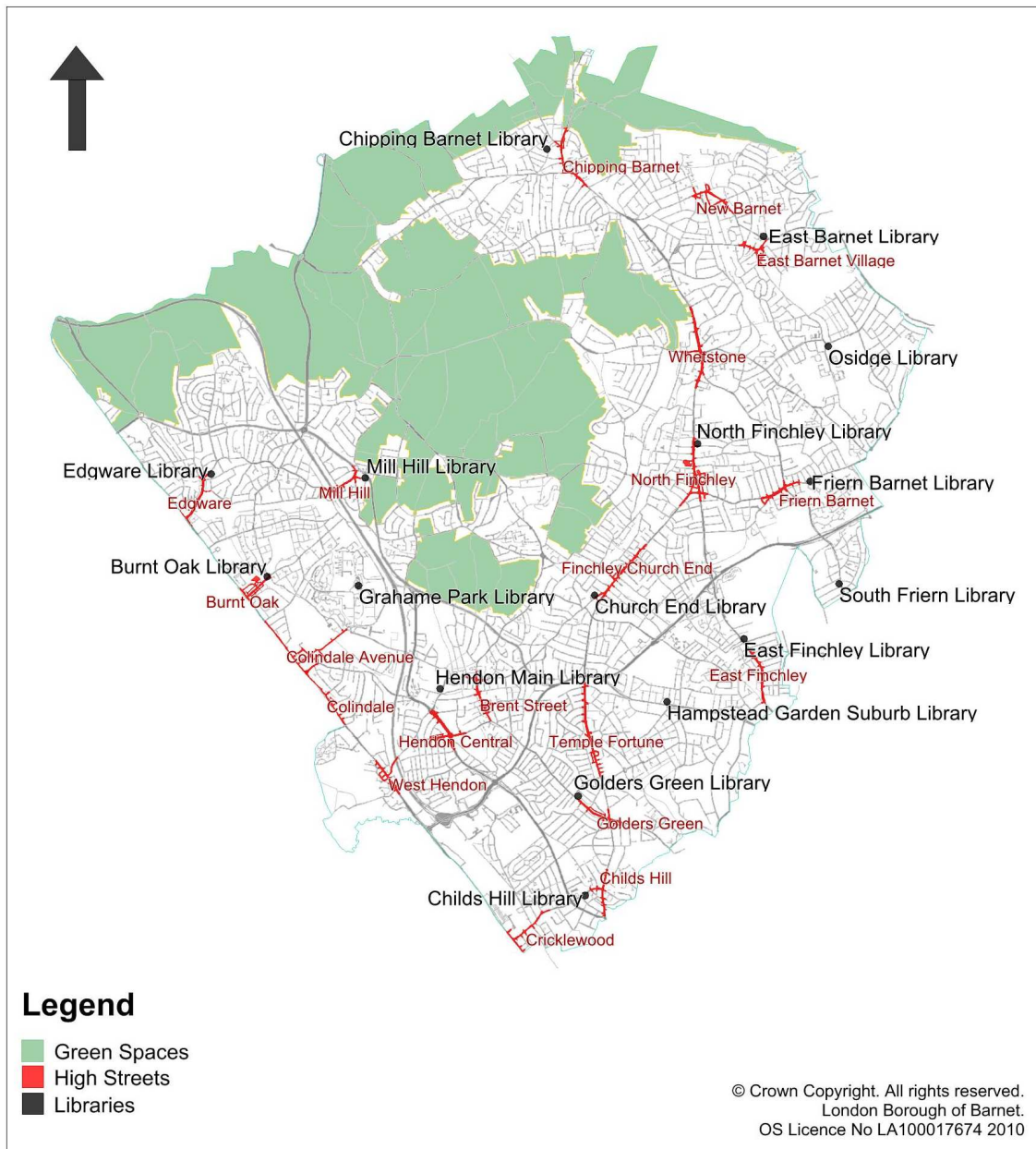
Golders Green currently has the highest proportion of children aged 0-15 (more than 1 in 4 residents) and the highest population of children compared to all other wards. Its population is predicted to grow by almost 30% to 2021.

Burnt Oak is the Borough's most densely populated ward, with 8,586 residents per square km; it also has a high proportion of children (approximately 1 in 4 residents). However, its population is not expected to change significantly to 2021.

7.2.2 Access

The diagram below maps libraries against roadways which have shops along them and which therefore attract passing footfall. For reference, it includes the two community libraries. Of the libraries which are still part of the Council's statutory network, only Osidge and South Friern are more than 250m from any of Barnet's high streets.

Barnet Libraries and Streets with Shop Frontage



While libraries in Barnet are predominantly placed close to town centres or shopping streets, some consultation has suggested that they could be better located within those areas to attract more footfall and spontaneous visits. Suggested locations included shopping centres (Barnet, 2011).

7.2.3 Transport

Barnet has high car ownership in comparison to other London Boroughs (6th of 32). 71.3% of Barnet's households own a car or van (Census 2011). However, this is still low in comparison to the rest of England and Wales (Barnet is 300th of 348 local authorities). Maintaining access to libraries by public transport is therefore important to ensure all who need to use the service are able to do so.

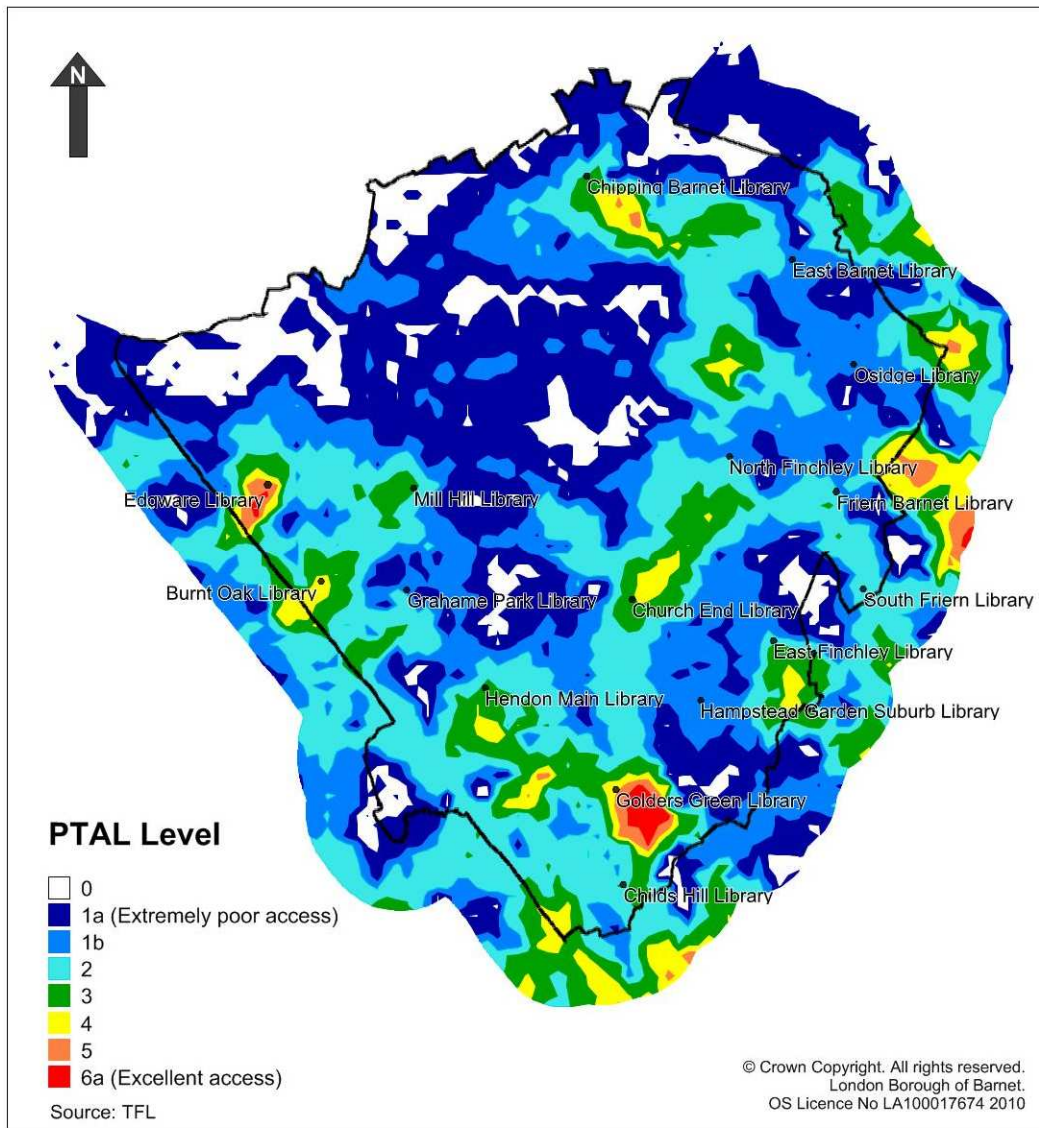
Participants in the 2014 consultation felt that the existing libraries are well served by public transport; Transport for London provides free or discounted travel for key groups who are also likely to need to access libraries (children, young people and students; people in search of employment, older people, people with disabilities).

The Public Transport Accessibility Level (PTAL) rating of an area indicates its proximity to regular transport routes which provide access to numerous destinations. The ratings run from 0 through 1a (extremely poor access) up to 6a (excellent access).

Barnet's best located libraries are Edgware and Golders Green. The next most accessible libraries are Chipping Barnet, Burnt Oak and the current library site at Church End. Hendon and Mill Hill fall in the middle of the scale while East Finchley, Childs Hill and South Friern are lower. In the east of the Borough, Osidge, East Barnet and North Finchley are all difficult to access. The current library in Grahame Park has very poor public transport links but its new site in Colindale will be more accessible.

The diagram below shows the PTAL ratings for each site, including the two community libraries.

PTAL Rating for Barnet



7.3 Use of library space for other purposes

Use of libraries by other groups is variable. Chipping Barnet hosted the largest number of non-library-led events in 2013-14 (23), followed by Edgware (20) and Mill Hill (14), as well as regular use by other groups to provide activities in the library space. Church End (6), Childs Hill (6), Osidge (5) and Golders Green (4) held the lowest numbers of events. Burnt Oak held only one event in that year but additional space in the building is used in an alternative way by Barnet's Customer Services.

Responses to consultation suggested that residents would like to see the library offer widened and that they felt libraries could do more, either by making more of their role as community spaces and events or by incorporating other services into libraries (Barnet, 2013).

8. Other opportunities

8.1 Sharing costs with partners or other local authorities.

A feasibility study has been carried out on the potential for commissioning a shared service with a neighbouring borough. The study determined that there were limited opportunities for economies of scale. Barnet is part of a stock purchase consortium and therefore already realises some of these opportunities. The distribution of Barnet's libraries – spread around the edges of the Borough – would make it difficult to rationalise the estate across borders and maintain provision in the centre of the Borough.

Some libraries have functioned as phase 3 children's centres in the past and potential opportunities have been identified to co-locate children's centres and other services into libraries. So far there have been limited suitable opportunities identified to relocate libraries within operational buildings used by other services.

8.2 More use of digital channels

Use of the library's digital resources is growing but e-books and e-audio still make up less than one per cent of stock overall (0.81%; 0.56% of all book stock and 3.6% of all AV stock). Market developments (for example, Kindle book sales overtaking those of printed books from Amazon) suggest that the appetite for digital media has expanded significantly over the last three years. While library use and provision of digital media has increased substantially, it is nowhere near that of traditional media.

9. Making the service more efficient

Data and feedback suggests that the following options may provide opportunities to increase the efficiency of the service:

11.1 Greater use of digital resources.

Digital resources have the potential to allow libraries to deliver access to the wider world of knowledge and information to people currently unable or unwilling to access the physical sites, in an efficient manner. There are some restrictions on the range of stock available due to publishing and licensing issues, but many current library users are interested in online resources and unaware of the scale of what is available now. The online 'reserve and collect' service, now to be made more easily available alongside other Council services on the Barnet website, will also make access to physical library stock easier and more flexible, and the rollout of a new Library Management System will enable reservations using this service to be processed more quickly and efficiently by library staff.

11.2 Increase the proportion of hours which are worked by volunteers.

Of local authorities with lower revenue spend per 1,000 population in Barnet's peer group, most have much smaller physical networks. The exception is Redbridge who instead achieve efficiencies through high levels of volunteer involvement. Barnet has an unusually low proportion of hours worked by volunteers and there are roughly four times more applications to volunteer in libraries than the number of volunteers who work there. Redbridge's libraries are operated by a charitable trust which may also be a way to motivate more volunteers to get involved with the service.

Non-users and young people have welcomed the idea of more volunteer involvement, assuming service quality is not diluted (Barnet, 2011). Older people have expressed some concerns that this would lead to fewer trained librarians in the service; care should be taken to assure them that the service quality offered can remain strong.

9.3 Make more efficient use of space within existing libraries and realise opportunities to generate revenue.

The use of library space for non-library events or activities varies across the network. A review of local partnerships in 2013 identified a number of opportunities to increase the links between local libraries and local groups. Where space is available for community groups and events it allows a broader range of activity provision and use of the buildings than is possible for library staff to provide as well as generating what in some cases (such as Chipping Barnet) is a significant income stream. In the 2011 consultation, non-users of the library service were more likely to want increased community space than users were. Increasing the use of community space could therefore potentially also broaden the library user base.

9.4 Better library buildings in better places.

The current library estate requires significant capital investment running into millions of pounds. The largest area of cost is to make Barnet's older buildings Disability Discrimination Act compliant and therefore fit for purpose for all users under the Equality Act 2010. Some groups (elderly people in the 2011 consultation, for example) have highlighted the need for improved parking and disabled access to the library buildings, but the current estate makes it extremely difficult to achieve these aims. Consultation has identified a desire for brighter, more modern library buildings able to accommodate a variety of uses, including both quiet study space and places to meet and interact, without these interfering with one another. This is not always possible in the current library buildings.

The current network is not inaccessible using public transport but only 50% of the library sites are in the upper half of the Public Transport Access Level (PTAL) scale. Libraries are not far from Barnet's high streets but the location of many of the current buildings limits their appeal for alternative uses and the footfall they can attract.

There may be opportunities to create a more efficient service by prioritising the newer library buildings from the current estate and exploring opportunities to relocate libraries to new, more effective sites. This would also be likely to create a more comprehensive service as it would enable the network to better meet the needs of key groups with access issues, such as older adults, disabled people and parents with young children.

The 2011 consultation suggests library users who make use of online library services are also relatively frequent visitors (50% of this group also visited a library at least once a week), suggesting that access to physical sites should be maintained. There is, however, potential for some greater efficiency of service provision in making physical sites smaller but ensuring that all stock continues to be available across the network.

9.5 Examine variations in use across the network.

There is substantial variation in usage levels from library to library. In many cases this is correlated with a higher transaction cost or cost per visitor. There is the potential to increase efficiency by rationalising the estate. Some groups (such as working age adults) are underrepresented among library users and there may be more efficient ways to meet their needs.

9.6 Access at different times.

Limits on opening hours were cited as a barrier to use across a number of groups in both the 2011 and 2014 consultations. Extending opening hours was a priority for most of the 2014 focus groups. Participants felt, variously, that opening times across the borough had been reduced so that libraries closed too early (although hours have not in fact reduced). The BME, mental health, unemployed and low

income/deprivation groups all cited this as an issue for people in full time employment. Young people in 2011 and 2014 also reported that opening times did not meet their needs. It is possible that by rethinking the times of day at which libraries are open the service could be provided in a more efficient way. It is important to users that opening times remain consistent from day to day (Barnet, 2011, 2014).

In 2011, non-user respondents to the consultation were significantly more dissatisfied than users with the current opening hours (1 in 4 against 1 in 7). This again emerged as a theme for non-users in the 2014 focus groups. It seems likely that rethinking or extending opening hours would also potentially result in a more comprehensive service, able to meet the needs of a greater range of users.

In 2014, respondents were asked when they would like to see libraries open: some asked for more Sunday opening but most argued for libraries to remain open later in the evenings.

9.7 Use of new technology: the 'open' library

Scandinavian libraries have for some years operated on an 'unstaffed' model in which the library buildings are kept open outside staffed hours, accessed using a swipe card and PIN. The technology which enables this has only recently been introduced in UK public libraries though unstaffed access is the norm in universities.

The technology provides an opportunity to maintain or increase access to library buildings and core library services while reducing their running costs. It would also make a volunteer-led model more sustainable by reducing dependency on volunteers and making volunteer management less intensive.

Library users have been asked for their general views on self-service technology, including, potentially, an unstaffed library. Participants have been enthused by the idea of the extended opening hours this could permit, but wanted reassurance that support would be available if needed. They wanted reassurance that this solution would not result in a reduction in trained librarians, and that security considerations would be taken into account (Barnet, 2014).

Previous experience of rolling out self-service technology suggests that users accept such changes as a way of reducing costs but will be concerned about reduced contact with library staff (Barnet, 2011). This approach to library opening could be enhanced by a remote voice or video information and advice service allowing interaction with library staff in other libraries, which would mitigate some of the concerns users have with self-service solutions

10. Demographic data sources and statistics

10.1 Using public data and statistics

The library service does not collect data on many of the demographic characteristics protected under the Equality Act 2010 (this would be considered disproportionate given the nature of the service) and in other cases data collected is partial.

So that the Council could use recent data to consider whether the service meets users' needs, transaction data from the financial year 2013-14 was matched to data at small area level from the 2011 Census and other sources. This was used to produce an overall profile of users of the book-borrowing service and compared to the overall demographic profile of the Borough.

The transaction data was aggregated to Lower Super Output Area level. The transactions were weighted according to the demographic profile of the Lower Super Output Area and aggregated to produce an overall profile of library users.

The profile of library users was compared against the Borough's population. The proportions of each demographic group using the library service, or a particular library, were put through a statistical test to assess whether they differed from the general population or from the overall profile of library users.

Where a change to the service was being assessed, the characteristics of the group of people affected by that change were similarly tested to see if that change had a disproportionate impact on a particular demographic group.

10.2 List of demographic data sets and statistics

- ONS (Office for National Statistics) Census 2011 data on age, gender, disability, ethnicity, and religion
- DWP (Department for Work and Pensions) data on claimants of out of work benefits and JobSeekers' Allowance
- HMRC (Her Majesty's Revenue and Customs) data on child poverty
- DCLG (Department for Communities and Local Government) data on the Indices of Multiple Deprivation
- GIRES (Gender Identity Research and Education Society) data on the prevalence of gender dysphoria (gender identity)
- DTI (Department for Trade and Industry) data estimating the proportion of the population who are lesbian, gay or bisexual.

11. Details of past consultation in Barnet

The following consultation exercises were used to inform the development of these options. The key findings are summarised throughout this report.

11.1 Consultation for the Strategic Review of the London Borough of Barnet Library Service (January 2011)

A consultation was taken to inform the 2011 strategic review. Initiated in 2010, its key objective was to establish how to modernise and develop libraries in the borough within a reduced budget. The consultation comprised three different strands:

- 6 group discussions in November 2010 convened by Alpha Research with people who live, work or study in the Borough. Each group formed a representative sample of people from across the Borough, with good spread by demographics and library usage. All discussions involved at least 8 respondents.
- Consultations from October to December 2010 with various community and voluntary organisations and their members, convened by CommUNITY Barnet. The consultations involved 27 different targeted groups with protected characteristics. Focus groups and ballot box presentations were the predominant methods used, with some short informal workshops also held.
- A general population online survey, designed and hosted by the London Borough of Barnet on their website, running from October to December 2010, received 1,670 responses (non-user responses supplemented by 60 telephone interviews conducted by Alpha Research). An additional online survey for young people, running from November to December 2010, received 58 responses.

11.3 Priorities and Spending Review Engagement (October - December 2013)

In September 2013 the London Borough of Barnet commissioned OPM to consult with local residents, service users, and businesses to help inform the Priorities and Spending Review for 2015-2020.

The consultation involved 3 Citizens' Panel workshops (a total of 78 residents) and 16 focus groups (a total of 137 residents) that were held between October and December 2013. The workshops included a reflective sample of the local population while the focus groups were targeted at specific service users, businesses and some protected characteristic groups.

The objectives of the research were to:

- Understand residents' views at the formative stage of the Priorities and Spending Review.
- Communicate to participants the need for the council to conduct the Priorities and Spending Review set in the context of the Government's continued austerity programme and rising demand for council services.
- Gain an in-depth understanding of stakeholders' priorities and how they would want the council to approach the Priorities and Spending Review over the next five years.

While none of the groups discussed libraries in detail they were mentioned in all 3 Citizens' Panel workshops, most of the social care user groups, young people's group and BME group. There was a clear view across the groups that discussed libraries that they need to widen their offer.

A Barnet Challenge online Call for Evidence was conducted by OPM from March to June 2014 as part of the Priorities and Spending Review consultation. The aim of the survey was to hear the views of organisations, businesses and residents on the future of Barnet, how the council can ensure that public services best meet the needs of the borough, how the council can change and how organisations and individuals can play a part in meeting Barnet's challenges during this time.

Evidence was sought on two main topic areas:

- Ideas on the future of public services in Barnet, and how organisations and individuals can play a role in providing some of these services.
- Ideas on how the council could be more entrepreneurial and generate more income.

20 responses were received from individual residents, 7 from organisations.

11.4 Consultation, research and engagement at the formative stage to inform the development of the Library Options Paper to be considered by the Children, Education, Libraries and Safeguarding Committee on 28 October 2014 (August - September 2014)

As part of the evidence-led review of its library service, the Council commissioned OPM to conduct a series of focus groups to discuss the current library service and what residents expect from library services in the future. The work included:

- 11 focus groups were held during August (with 88 residents) and September 2014 - one-off 1.5 hour group discussions aiming to capture the views of users and non-users of library services.
- The focus groups were selected to ensure a representative sample across groups identified as having particular needs in the Charteris Review and groups with protected characteristics. Further details can be found below.

Recruitment ensured a representative range across the following criteria:

- Age.
- Gender.
- Households: single, couples and families.
- Ethnicity and religion.
- Socio-economic areas.
- Geographical areas.

Groups identified as having particular needs in the Charteris Review and with protected characteristics were also targeted in the individual focus groups as listed below:

- General population users.
- General population non-users.
- General population users and non-users (mixed group).
- Older people (over 65s).
- Range of BME residents.
- People with learning disabilities.
- People with disabilities.
- People with mental health issues.
- Unemployed people.
- Low income households/people living in areas of high deprivation.
- Young people.

In addition, four in-depth interviews were carried out with people with sensory impairments by an independent facilitator and added to the main report as a separate section.

Equality Analysis (EqA)

Questionnaire

Please refer to the guidance before completing this form.

1. Details of function, policy, procedure or service:	
Title of what is being assessed: Libraries Strategy	
Is it a new or revised function, policy, procedure or service? Revised service	
Department and Section: Family Services, Youth and Communities	
Date assessment completed: 17 October 2014	
2. Names and roles of officers completing this assessment:	
Lead officer	Elissa Rospigliosi, Commissioning & Policy Advisor
Stakeholder groups	<p>Internal:</p> <ul style="list-style-type: none"> Commissioning Group Family Services Delivery Unit LBB Members <p>External:</p> <ul style="list-style-type: none"> Library users Library non-users “Charteris Groups”: elderly people; children; disabled people; unemployed people; people from areas of high deprivation (identified as having specific needs from libraries by Sue Charteris in her 2009 review of Wirral Libraries). Voluntary and community organisations
Representative from internal stakeholders	James Mass, Family & Wellbeing Lead Commissioner
Representative from external stakeholders	N/A
Delivery Unit Equalities Network rep	N/A
Performance Management rep	N/A
HR rep (for employment related issues)	N/A. Separate EIA completed for impact on staff.
3. Full description of function, policy, procedure or service:	
<p>Please describe the aims and objectives of the function, policy, procedure or service <i>Please include - why is it needed, what are the outcomes to be achieved, who is it aimed at? Who is likely to benefit? How have needs based on age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership and carers been taken account of? Identify the ways people can find out about and</i></p>	

benefit from the proposals. Consider any processes they need to go through or criteria that we apply to determine eligibility.

Context

Barnet has an extensive library service with high satisfaction ratings among users. Some elements of the service are relatively underused and the public can be unaware of the range of activities that libraries provide. The service was last reviewed in 2011 at which point a substantial transformation programme began, investing in more self-service technology for customers; ICT equipment and resources including new public computers and wi-fi; improvements to some of the library buildings, and rationalisation of the estate including two new libraries replacing existing buildings in Grahame Park and Church End and the creation of two community libraries.

Continuing financial constraints mean that the Council needs to explore alternative ways to deliver services and consider how it can best continue to safeguard services for the most vulnerable. Barnet has dealt effectively with the first wave of austerity, by anticipating the cuts before they arrived and planning ahead. The Council is now planning for the next 5 years and for how a further £72m will be saved.

Why is it needed?

The Council has a statutory duty, under the Public Libraries and Museums Act, 1964, to provide a 'comprehensive and efficient library service for all persons desiring to make use thereof'. To be comprehensive, the service must ensure that it is accessible to all and designed to meet local need. To be efficient, it must make the best use of the assets and resources available to it.

Since the 2011 Strategy, there have been a number of developments which offer the potential for more efficient ways of delivering the service. In particular, the increased availability of 'open' library technology (self-service technology allowing libraries to open during times at which staff are not present) outside its existing Scandinavian market; much greater community involvement in library services (including volunteer-led models such as community libraries), and improved digital and online services make it possible to deliver library services in different, more cost-effective ways.

On 23 June 2014 the Council's Children, Education, Libraries and Safeguarding Committee noted the savings target of £8m allocated by the Policy and Resources Committee and agreed to complete a Commissioning Plan and savings proposals by December 2014. Each Committee has an allocated savings target and there are difficult decisions to make in all areas. The business planning process since then has considered each of the service components within the committee remit to identify possible savings as a contribution to this target and the impact these could have.

The process began by investigating the financial contribution libraries could make whilst still delivering a comprehensive and efficient service. As a result of this, the options presented in this Committee report would deliver a saving of £2.85m between 2015 and 2020. Through the development of a new model of library provision, the Council will be able to meet these financial challenges whilst safeguarding services for local people, especially those in more vulnerable groups.

The purpose of the paper this EIA accompanies is to set out proposals for the future of the service for public consultation and feedback, which will inform a decision to be made next year by the Children, Education, Libraries and Safeguarding Committee.

What are the outcomes to be achieved? What are the aims and objectives?

The following outcomes are largely based on those agreed for the 2011 Strategy, but have been updated to reflect feedback from consultation carried out since 2011 and the financial challenges now facing the local authority. The Children, Education, Libraries and Safeguarding Committee will be asked to agree these updated objectives on 28 October 2014.

1. A library service that provides children and adults with reading, literacy and learning opportunities.
2. A library service that engages with communities.
3. A library service that makes knowledge and information easily accessible.
4. A library service that can withstand current and future financial challenges and safeguard services for vulnerable people.

Changes to the previous objectives

The new strategy will aim to provide **‘a library service that provides children and adults with reading, literacy and learning opportunities’**. This consolidates and replaces the following previous strategic objectives:

- Increasing reading, literacy and learning opportunities for children
- Promoting reading and learning opportunities for adults

The library service will now aim to sustain reading, literacy and learning opportunities for children, rather than increasing them.

The library service will continue aiming to promote its reading and learning opportunities for adults more effectively: this has been identified as a key area in which the service could enhance its reach and become more comprehensive.

The new strategy will aim to provide **‘a library service that is at the heart of the community’**. This replaces the previous strategic objective:

- Engaging with communities and offering improved community spaces, access and resources

The changes to this objective are designed to reflect the Council’s growing ambition to mobilise community capacity to support the library service, including enhanced roles of volunteers, community leadership of libraries, and peer to peer interaction and support for residents facilitated by social media and new technologies.

The new strategy will aim to provide **‘knowledge and information that is easily accessible’** in place of the previous strategy’s objective:

- Providing easy access to the wider world of knowledge and information.

Much of the work intended under the previous strategy to promote access to knowledge and information is now in train or has been completed. The new strategy aims to maintain and enhance this access.

Finally, the new strategy proposes an additional objective, to ensure that **‘the Council is able to meet current and future financial challenges and safeguard services for vulnerable people’**. This involves configuring the library service in such a way as to support the Council in meeting these challenges, using opportunities presented by new technology and improved volunteering support are maximised to preserve libraries as physical spaces/community assets and deliver a more efficient service, and acts to frame a number of the service developments proposed in this paper.

Where there are differential impacts resulting from the changes to these objectives for particular

equality strands these are set out in section 4 (below).

Various possible directions for the service have been identified, based on technological developments, the changing context of library provision, and innovation and best practice from elsewhere. These have been considered in order to design a delivery model which can achieve these outcomes while ensuring the service is run as efficiently as possible. Three options, which combine these considerations, are being proposed for public consultation.

The options involve **maintaining some services at existing levels**, especially those aimed at outreach (such as the home and mobile libraries) and at developing provision outside libraries (such as the Schools Libraries Resources Service).

Other existing service areas will be **developed and extended**, such as **digital provision and electronic resources; online and self-service technology** such as the 'reserve and collect' service; **current income generation initiatives** such as meeting room space and vending machines.

Other developments considered include

- **An enhanced role for volunteers** which significantly extends the range of volunteer-led activities available in libraries. Barnet's libraries currently have very low levels of volunteering in comparison to similar local authorities and there is scope to make greater use of community capacity to complement the work carried out by paid staff. National research suggests that increased community involvement in libraries results in higher take-up of the library service and is thought to act as a stepping stone towards benefits such as increased numbers of community groups and activities in libraries, disadvantaged groups using libraries more, and stronger relationships with community service providers, particularly learning providers (Arts Council, *Community Engagement in Public Libraries*, evaluation update, March 2011).
- **Rationalising the library estate to ensure buildings are fit for purpose.** The library estate is in need of significant capital investment with major work needed to fulfil current backlog maintenance requirements and prevent the buildings from deteriorating further. In addition, consultation has identified a number of functions which the public would like library buildings to fulfil but which are not possible within the current estate, including enhanced accessibility for elderly and disabled people, 'bright, modern spaces', and more logical configurations of buildings to allow multiple uses including meetings/activities and reading/study.
- **Rationalising the distribution and locations of library buildings.** The current network is not inaccessible using public transport but analysis (using the Public Transport Access Level scale developed by Transport for London) suggests that locations could be improved. This could also be an opportunity to increase the range of people who access the library service by better integrating libraries into public places. People in Barnet have said that they wish to be no further than 30 minutes' travel time from a library by public transport, which matches the Department for Transport's national accessibility indicator. This allows for a number of potential rationalisations of the estate to prioritise support for the busiest and most popular library facilities.
- **Using the library estate to generate income.** If the estate is rationalised, there are opportunities to use the freed-up sites, or space within sites, to generate income which can then be used to subsidise other elements of the service. This would be likely to result in library spaces being co-located with other public services, within residential developments, or within buildings with commercial tenants.
- **Extending opening hours with the help of new technology.** New self-service technology – the 'open' library, self-service technology which allows libraries to open during times at

which staff are not present – makes it possible to extend library opening hours at relatively low cost, potentially increasing the range of people able to use libraries. It is proposed that there would be some restrictions on access for unaccompanied children during times when the library was not staffed, though accompanied children (e.g. schools and children's centres on library visits) would be able to use the library. Advice and support for users wanting to access information and other services would be available from library staff via a dedicated telephone line during unstaffed opening hours. A pilot of the 'open' library concept will run at Edgware library between December 2014 and February 2015 to allow members of the public to test it out and to inform responses to consultation.

- **Reducing staffed opening hours.** Staffed opening hours would need to be reduced across the network but would be targeted at the busiest times of day, and at times of heavy usage by children and young people unable to access 'open' libraries. As above, advice and support for users wanting to access information and other services would be available from library staff via a dedicated telephone line during unstaffed opening hours.
- **Use of alternative providers.** Initial assessment of the various possibilities for alternative delivery of libraries suggests that a community or staff-owned mutual or outsourced delivery model would offer the potential for service improvements as well as achieving additional savings, either through economies of scale or through greater potential for innovation and for mobilising volunteers and other additional capacity.

The library in Hendon, heavily used by students, could be effectively delivered through a partnership with an educational institution. This could enhance the service to better meet the needs of the predominant user base while also delivering savings.

The three specific options which combine these considerations are set out below:

Option 1: Maintain the full reach of the existing library network

This option aims to maintain the full breadth of the library network, with libraries in all areas where there is currently a library presence. No libraries would close. This option prioritises continued access to a 'local' library for all residents who currently have it. It maximises the number of points at which people can access services and provides a broad base of physical locations to support volunteer and community led activities in libraries. It provides the largest extension to the level of opening hours across the network of any of the options, though with the joint largest reduction in staffed opening hours.

People would use different libraries for different purposes. The service focuses on four large libraries, the existing building in Chipping Barnet; the new libraries in Church End and Colindale (the replacement for Grahame Park); and the Hendon library, moderately reduced in size. These libraries would form the core of the service and be centres for literacy and learning activities for people from across the Borough, with state-of-the-art facilities in the new libraries.

All other libraries would be reduced in size to around 540 square feet on average. The network would be as accessible as it is now – or more so if library sites were to relocate. The range of stock in the library at any one time would be reduced although books from anywhere in the network would still be available via the reserve and collect service. Literacy and learning activities would still take place within library sites though space would need to be used flexibly with compromises made between different uses. The required reconfiguration of library buildings would be likely to result in better accessibility and modernised library spaces.

Staffed hours would be reduced across the network to 50% of the current levels and targeted at times of greatest need, particularly when children and young people need access to libraries. Opening hours would be extended on current levels by 50% using 'open' library technology, supplemented by telephone access to information and advice from staff.

Option 2: Maintain the depth and quality of service provision within a consolidated library network

This option aims to keep libraries much as they are today but consolidates the network into a smaller number of sites. This allows us to free up sites and space for the purposes of generating the income needed to support this level of service. Of the three, this option offers the highest level of opening hours with staff present although it does not offer the greatest extension to existing opening hours.

Eight of the largest and busiest libraries in the network would be maintained with a similar range of stock and activities to current provision. These would be the two new libraries in Church End and Colindale (replacement for the library in Grahame Park), and the existing libraries in Chipping Barnet, East Barnet, Edgware, North Finchley, Golders Green and Hendon (the Hendon library would be likely to be reduced in size). This network has been designed to prioritise access; these libraries are concentrated around the Borough's travel hubs, meaning that more than 95% of Barnet's population would be able to access a large library within 30 minutes' travel from their home.

Staffed hours would be reduced across the network to 60% of the current levels and targeted at times of greatest need, particularly when children and young people need access to libraries. Opening hours would be extended on current levels by more than 30%, using 'open' library technology, which would be supplemented by telephone access to information and advice from staff.

Burnt Oak, Childs Hill, Mill Hill, East Finchley, Osidge and South Friern libraries would be closed. The mobile library's routes would be reviewed to ensure any less accessible areas would also have the opportunity to access a mobile library stop.

Option 3: Community leadership of libraries

This option aims to augment the enhanced role of volunteers in the new library service by allowing communities to take over and run a number of libraries. National research suggests that community-led management structures tend to create clearer community-directed visions for library services, realising some of the further benefits of successful community involvement in public libraries identified by the Arts Council research. However, there are a number of trade-offs. Community libraries are unlikely to provide the same level of professional library services as the Council-run library network. There is a cost associated with retaining sites as community libraries and therefore a greater need to prioritise efficiency, as well as access, across the Council-led network to support them; some of the libraries which remain will be smaller than those in the network in Option 2. This option does not offer the largest extension to opening hours across the network, but has the equal highest reduction in the number of staffed hours.

The service would focus on eight core libraries, in Hendon (with a reduction in size), Burnt Oak, Chipping Barnet, Church End, Golders Green, Colindale (replacement for the current Grahame Park library), North Finchley and Osidge, maintained with a similar range of stock and activities to current provision. More than 95% of Barnet's population would be within 30 minutes' travel time of one of these core libraries. The mobile library's routes would be reviewed to ensure any less accessible areas would also have the opportunity to access a mobile library stop.

Voluntary and community groups would be invited to bid to run the libraries at East Finchley, Mill Hill, South Friern and Edgware, creating volunteer-led models shaped to meet the needs of the local communities around each library. These libraries would be smaller than the current spaces – around 540 square feet on average – and likely to be co-located with other public services, commercial providers, or in community hubs.

The libraries at East Barnet and Childs Hill would close.

Staffed hours would be reduced across the network to 50% of the current levels and targeted at times of greatest need, particularly when children and young people need access to libraries. Opening hours would be extended on current levels by more than 30%, using 'open' library technology, which would be supplemented by telephone access to information and advice from staff.

Who is it aimed at? Who is likely to benefit?

The Council's statutory duty applies to all those who live, work or study in the Borough. Whilst there is a power to make library facilities available to any person, the duty only applies to those persons whose residence or place of work is within the Borough or those who are undergoing full time education within the Borough. Library users in general will benefit from maintained or increased access to the service.

The current library service is popular among users but users are a minority (14.8%) of the Borough's population. Consultation shows that restrictions on opening hours are perceived as a barrier to access for certain groups, including young people and working people. Proposals to extend opening hours will benefit these non-user groups in particular.

Proposals to invest in the library estate will benefit all users by providing modern, fit for purpose buildings, potentially in (in some cases) more convenient locations. Groups whom consultation has shown to have concerns about the accessibility of the library buildings (disabled people, older people, parents accompanying children) will benefit in particular.

Opportunities to get involved with the service through volunteering and potentially through volunteer-led community libraries is likely to benefit local people beyond the current library user population, as experience elsewhere in the country has suggested that this broadens the range of voluntary and community activity taking place within libraries.

Identify the ways people can find out about and benefit from the proposals.

A full public consultation will take place from 3 November 2014 to 15 February 2015. The consultation document will set out the three options and underlying considerations for feedback.

The consultation document, summary document, and a survey based on these will be available online (at <http://engagebarnet.gov.uk>) and in print, from libraries and from locations which target groups of interest, including JobCentre Plus, Barnet Centre for Independent Living, day centres, schools, and Council customer access points in Burnt Oak and Whetstone.

Paper copies of the survey and consultation documents will also be available in mobile libraries and to home library users. The survey will be made available on request in different formats, including large print and easy read.

Voluntary and community groups who currently use library space to provide events and activities will be sent a targeted survey.

A drop-in session will be arranged for three hours in every Barnet library, including the mobile library. These will provide a less structured way for local people to give their views, through an independent facilitator. Notes from the discussions will be summarised and included in the consultation report.

The consultation will be presented to each of the Council's residents' forums on January 15 2015.

Targeted approaches will be made to groups who may currently be underrepresented among

users of the library service.

These will be opportunities to shape the library service of the future and to ensure that it meets local need.

From mid-December 2014 onwards, residents can use the 'open' library pilot in Edgware to experience the proposals for extended opening hours in practice and to inform their responses to the consultation.

Consider any processes they need to go through or criteria that we apply to determine eligibility.

Any member of the public is able to access a library building during staffed opening times. To borrow items, library users must join the library. This is a simple process which can be carried out in person or via email, with support available at library buildings.

The home library service is available to residents whose mobility is limited because of age, disability or illness. Users register using a short membership form which is vetted by staff to assess eligibility.

To use the 'open' library, users must opt into the scheme and receive some user education on correct practice and procedure. It is proposed that children will not be eligible to opt into 'open' library use though will be able to use the libraries during these periods if accompanied by an adult.

How have needs based on age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership and carers been taken account of?

The review and options have been informed by a comprehensive needs assessment which analyses

- transaction data and management information from the library service
- performance data compiled by the Chartered Institute of Public Finance and Accountancy (CIPFA) and benchmarked against comparable local authorities
- data from the 2011 Census, the Department for Work and Pensions, HMRC, and the Indices of Multiple Deprivation
- travel time and accessibility data from Transport for London
- information on the condition of the library estate
- extensive public consultation carried out to develop the 2011 Libraries Strategy, public consultation on Council spending plans carried out in 2013, and focus groups undertaken to inform this options paper in summer 2014
- user feedback, satisfaction surveys carried out in 2009 and 2013 (with adults and children respectively)
- qualitative research from the Museums, Libraries and Archives Association and Arts Council England and on the special needs of particular demographic groups where relevant.

The assessment sets out the identified specific needs of each of the above groups and includes analysis of the needs of carers of disabled children. It also analyses the needs of unemployed people and people from areas of high deprivation as these are groups identified as having specific requirements from a public library service.

The library service does not collect data on many of the demographic characteristics protected under the Equality Act 2010 (this would be considered disproportionate given the purpose of the service). In cases where information is collected, such as date of birth, the data has gaps which mean it is not a reliable source of evidence about usage of the service by different groups.

For the purposes of this review, so that the Council can use recent data to consider whether the service meets users' needs and ensure that it has been able to pay due regard to its duties under the Equality Act, transaction data from the financial year 2013-14 has been anonymised, weighted, and matched to data at small area level from the 2011 Census, to predict the proportion of transactional activity in each library which is being carried out by people with relevant protected characteristics. This has been used to produce an overall profile of users of the book-borrowing service and this has been compared to the demographic profile of the Borough.

Four pieces of analysis have been carried out to identify the impact of the changes to the network – i.e. any significant reductions in space, closures, or community involvement in groups of libraries under each option.

To show the **impact on users**, the proportion of transactions carried out by each protected group at affected libraries has been calculated as a proportion of all library activity carried out by that group. Statistically significant differences from the mean have been identified to show where impact may be disproportionately high. As described above, this analysis uses transaction data weighted using Census information and the findings should be treated as indicative and as a starting point for further investigation and monitoring.

The impact on users has also been determined by identifying the change in the **level of activity which is provided in libraries** and which is aimed at the needs of particular demographic groups.

For the **impact on the general population, including non-users**, the most significant impact identified was on the available options to access library services. This analysis therefore used Transport for London and Census 2011 data to identify the number of people living in areas of the Borough which, within the reconfigured library networks, would not have access to a local authority-run library within 30 minutes' travel time by public transport. (In all cases, this is less than 5% of the total population of the Borough). The data was analysed to identify any disproportionate representation of particular demographic groups in these areas in comparison to their representation across the Borough as a whole.

Finally, for all groups, the analysis includes any **consultation feedback** or other research relevant either to the general principles behind the three options, or specifically to the options themselves.

The needs assessment carried out within this review process identified a consistent lack of awareness of the library offer across a number of demographic groups. To ensure the success of the mitigation measures identified below it will be important to ensure proactive and targeted communication is undertaken with the intended audience for each, and that take-up is monitored in some way.

As the proposals are further developed they will be coordinated with other key strategies relating to, for example, carers.

Overall impact

Option 1:

The network footprint does not change. A total of 400 people in Barnet (0.11% of the Borough's population) do not have access to a library within 30 minutes' travel time by public transport (as

is currently the case).

A number of libraries will be substantially reduced in size. Those in scope in this option administer 59.3% of all transactional library activity across the network.

The analysis has assumed a 30% drop on current levels in the volume of library-led activities currently held in sites which would become smaller under this option. This equates to a fall of 20.9% in the total volume of activity across the network (including activity in both large and small libraries).

Option 2:

The network footprint is reduced from 14 libraries to 8 libraries, closing six. Those six administer 25.8% of all transactional library activity across the network.

14,579 people (4.2% of the Borough's population) are not within 30 minutes' travel time of a library

The sites which would close provide 38% of all library-led activities across the network. Some of this capacity might be consolidated into other sites.

Option 3:

The network footprint is reduced from 14 libraries to 8 libraries, closing two and converting four into community libraries. Libraries administering 37.4% of all transactional library activity across the network are affected.

15,933 of people (4.6% of the Borough's population) are not within 30 mins' travel time of a library (when community libraries are excluded from the analysis).

The volume of library-led activities across the network is reduced by approximately 50%.

In identifying how the various equality strands are affected, below, the common themes which apply across each option are analysed for any differential impact on each equality strand, before looking at implications of the specific options.

The qualitative data, unless otherwise stated, is drawn from the three major consultation exercises carried out in Barnet with regard to libraries, in 2011, 2013 and 2014.

4. How are the equality strands affected? Please detail the effects on each equality strand, and any mitigating action you have taken so far. Please include any relevant data. If you do not have relevant data please explain why.			
Equality Strand	Affected?	Explain how affected	What action has been taken already to mitigate this? What action do you plan to take to mitigate this?
1. Age	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>General considerations:</p> <p>All adults</p> <p>Despite the changes to the library service’s strategic objectives, the service will continue to try to promote its reading and learning opportunities for adults more effectively: this has been identified as a key area in which the service could enhance its reach and become more comprehensive.</p> <p>Older people</p> <p>Older people will benefit from the current proposals through increased access to information, online facilities, and accessible buildings. All these are priorities for this group.</p> <p>Older people are less invested in increases to opening hours than other groups, and will benefit less from measures to extend these.</p> <p>Older people may be concerned by an increase in the use of volunteers as they see this as a potential decline in the quality of service.</p> <p>Children and young people</p> <p>The changes to the library service’s strategic objectives mean that the library service will now aim to sustain reading, literacy and learning opportunities for children rather than increasing them.</p> <p>Children and young people have expressed specific support for many of the specific proposals set out here, including use of volunteers and increases in opening hours.</p> <p>It is proposed that unaccompanied children will not be able to use libraries when</p>	<p>Older people</p> <p>Care to be taken to communicate and explain any changes in use of volunteers accurately</p> <p>Children and young people</p> <p>Schools to be briefed on ‘open’ library technology to allow visits and outreach to continue during unstaffed hours.</p> <p>Target staffing at times when children and young people need to use the library.</p> <p>Option 1</p> <p>Explore alternative locations where study space is already available for children and young people.</p> <p>Option 2</p>

	<p>they are not staffed, for safeguarding reasons. They are therefore- likely to see a net reduction in times when they can access the library.</p> <p>Working age adults</p> <p>Working age adults are underrepresented among current library users and will benefit from extended opening in which they can access the library outside working hours.</p> <p>Option 1 offers the largest number of physical access points and the largest extension to current opening hours, but reduces staffed hours substantially.</p> <p>This combination is likely to benefit older people, who identify transport and travel issues as significant barriers.</p> <p>It is also likely to benefit working age people as longer hours, in particular, ease access for this group.</p> <p>This option heavily reduces staffed hours which is a cause for concern for older people and will have an impact on the level of access available to children and young people.</p> <p>In this option, children’s activities across the service are likely to fall more than the average for all activities: by 42.9% against an average of 20.9%.</p> <p>There is no disproportionate impact on a particular age group from changes to the libraries in scope for reduced space, based on current activity. However, the reduction of space in most libraries under this option will affect the availability of study space for children and young people</p> <p>Option 2</p> <p>Data on the impact of closing library site under this option suggests that 0-5 year olds would be disproportionately affected.</p> <p>17.5% of all activity from areas with high under-5 populations takes place at the libraries in scope for reduction under this option.</p> <p>Children’s activities reduce by 40% against an average reduction of 38% for activities overall, although some redeployment would be expected. Some children’s community-led activities would also be lost. However, children and</p>	<p>Redeploy some provision of children’s activities into remaining libraries.</p> <p>Monitor levels of activities aimed at older people.</p> <p>Option 3</p> <p>Give special attention to future provision of children’s literacy activities.</p>
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		<p>young people would be likely to benefit from the maintenance, under this option, of a broad range of activities in a larger number of sites than in option 1. Retaining a greater number of larger library sites would also ensure the continued provision of more study space, with a positive impact on children.</p> <p>In terms of physical access to library sites, a statistically significant proportion of 10-15 and 16-17 year olds are unable to access a library within 30 minutes' travel from home (7.85 and 2.7% of those affected, respectively). However, as young people cannot access 'open' libraries unaccompanied they also benefit from the relatively large range of staffed hours available under this option.</p> <p>The reduction in activities has a slightly higher impact on regular community-led activities for older people (4 of 9). However, older people again benefit from retention of more library sites providing a broad range of activities under this option – a priority for this group.</p> <p>Option 3</p> <p>Library closures have a statistically significant effect on older people in this option, with 18.8% of people affected by the closures of Childs Hill and East Barnet aged over 65.</p> <p>Again, this option reduces professional/paid library services, which is unpopular with older people.</p> <p>10-15 year olds are affected both as a significant proportion of those unable to access a library within 30 minutes (8.6%) and as a proportion of users of Burnt Oak library, should its size be reduced.</p> <p>Children's literacy events are affected more than the average by changes to the network under this option (a 57% fall against a 50% fall in activities overall)</p> <p>0-5 year olds are disproportionately represented among those affected by community libraries (17.6% of all activity across the network by 0-5 year olds is in the planned community libraries).</p>	
<p>2. Disability</p>	<p>Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/></p>	<p>General principles</p> <p>People with disabilities generally welcomed improvements in access, including better buildings and increased opening hours.</p>	<p>Access measures such as easy read symbols to be used to ensure people with learning disabilities</p>

	<p>Concerns have been expressed about accessibility of digital provision and of the 'open' library for people with learning disabilities.</p> <p>People with sensory impairments may find it more difficult to navigate the 'open' library. However, there are alternative routes which this group has identified as more convenient for access to literary resources, including library ebooks, content available directly from the Royal National Institute for Blind People (RNIB), and the home library service. People with sensory impairments also suggested a number of measures which would improve access to the existing service.</p> <p>People with sensory impairments had some concerns about the skills of volunteers and sought reassurance that volunteers would be properly trained, including safeguarding training. Development of an enhanced volunteer offer should mitigate these issues but it will be important to offer reassurance to vulnerable residents that this training has taken place.</p> <p>Option 1</p> <p>This option maintains the largest physical network and the potential for more accessible, newer buildings.</p> <p>People whose disabilities limit their activity a lot are significantly overrepresented in current usage of the libraries which will reduce in size (6.6% of usage).</p> <p>Option 2</p> <p>Longer opening hours and the relatively long staffed opening hours under this option will benefit disabled people. People with learning disabilities and people with mental health issues both focused on libraries' role in reducing isolation and will benefit from the continuation of rounded provision in more libraries.</p> <p>Some disabled people may find it difficult to have to travel further to reach a library. Disabled people are represented among those no longer within 30 minutes' travel time to a significant extent (7.3% against 6.6% average).</p> <p>Data suggests people whose day to day activities are limited a lot are affected to a statistically significant extent (6.6% of all activity by this group). They are, specifically, relatively heavy users of libraries at Childs Hill and Burnt Oak.</p> <p>One disability-related community event would be lost under this option.</p>	<p>can use open libraries. Use of other provision to be monitored and surveyed to ensure it remains accessible for all.</p> <p>It will be important to offer reassurance to vulnerable residents that volunteers have been thoroughly trained, including safeguarding training.</p> <p>For options</p> <p>Take-up of service by disabled people, including home library service, to be monitored to identify any developing issues. Disabled people directly invited to feedback specifically on 'open' library pilot.</p> <p>More publicity of home and mobile library services via disabled people's support groups and/or social care contact routes to ensure users are aware of the service.</p> <p>Consider options for improved access</p>
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		<p>Option 3</p> <p>Both staffed and opening hours are more limited under this option than under others, reducing the benefits of both.</p> <p>Disabled people conduct a significant proportion of usage of sites which close or reduce under this option, though there is no impact on them caused by changing use of the four libraries which may go into community ownership.</p> <p>Changes in travel time have no significant impact on this group.</p>	<p>proposed by and for people with sensory impairments.</p>
<p>3. Gender reassignment</p>	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>General principles</p> <p>The service does not hold data on this characteristic and few consultation responses have been received from identified trans people. If the number of trans people using libraries were similar to their rate within the general population they would make up approximately .0.6% of library users (300 active borrowers).</p> <p>Evidence from elsewhere suggests that this group benefits from increased access to information and that it is necessary to provide appropriate materials. The library service already provides some tailored materials.</p> <p>Improved access to information (longer opening hours and more digital information) should have a positive impact on this group.</p> <p>There is no data to suggest a differential impact across the various options. If the proportion of trans people followed that in the general population, this would imply that 87 people with gender dysphoria would not be able to reach a library in 30 mins in option 2 and 95 people would be affected across the Borough in option 3.</p>	<p>Monitor consultation for any issues/data that do arise</p> <p>Ensure digital offer and future stock purchases take this group's needs into account</p>
<p>4. Pregnancy and maternity</p>	<p>Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/></p>	<p>General principles</p> <p>Physical access to library buildings, internal and external, is important for parents who often need to use cars to -transport children.</p> <p>Parents say that they are more likely to use online services so will benefit from increased provision of e-resources</p> <p>Parents have been disproportionately supportive of any potential increases in opening hours and are likely to benefit from this change.</p>	<p>Communicate availability of e-resources to improve take-up.</p> <p>Option 3 Consider redeploying some parent-focused events across the remainder of the network.</p>

		<p>Option 1 This option offers the largest increase in opening hours and as a result may have the largest potential benefit to parents. Changes to the network would reduce activities aimed at parents roughly in line with the average – 20.3% against an average 20.9%</p> <p>Option 2 Opening hours would not increase as significantly as in option 1. Parent-focused activities lost as a result of network changes would be a larger proportion than under option 1, but a smaller reduction overall – 17% against the average 14.5%.</p> <p>Option 3 Opening hours would not increase as significantly as in option 1. Parent-focused activities would reduce roughly in line with the average – 48.3% against 50.2% on average – but would change by a much larger proportion.</p>	<p>Encourage community libraries to provide parent-focused events.</p>
<p>5. Race / Ethnicity</p>	<p>Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/></p>	<p>General principles BME residents support the idea that libraries should be maintained as physical spaces. Improvements to the estate should benefit this group. BME residents have also expressed higher levels of support for change, particularly increased volunteering and use of self-service technology. These changes to the service may have a particular benefit for them. There is some evidence in the needs assessment which suggests that Gypsies and Travellers may use the library service significantly less than other demographic groups, although numbers are very small (0.035% against a Borough average of 0.037%).</p> <p>Option 1 There would be a greater number of physical library spaces under this option than any other, which BME people consistently say they value. However, BME users also express consistent support for a broad range of activities suitable for people from a diverse range of backgrounds, so the reduced range of activities in many libraries may not be an advantage for this group.</p>	<p>Outreach with Gypsies and Travellers to identify whether there are any barriers to use of the service and suitable mitigation measures if barriers are identified. Early years and play activities can be a successful route for engagement with Gypsy and Traveller communities and may provide opportunities here.</p> <p>Option 2 Outreach with Black African community and</p>

	<p>Looking at usage of the libraries which would be reduced in size, the data suggests Gypsies and Travellers would be affected to a significant extent, even though they are still responsible for less than 1% of usage overall.</p> <p>Black British: Other users are also affected to a significant extent, carrying out 0.9% of transactions in the libraries which will be reduced in size.</p> <p>The reduction in BME resident-focused activities in libraries would be lower than average for general activities under this option: 13.7% against an average of 20.9%.</p> <p>Option 2</p> <p>BME users express consistent support for libraries to provide a broad range of activities tailored to people from a diverse range of backgrounds. Option 2 would have a positive impact in relation to this as it preserves the broadest range of activities in the greatest number of libraries.</p> <p>Looking at usage of the libraries which would be closed, the data suggests Gypsies and Travellers would be significantly affected although they still carry out less than 1% of this usage.</p> <p>Changes to the network would have a significant effect on travel time to access a library for specific BME groups.</p> <p>In particular, Black British African residents make up 9% of people unable to access a library within 30 minutes under this option (1304 people). Mixed: White and Black African (1.4%, 202 people) and Other Black British (1.6%, 236 people) are also statistically overrepresented in this group.</p> <p>The proportion of affected activities (in closing libraries) aimed at BME groups is low, suggesting minimal impact (11.9% against the 38% average).</p> <p>Option 3</p> <p>The data suggests usage of the four libraries specified as potential community libraries is significantly higher than would be expected for certain BME groups.</p> <p>British Indian people (8.7% of usage), British Pakistani people (1.6%), British Black: African (5.5%) and British Black: Caribbean (1.2%) are all overrepresented.</p>	<p>other Black British groups to identify impact of changes and relevant mitigation measures. Consider deployment of mobile site to make up for change in access</p> <p>Option 3</p> <p>Outreach and investigative work during consultation with the broad range of BME communities identified as potentially suffering negative differential impact from site closures or reductions in library space, to identify potential mitigation measures.</p> <p>Particular care to be taken when organising sessions for voluntary and community groups interested in running libraries, to ensure that these are accessible to and attended by appropriate community representatives given the makeup of the library user base.</p>
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		<p>This suggests that the intended benefits of community libraries – greater involvement and a service which can be directed by community need – would fall disproportionately to these groups, but that other impacts would also do so (e.g. reductions in the level of professional support in libraries; reduced space in library buildings).</p> <p>Reducing space in Burnt Oak has a disproportionate impact on Gypsy and Traveller library users (.1% of all transactional activity) and Black British: African (11.1%) and Black British: Other (2.0%) people.</p> <p>Closing East Barnet and Childs Hill libraries has a significant impact on library usage by Mixed: White and Caribbean people (.1%), Black British: Other people (.1%), and Other: Arab people (.2%). In each case the numbers are small and should therefore serve as a trigger for additional investigation rather than being treated as definitive.</p> <p>Changes in travel times for some areas of the Borough to access a library have a disproportionate effect on White people (52.1%), Mixed: White and Caribbean (.9%) people, and Pakistani people (1.6%).</p> <p>Again, the reduction in activities aimed at BME people is actually disproportionately small: 24% against an overall reduction of 50.1% in activities across the network.</p>	
<p>6. Religion or belief</p>	<p>Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/></p>	<p>General principles</p> <p>The data suggests that the proportion of use by Jewish people is higher than would be expected given the makeup of the Borough’s population (to a statistically significant extent), while Muslim residents use libraries slightly less than would be expected given the makeup of the Borough’s population.</p> <p>This finding is surprising because the national Taking Part survey, which monitors the uptake of cultural events among different demographic groups, shows that there are differences in participation between religious groups and that Muslims</p>	<p>Further engagement will be undertaken during the consultation period for these proposals to identify whether there is indeed differential use of the library service by Muslim residents and whether there are any specific access barriers</p>

	<p>are significantly more likely to use libraries than other religious groups (DCMS survey, cited in MLA, 2010).</p> <p>The data also suggests that some libraries are used more than would be expected by people from particular religious groups. Muslim people are relatively heavy users of Burnt Oak and Childs Hill libraries. Jewish people are heavier users of Edgware, Golders Green, Hendon and Mill Hill than would be expected even given the high numbers of Jewish people in those areas.</p> <p>Option 1</p> <p>Data suggests the only impact on any religious group of reducing space in libraries is on those grouped under 'other religion'. The impact on any one group is likely to be limited.</p> <p>Option 2</p> <p>The impact of this option on library users relates to the current usage of libraries which are to be closed. Again, data suggests that Muslim users make up a statistically significant proportion of usage of these libraries: 10.9% of usage of libraries by Muslims overall will be affected by these closures.</p> <p>Muslims also make up a significant proportion (11.3%) of the population now unable to access a library within 30 minutes' travel time under this option. This is statistically significant and affects 1647 individuals. Relatively heavy use of the libraries at Burnt Oak and Childs Hill means closure of these sites will have a higher impact on Muslim residents as a group.</p> <p>Option 3</p> <p>The proposed community libraries would have an impact on a disproportionate level of library usage by Jewish people (21.5% of all use of libraries by Jewish people) and people whose religion is 'other' (1.4% of such people use the potential community libraries).</p> <p>The reduction in size of the Burnt Oak library affects a disproportionately high percentage of library use by Muslims (16.5%) and by Buddhists (2.3%)</p> <p>The closure of East Barnet and Childs Hill libraries together has a</p>	<p>for Muslim residents in Barnet. Ensure reductions to the library at Burnt Oak do not have a lasting impact on communities which use it heavily.</p> <p>Ensure the Jewish community are engaged in discussions around community libraries.</p> <p>Review the mobile library to identify any potential gaps in coverage.</p>
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		<p>disproportionate impact on Christians (47.8%) and on people with no religion (17.7%)</p> <p>In this option, the impact on travel times is only statistically significant for Jewish people (18.1% of those affected, or 2,877 people).</p>	
7. Gender / sex	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>General principles</p> <p>Men in Barnet have expressed a higher preference for self-service technology than women have.</p> <p>Women are strongly in favour of longer opening hours for libraries and also support improved access particularly around parking.</p> <p>Proposals to extend opening hours and the use of self-service technology, and to revitalise the library estate, should meet the delivery needs of both groups.</p> <p>Option 1, which offers the greatest extension to opening hours overall, would be likely to be preferable for women using libraries because of this.</p> <p>The differential gendered impact will also be seen in different responses on the basis of pregnancy and maternity and in the experience of using libraries with young children.</p>	<p>Cross-monitor with other characteristics such as pregnancy/maternity and the experience of using libraries with young children to ensure any differential gendered impact is picked up.</p>
8. Sexual orientation	<p>Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/></p>	<p>General principles</p> <p>The service does not hold data on this characteristic and few consultation responses have been received from lesbian, gay or bisexual (LGB) people. If the number of LGB people using libraries were similar to their rate within the general population they would make up approximately 6% of library users (2,990 active borrowers).</p> <p>Evidence from elsewhere suggests that this group benefits from increased access to information and that it is necessary to provide appropriate materials. The library service already provides some tailored materials.</p> <p>Option 1</p> <p>No significant change identified.</p>	<p>Monitor consultation for any issues/data that do arise</p> <p>Ensure digital offer and future stock purchases take this group's needs into account</p>

		<p>Option 2</p> <p>If the incidence of LGB people in the sample no longer able to access a library within 30 minutes followed their proportion in the general population, 874 people would not be within the required range of a library under option 2.</p> <p>Option 3</p> <p>If the incidence of LGB people in the sample no longer able to access a library within 30 minutes followed their proportion in the general population, 956 people would not be within the required range of a local authority-run library under option 3.</p>	
9. Marital Status	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>No specific differential impact identified for the general principles of change to the service.</p> <p>Option 1</p> <p>The data suggests that married people are making higher use of libraries which would be reduced under this option, carrying out 48.2% of all usage at these libraries.</p> <p>Option 2</p> <p>Married people are the largest group affected by proposed closures, though not larger than others to a statistically significant effect (45.66% of activity). The data suggests that people in same sex civil partnerships are disproportionately affected by proposed library closures (0.25% of activity in those libraries) but numbers are very small.</p> <p>For groups potentially affected by increased travel following library closures, separated (not divorced) people emerge as significantly more likely to be affected by the change, although the numbers are small (403 people).</p>	<p>Monitoring for marital status among service users is likely to be experienced as intrusive, so to ensure that any barriers are identified in this area, the deliberative events planned as part of the Council's consultation should be commissioned so as to recruit people with different marital statuses.</p> <p>Consultation should also aim to identify any specific needs of, or barriers to access for, single parents.</p>
10. Other key groups?	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>Unemployed people</p> <p>Unemployed people are one of the groups identified as having special needs from libraries by Sue Charteris's inquiry into the Wirral libraries strategy (Charteris, 2009).</p>	<p>Unemployed people</p> <p>Option 2</p> <p>Explore possible alternative provision of</p>

	<p>Unemployed people in Barnet are in favour of online services but may not know about alternative ways of accessing services, such as job clubs or ebooks.</p> <p>Option 1</p> <p>The physical library network would remain but access to some of the support and information jobseekers need may be curtailed if reduced space means fewer computers in each small library.</p> <p>There would not be a disproportionately high impact on events and activities for jobseekers. These would be reduced by around 11.2% against the 20.9% average reduction for all activities in libraries.</p> <p>Option 2</p> <p>Burnt Oak is currently a library which data suggests has disproportionately high use by people claiming JobSeekers' Allowance (as does South Friern). Both would close under option 2.</p> <p>This, along with the other closures, would mean that library events devoted to job-hunting would be reduced by a relatively low proportion (22.2% against a 38% average for activities in this option).</p> <p>496 unemployed people would find themselves outside the 30 minute travel time to access a library.</p> <p>There is the potential for alternative provision for this group via the welfare reform team's work taking place in Burnt Oak itself and the provision of the new library nearby in Colindale.</p> <p>Option 3</p> <p>Burnt Oak would be maintained in this option while South Friern would be put forward as a potential community library, likely to be a good candidate for co-location with a relevant service for jobseekers.</p> <p>The fall in activities for unemployed people in this option is relatively low – 37.2% against 50% average for all activities – but much higher than the other options for this group.</p> <p>People from areas of high deprivation</p>	<p>some activities in Burnt Oak, either through the new library at Colindale or through links with existing welfare reform initiatives in the area.</p> <p>Areas of deprivation</p> <p>Option 2</p> <p>Explore use of the mobile library to access some areas of deprivation near to libraries which have closed.</p> <p>Option 3:</p> <p>Explore whether take-up from children living in poverty is actually low for the libraries proposed to close under this option.</p> <p>Engage with disadvantaged groups early on in relation to community libraries.</p>
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	<p>Burnt Oak is located in the top 20% of deprived areas nationally. The Colindale replacement site for the Grahame Park library is also currently in the top 20% of deprived areas although regeneration plans mean this is likely to change. Childs Hill, Osidge and South Friern are all close to areas which are in the most deprived 30% nationally and East Finchley is near two areas in the most deprived 20%.</p> <p>Option 1</p> <p>No libraries close in this option and a core library is located in Colindale, serving the communities of Grahame Park and Burnt Oak and providing opportunities to link work in libraries with regeneration strategies.</p> <p>Burnt Oak would remain open and can continue to sustain links with local welfare reform work.</p> <p>Option 2</p> <p>Burnt Oak closes but Edgware and Colindale remain, each easily accessible from the Burnt Oak catchment area.</p> <p>Childs Hill, Osidge, South Friern and East Finchley libraries would all close and are all near to areas of significant deprivation. The mobile library service can mitigate this to some extent by making stops in those areas.</p> <p>People from areas of deprivation have said that they value physical library spaces, so this option favours them less than option 1.</p> <p>Option 3</p> <p>Data suggests that the libraries which close have around 19.3% of their transactions originating from the most deprived areas of Barnet, and only 1% of those where child poverty is high. The first matches the Borough's population, suggesting it is unlikely that there will be a disproportionate impact on this group. The proportion of transactions from areas with large-scale child poverty is low compared to the proportion of library users from these areas. The impact is likely to be minimal.</p> <p>The libraries currently proposed as community libraries handle approximately</p>	
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		<p>17.4% of transactions from people from areas of deprivation, and 4.9% of transactions from people in areas where child poverty is high. This suggests that there could be a positive impact for these groups under this option, giving them the opportunity to gain the wider benefits of community involvement identified as a side-effect of community led libraries.</p> <p>Students in full time education</p> <p>There were 28,910 students in Barnet at the time of the 2011 Census.</p> <p>The most significant proposal for this group is that of a partnership with an educational institution to run the Hendon library. Students would gain a library service tailored to their needs and extended opening hours which mirror the setup already familiar in many university libraries.</p> <p>Elsewhere, in option 1, reductions in study space in smaller buildings might prove problematic for this group and alternative provision considered.</p>	
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<p>5. What will be the impact of delivery of any proposals on satisfaction ratings amongst different groups of residents?</p>
<p>Satisfaction ratings may initially drop among service users and the public as the upcoming decision will be a difficult one. Ultimately, the proposals will aim to provide a renewed library service with an increased satisfaction rating.</p>
<p>6. How does the proposal enhance Barnet’s reputation as a good place to work and live?</p>
<p>The proposals develop an innovative model for library provision which will strike the appropriate balance between maintaining the level of service and finding the efficiencies needed.</p> <p>They aim to make libraries accessible to all including those currently prevented from using them by restrictions on opening hours caused by the constraints of the working day.</p>
<p>7. How will members of Barnet’s diverse communities feel more confident about the council and the manner in which it conducts its business?</p>
<p>The consultation exercise will be carried out to a high level of transparency by an independent, trusted facilitator via a robust process with will seek to assure people of the validity of the findings.</p> <p>The prospect of community involvement in running libraries – even if simply as a volunteer – has a positive impact on residents’ engagement with other services.</p>
<p>8. What measures and methods have been designed to monitor the application of the policy or service, the achievement of intended outcomes and the identification of any unintended or adverse impact? <i>Include information about the groups of people affected by this proposal. Include how frequently will the monitoring be conducted and who will be made aware of the analysis and outcomes? Include these measures in the Equality Improvement Plan (section 15)</i></p>
<p>The consultation plan builds in a mid-point review period to monitor uptake and enable targeted work with any underrepresented groups.</p> <p>The consultation will also involve follow-up investigations of any issues identified within this needs assessment and EIA, such as the potential need for improved links with the Muslim community.</p>
<p>9. How will the new proposals enable the council to promote good relations between different communities? <i>Include whether proposals bring different groups of people together, does the proposal have the potential to lead to resentment between different groups of people and how might you be able to compensate for perceptions of differential treatment or whether implications are explained.</i></p>

By designing a library service suitable for all and able to run efficiently enough to safeguard services for the most vulnerable, the Council will ensure that the needs of all stakeholders are met and promote good relations between them.

10. How have residents with different needs been consulted on the anticipated impact of this proposal? How have any comments influenced the final proposal? Please include information about any prior consultation on the proposal been undertaken, and any dissatisfaction with it from a particular section of the community.

Previous library strategy consultation and other relevant engagement:

Consultation for the Strategic Review of the London Borough of Barnet Library Service (January 2011)

- A consultation was taken to inform the 2011 strategic review. Initiated in 2010, its key objective was to establish how to modernise and develop libraries in the borough within a reduced budget. The consultation comprised three different strands:
 - 6 group discussions in November 2010 convened by Alpha Research with people who live, work or study in the Borough. Each group formed a representative sample of people from across the Borough, with good spread by demographics and library usage. All discussions involved at least 8 respondents.
 - Consultations from October to December 2010 with various community and voluntary organisations and their members, convened by CommUNITY Barnet. The consultations involved 27 different targeted groups with protected characteristics. Focus groups and ballot box presentations were the predominant methods used, with some short informal workshops also held.
 - A general population online survey, designed and hosted by the London Borough of Barnet on their website, running from October to December 2010, received 1670 responses (non-user responses supplemented by 60 telephone interviews conducted by Alpha Research). An additional online survey for young people, running from November to December 2010, received 58 responses.

Priorities and Spending Review Engagement (October - December 2013)

- In September 2013 the London Borough of Barnet commissioned OPM to consult with local residents, service users, and businesses to help inform the Priorities and Spending Review for 2015-2020.
- The consultation involved 3 Citizens' Panel workshops (a total of 78 residents) and 16 focus groups (a total of 137 residents) that were held between October and December 2013. The workshops included a reflective sample of the local population while the focus groups were targeted at specific service users, businesses and some protected characteristic groups.
- The objectives of the research were to:
 - understand residents' views at the formative stage of the Priorities and Spending Review
 - communicate to participants the need for the council to conduct the Priorities and Spending Review set in the context of the Government's continued austerity programme and rising demand for council services.
 - gain an in-depth understanding of stakeholders' priorities and how they would want the council to approach the Priorities and Spending Review over the next five years
- While none of the groups discussed libraries in detail they were mentioned in all 3 Citizens' Panel workshops, most of the social care user groups, young people's group and BME group. There was a clear view across the groups that discussed libraries that they need to widen their offer.

Priorities and Spending Review Call for Evidence (March - June 2014)

- A Barnet Challenge online Call for Evidence was conducted by OPM from March to June 2014 as part of the Priorities and Spending Review consultation. The aim of the survey was to hear the views of organisations, businesses and residents on the future of Barnet, how the council can ensure that public services best meet the needs of the borough, how the council can change and how organisations and individuals can play a part in meeting Barnet's challenges during this time.
- Evidence was sought on two main topic areas:
 - ideas on the future of public services in Barnet, and how organisations and individuals can play a role in providing some of these services
 - ideas on how the council could be more entrepreneurial and generate more income
- 20 responses were received from individual residents, 7 from organisations.

Consultation, research and engagement at the formative stage to inform the development of the Library Options Paper to be considered by the Children, Education, Libraries and Safeguarding Committee on 28 October 2014 (August - September 2014)

As part of the evidence-led review of its library service, the Council commissioned a series of focus groups to discuss the current library service and what residents expect from library services in the future. The consultation was designed, facilitated and reported on by OPM, an independent research organisation:

- 11 focus groups (a total of 88 residents) were held during August and September 2014 - one-off 1.5 hour group discussions aiming to capture the views of users and non-users of library services.
- The focus groups were selected to ensure a representative sample across groups identified as having particular needs in the Charteris Review and groups with protected characteristics. Further details can be found below.

Recruitment ensured a range across the following criteria:

- Age
- Gender
- Households: single, couples and families
- Ethnicity and religion
- Socio-economic areas
- Geographical areas

Groups identified as having particular needs in the Charteris Review and with protected characteristics were also targeted in the individual focus groups as listed below:

- General population users
- General population non-users
- General population users and non-users (mixed group)
- Older people (over 65s)
- Range of BME residents
- People with learning disabilities
- People with disabilities
- People with mental health issues
- Unemployed people
- Low income households/people living in areas of high deprivation
- Young people

In addition, four in-depth interviews were carried out with people with sensory impairments by an independent facilitator and added to the main report as a separate section.

Overall Assessment

11. Overall impact		
Positive Impact <input type="checkbox"/>	Negative Impact or Impact Not Known ¹ <input type="checkbox"/>	No Impact <input checked="" type="checkbox"/>
12. Scale of Impact		
Positive impact: Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or Impact Not Known Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	

13. Outcome			
No change to decision <input checked="" type="checkbox"/>	Adjustment needed to decision <input type="checkbox"/>	Continue with decision <i>(despite adverse impact / missed opportunity)</i> <input type="checkbox"/>	If significant negative impact - Stop / rethink <input type="checkbox"/>

14. Please give full explanation for how the overall assessment and outcome was decided
At this stage the decision is merely to propose revised objectives and to bring proposed options forward for consultation. An extensive range of evidence has been brought together and analysed to inform this. Mitigation measures have been identified for any adverse impacts and built into the next stage of the project plan.

¹ 'Impact Not Known' – tick this box if there is no up-to-date data or information to show the effects or outcomes of the function, policy, procedure or service on all of the equality strands.

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	<p>AGENDA ITEM 9</p> <p>Children, Education, Libraries and Safeguarding Committee</p> <p>28 October 2014</p>
<p>Title</p>	<p>Early Years Review- Full Business Case</p>
<p>Report of</p>	<p>Lead Commissioner, Family and Community Well-being Director of Public Health</p>
<p>Wards</p>	<p>All</p>
<p>Status</p>	<p>Public</p>
<p>Enclosures</p>	<p>Appendix A – Full business case Appendix B – Consultation analysis Appendix C – Update on the recommendations of the Early Years Task and Finish Group Appendix D – Equalities Impact Assessment</p>
<p>Officer Contact Details</p>	<p>James Mass, Family & Community Well-being Lead Commissioner, james.mass@barnet.gov.uk 0208 359 4610</p>

<h2>Summary</h2>
<p>The early years of childhood development present us with the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state. Following a thorough review that has included significant engagement with residents, front line staff and a range of other stakeholders, the full business case (FBC) builds on the recommendations made in the outline business case (OBC), detailing how the new early years model should be developed.</p>
<p>The early years model proposed has been designed to achieve the following outcomes;</p>
<ul style="list-style-type: none"> • Identification of and support for the most vulnerable families. • School readiness for all children in Barnet. • Positive health outcomes for all children in Barnet.

- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

To develop a sustainable model and achieve an improvement in the outcomes detailed above the Council and partners have developed a bold vision for early years services, designing a more flexible, targeted and collaborative model with greater community involvement and a focus on improved identification and support for vulnerable families. The new model will focus on evidence based interventions and develop a system where the state works with families, helping them to be able to support themselves.

The proposals achieve the £700,000 saving required in the Council's medium term financial strategy. The new model will preserve front-line services through developing a more cost effective management structure; more effective use of physical locations and ensuring the service is flexible and can adapt to future need.

Recommendations

1. That the Children, Education, Libraries and Safeguarding Committee note the early years review full business case and approve the following:

- a. That a locality model of delivery for children's centres with three Ofsted registered clusters of children's centres is implemented.
- b. That all children's centres are to be managed by the local authority. Where it is appropriate, and in agreement with a school, the council's preferred option is for schools to continue to deliver childcare when located on school sites.
- c. To continue to improve joint working between health visitors and local authority early years services through joint commissioning arrangements with NHS England. To bring a recommendation to the Committee to establish a fuller form of integration by October 2015.
- d. To reduce of opening hours at Stonegrove, St Margaret's and Hampden Way children's centres but maintain sessional service delivery in each of the local areas.
- e. That officers develop a full options appraisal of alternative deliver models for the early years services and bring a recommendation, following significant staff engagement, to the Committee in October 2015.

2. That the Children, Education, Libraries and Safeguarding Committee note the update on the recommendations of the Early Years Task and Finish Group.

1. WHY THIS REPORT IS NEEDED

- 1.1 Early years services across the public sector provide the ideal opportunity to identify risk factors in vulnerable families at an early stage and offer effective support to allow families to support themselves and reduce reliance on social care services at a later date. This will not be a quick return but a sustained focus on the early years should be a priority to help achieve longer term financial sustainability.
- 1.2 The key driver for the early years review is to design a system that more effectively identifies and support vulnerable families and improves outcomes for children in Barnet. However, this needs to be achieved in a period of reduced resources and increasing demand. Due to the economic challenge facing the British economy, councils have received reduced grant settlements since 2010 and will continue to see a reduction in funding. For Barnet, this will mean a further £72 million reduction by 2020.
- 1.3 This increase in financial pressure is combined with the increase in demand for services, with the number of 0-4 increasing, especially in areas to the West and South of the borough. These changes will put pressure on both childcare and children's centre services in particular areas of the borough and the Council needs a flexible solution to be able to meet demand.
- 1.4 Furthermore, the current early years system in Barnet is a complex result of many years of incremental change and does not support dedicated and hard-working staff to have the most impact on improving outcomes for families in Barnet. To achieve a system that really works for families a more flexible, targeted and joined up service is needed.
- 1.5 To achieve our vision of supporting more vulnerable families at the earliest stage, whilst reducing the base budget by £700k, there is a requirement for whole system change, to avoid budget reductions involving a significant reduction in front-line services.

2. REASONS FOR RECOMMENDATIONS

Case for continued investment

- 2.1 The early years of a child's life are crucial, with eighty per cent of brain development happening before a child is three years old. As outlined above, the investment made in the early years of a child's life offers the best chance to improve a child's outcomes in later life, reducing the risk of them requiring more intense and expensive public sector support.
- 2.2 Our local case history, based on a set of interviews with social workers and family support workers, demonstrated that there was an opportunity to intervene early and reduce the number of children who need higher level support, including troubled families, child protection and looked after children.
- 2.3 Moreover, a growing number of research papers and government reviews are emphasising the importance of early intervention and early years support on

the long term outcomes for children. This is not only for the more vulnerable families, but has an impact on all children.

- 2.4 Although Barnet has significantly higher than average attainment level throughout schools, there are still 40 per cent of children who do not getting a good level of development at age 6 (early years foundation stage profile). A continued investment in early years can support the effort to reduce the gap between the least and most deprived children in Barnet, giving more children the opportunity to succeed at school and in later life, reducing costs such as truancy, the need for extra SEN support and whilst improving the outcomes for children.
- 2.5 It is achievable to develop a new early years model that supports more vulnerable families at the earliest stage, whilst reducing the budget by £700,000; any further 'stop' savings would significantly limit the ability of the service to improve the health and wellbeing of all families in Barnet, especially the most vulnerable. If the service were reduced to the statutory minimum service a further saving of £1.5 million would be possible from the early years budget, However, it is highly likely that any such reduction would be highly likely to lead to poorer outcomes for families and as a result an increase in social care in excess of this saving.
- 2.6 However, with investment of £1.5m per year of public health funding by 2019/20 there is potential to manage demand for social care services, increase the life chances of all children in Barnet and for wider savings to be achieved across the public sector. Many local authorities are reducing early intervention services to save costs and whilst this maybe an easier option in the short term, investment in early years has the biggest chance of achieving improved outcomes for children in Barnet, setting them up with the skills to succeed in life.

Financial benefits

- 2.7 The changes proposed as part of the new early years FBC will reduce the family services budget by £700,000.
- 2.8 The new model will allow for a new early years system that will be able to identify and support vulnerable families better and by continuing to invest in early years services there is the potential to make savings through the reduction of social care costs through improved early intervention and prevention. The business case projects financial benefits from reduced costs from the looked after children budget of £321,000 by 2019/20, with potential for further £500,000 savings from 2020/21 to 2024/25.

Non-financial benefits

- 2.9 The new early years model will create a system that works for families and will have significant benefits to the delivery of high quality early years services and outcomes for children in Barnet as well as expanding the reach of early years services. These include;

Children's centres and family support

- A locality model will allow for a more strategic approach to early years, ensuring consistency and effective performance management across the network. It will also give the ability to share resources, learning, training and expertise across the borough.
- Integration of health visitors will increase collaborative working across early years, improve information sharing and increase the reach of early years services.
- Improve co-ordination of the early years model with a range of partners, including early years settings and social care services (both adults and children's)
- Increasing the number of volunteers will increase the capacity of the early years services whilst supporting parents to develop their skills, confidence and employability.
- Improve the ability of early years services to identify and support the most vulnerable families in the borough, improving life outcomes for the borough's most vulnerable children.

Childcare and early education

- A cost neutral children's centre childcare offer will ensure the continuation of high quality childcare.
- A new centralised and aligned early years standards and childcare support team will provide a simpler and more streamline offer to childcare providers and improve targeted use of resources to support childcare providers who require the most support.
- Ensure sufficient high quality childcare, especially in regard to the expansion of the FEE2 offer.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 The FBC builds on the range of options considered as part of the OBC and outlined in section 6 of the FBC [Appendix A].
- 3.2 There are 6 different options appraisals focused on service delivery, followed by consideration of the service model for early years services. Each options appraisal is different depending on the options being considered but the section generally outlines strategic priorities, advantages, disadvantages, consultation feedback and a recommendation. This section also outlines the high level service model for children's centres and the childcare and early education.

4. POST DECISION IMPLEMENTATION

- 4.1 Subject to approval, by the Children, Education, Libraries and Safeguarding Committee, the implementation of the new early years model will be taken

forward as outlined in the implementation section of the FBC. Significant milestones to note are:

- Termination of the Barnet Pre-school Learning Alliance contract to deliver children's centre services from Stonegrove children's centre - early 2015.
- Staff consultation on the proposed new structure - early 2015.
- Go-live with new early years model – August 2015.
- Report to Children, Education, Libraries and Safeguarding Committee on long term delivery model for early years – October 2015.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

5.1.1 The Early Years Review supports Barnet's Children and Young People's Plan 2013 – 2016, which sets out a vision that 'every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment'. The early years priorities as part of the Children and Young People's Plan are;

- Engage families early to ensure children have happy lives at home.
- Provide high quality health services for mothers and young children.
- Ensure children in need of support are identified early and appropriately supported in their early years.

5.1.2 The key outcomes outlined for the early years review align with both the Public Health Outcomes Framework and a key principle of the Barnet Health and Wellbeing Strategy.

Public Health Outcomes Framework;

- Children in Poverty.
- School readiness.

Barnet Health and Wellbeing Strategy;

- 'Preparation for a healthy life – enabling the delivery of effective pre-natal advice and maternity care and early-years development'.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

Finance

5.2.1 This section outlines the current cost of the early years service, the savings achieved through service re-design, the costs avoided due to improved early intervention and the investment from public health.

5.2.2 The table below outlines the 2014/15 early years spend and the source of funding;

Service	Budget (2014/15)	Funding Source
A. Children's Centres and Family Support		
Children's Centres	£3.576m	Family Services budget
Children's Centre teaching allocation	£297k	Designated Schools Grant
Children's Centres support	£279K	Family Services budget
Health Visitors	£3.8m	Public Health England*
Family Nurse Partnership	£300k	Public Health / NHS England (£150k each)
Community Midwives	£1.5m	Clinical Commissioning Group*
Healthy Children's' Centres	£285k	Public Health
Speech and Language Therapy	£48.6K	Clinical Commissioning Group / Family Services budget*
Total	£10.076m	
B. Childcare and Early Education		
Free eligibility for 3&4 year olds	£15.705m	Designated Schools Grant
Free eligibility for 2 year olds	£3.85m	Designated Schools Grant
Early Years Vulnerable Fund	£275K	Designated Schools Grant
Early years standards / Support for childcare	£733K	Family Services budget / Designated Schools Grant
Raising standards for quality provision for childcare providers	£63.8K	Family Services budget
Total	£20.527m	
Total (A+B)	£30.602m	

5.2.3 The total of spend on early years is approximately £30 million. It is important

to note that a significant amount of this funding is Designated School Grant, with over £19.5million going directly to childcare settings who provide the free eligibility offer for 2, 3 and 4 year olds. Spend from LB Barnet base budget in 2014/15 was £4.2m.

5.2.4 The family services budget will see a reduction in spend from the base budget from £4.2m in 2014/15 to £2m in 2019/20.

5.2.5 One objective of the early years review is to reduce the family services base budget by £700k, profiled as £575k across 2015/16 and £175k in 2016/17.

5.2.6 There is a proposal for public health investment to be used to support the delivery of early years services, as outlined in the table below.

Financial year	Savings (cumulative)	Early years budget (family services)	Public health investment (cumulative)	Total spend on early years
2015/16	£525,000	£3,675,000.00	£0.00	£3,675,000.00
2016/17	£1,075,000	£3,125,000.00	£375,000.00	£3,500,000.00
2017/18	£1,450,000	£2,750,000.00	£750,000.00	£3,500,000.00
2018/19	£1,825,000	£2,375,000.00	£1,125,000.00	£3,500,000.00
2019/20	£2,200,000	£2,000,000.00	£1,500,000.00	£3,500,000.00

5.2.7 The allocation of public health spend to early years is being judged against a set of clear criteria. The final decision will be made at Health and Wellbeing Board on 13 November 2014.

5.2.8 By continuing to invest in early years services there is potential to make savings through the reduction of social care costs through improved early intervention and prevention. The business case makes an assumption that no financial benefits are accrued until 2016/17 from the re-modelling of early year's services. This financial analysis is based on a tracking back exercise undertaken in August 2013 in Barnet and has a range of assumptions built in. It is important to note the savings potential outlined is very modest.

5.2.9 Further to the savings outlined in the table above, the costs avoided through early intervention are estimated to equate to £321,000 by 2019/20, with a potential further £500k savings from 2020/21 to 2024/25.

Financial year	Saving (Cumulative)	Where is saving made
2016/17		Looked After Children, Assessment and Children in Need
2017/18	£131,000	
2018/19	£291,000	
2019/20	£321,000	

5.2.10 The full business case outlines the resource requirement to deliver the changes proposed as part of the early years review. The resource requirement for the delivery of the new early years model is **£345,290** the details are outlined in the table below;

Role	Description	Cost	Time
Project Management			
Project management team	Project management responsibility for delivery of Early Years Implementation outputs	£82,500	9 months
Operational Implementation			
Early years Transformation Manager	Strategic development and management responsibility for delivery and implementation of new operating model; includes overall management of staffing, recruitment, service delivery, stakeholder management; organisational/ policy development	£99,840	8 months
Service Development Team	Development of policy, practice and procedures. Ensuring operational readiness for go-live of the new way of working.	£126,950	9 months
Transformation resource (technical)	Developing service level agreements with schools and partners	£36,000	3 months
Total for Operational Implementation		£345,2905	

5.2.11 There will be Estates and IT costs as part of the implementation of the new early years model and these will be considered as part of the capital budget cycle between December 2014 and March 2015.

5.2.12 Final decision on the allocation of resources outlined above sits with Policy and Resources Committee and will be part of the capital budget cycle between December 2014 and March 2015.

Procurement

5.2.13 There should be no new procurement activity as part of the recommendations outlined in the FBC. Any procurement within the service over the next year will be part of business as usual.

Staffing

5.2.1 Due to the reduction in budget of £700k across 2015/16 and 2016/17 there will be an impact on staff, with the staff consultation period planned for early 2015. The project will continue to use a detailed communications plan to ensure transparency, support and information flow for the individuals involved.

5.2.2 All staff are currently employed by the London Borough of Barnet except those employed by Stonegrove for the Barnet Pre-school learning alliance where the Council believe that TUPE applies.

5.2.3 Staff who are currently employed by schools which deliver children's centre services will be transferred to the local authority prior to any staffing changes. The Council will also submit a request to the Pre-School Learning Alliance, as part of the TUPE process, to carry out consultation on the proposed changes to the overall structural with Pre-School Learning Alliance (employed under the Stonegrove children's centre contract) employees prior to their TUPE transfer to the Council, as per the updated Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations 2014.

5.3 Legal and Constitutional References

5.3.1 The Childcare Act 2006 sets out the statutory duties for local authorities in relation to childcare and children's centres. The following sections are particular relevant:

- Section 1 – duty to improve the well-being of young children and reduce inequalities.
- Section 3 – duty to make arrangements to secure that early childhood services are provided in an integrated manner to facilitate access and maximise benefits to young children and their parents.
- Section 4 – duty on commissioners of local health services and Jobcentre Plus to work together with local authorities in their arrangements for improving the well-being of young children and securing integrated early childhood services.
- Section 5A – arrangements to be made to ensure sufficient children's centres to meet local need.
- Section 5C – duty to ensure each children's centre is within the remit of an advisory board.
- Section 5D – duty to ensure there is consultation before any significant changes are made to children's centre provision in their area.

5.3.2 Statutory guidance in relation to children's centres was published in April 2013. This confirms that there is a presumption against closure of children's centres and when consulting on significant changes, everyone who could be affected should be consulted, including local families, users of the centres, children's centre staff, advisory board members and service providers. Particular attention should be given to ensuring disadvantaged families and minority groups participate in the consultation. Decisions following consultation should be announced publicly and give reasons for the decision.

5.3.4 There is a statutory duty to consult. As a matter of public law consultation must be carried out fairly. In general, a consultation can only be considered as proper consultation if:

- Comments are genuinely invited at the formative stage;

- The consultation documents include sufficient reasons for the proposal to allow those being consulted to be properly informed and to give an informed response;
- There is adequate time given to the consultees to consider the proposals; and
- There is a mechanism for feeding back the comments and those comments are conscientiously taken into account by the decision maker / decision making body when making a final decision.

5.3.5 When making policy decisions, the Council must take account of all relevant considerations; including importantly the duty to give due regards to the public sector equality duties and in particular any potential differential and/or adverse impact. The Council must also have regard to and weigh up all countervailing factors, including financial resources, which in the context of the function being exercised, it is proper and reasonable for the Council to consider.

5.3.6 The guidance confirms that children's centres should have a named health visitor and access to a named social worker as a minimum. The guidance recommends that children's centres are commissioned as part of local authorities' wider early intervention strategy and strategy for turning around the lives of troubled families.

5.3.7 Children's centres are subject to Ofsted inspection. From April 2013, inspections are organised according to how local authorities deliver their children's centres. If centres are grouped and share leadership and management, they will be inspected together under one Ofsted registration, however the individual centres will still be referred to as individual centres, so that parents are aware of where local services are provided.

5.3.8 Each children's centre must have an advisory board, however centres clustered together can share a board. The board must include representatives from each children's centre within its remit, the local authority and parents and prospective parents in the area. Other representatives should be included on the board as set out in the guidance.

5.3.9 This report is compliant with the Council constitution.

5.4 Risk Management

5.4.1 Risks associated with the delivery of this project will be managed and reported in accordance with the corporate risk and project management processes and will also be reported through existing democratic processes.

5.4.2 The current provision through children's centres is established in its current format. The new model for early years will involve significant changes to the current service and risks disruption to the established service. A robust implementation plan has been developed to ensure this does not happen.

5.4.3 Failing to deliver a new commission for early years risks not achieving the most cost effective model for early years and missing an opportunity to take

advantage of the opportunities for improved working across the local authorities and partners. The new model will also ensure the Council focuses resource on targeting and supporting the most vulnerable families in the borough.

5.4.4 The key risks and mitigations for the project are outlined in the table below.

Risk Description	Risk Outcome / Impact	Mitigation
Risk to the delivery timescales of the project if agreement on detail of implementation with schools does not progress on schedule.	Impact on delivery timescales and potential negative impact on relationships with schools impacting on service delivery.	Plan in place for continued discussions with schools, ensuring good communication and staged transfer of operational management.
A risk that an Ofsted inspection could be initiated in the transition period or the new model could trigger an Ofsted inspection.	Potential impact of significant change meaning service is not resourced to react to an Ofsted inspection.	Continuity plans will be put in place and additional resource provided if required to ensure service levels are protected during the transition period.
Risk that suitable individuals cannot be recruited at the required level for both implementation roles and in the new structure.	This could impact on the success of change management, delivery timescales service delivery.	There is a plan to allow for a sufficient period of time for recruitment, with job evaluations at market value to improve the likelihood of successful recruitment.
There is a risk that the proposed timescales slip, especially in regard to IT work stream	Delays impact on project timescales, impacting on delivery of savings, service delivery and staff morale.	Detailed implementation planning with adequate resources against work streams.
There is a risk of impact to service delivery during the change process.	Possible impact on service quality.	Effective Change Management procedures have been planned as part of the implementation process.

Risk Description	Risk Outcome / Impact	Mitigation
There is a risk that the proposed Stonegrove insourcing takes too long to be part of formal restructure.	This is likely to impact on project timelines and/or on staff transferring to the Council.	Early engagement with Stonegrove about transition process and plans.
There is a risk that the implementation costs for the project escalate.	Increased cost and reputational damage.	Detailed review of proposed implementation costs to ensure they are sufficiently robust.

5.5 Equalities and Diversity

5.5.1 The Council and all other organisations exercising public functions are required under the Equality Act 2010, to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between those with a protected characteristic and those without; promote good relations between those with a protected characteristic and those without. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. It also covers marriage and civil partnership with regard to eliminating discrimination.

5.5.2 An equalities impact assessment was completed as part of the outline business case. This has been updated as part of the full business case and can be found in in Appendix D. The children's centres are more likely to be used by children aged 0-5, parents of those children, particularly women and pregnant women. Marital status may be relevant as many parents receiving support from the centres are lone parents, although there is currently no data on marital status.

5.5.3 A key strategic aim of the new model for early years is to improve the targeting of the most vulnerable families in the borough. This approach is to ensure we focus resources on those who most require support. This is an attempt to reduce inequality, by targeting the most vulnerable at an early age, with an objective to reduce inequality in educational attainment and health and wellbeing. Ensuring support to increase employment opportunities for parents will support a number of protected groups. Improving the targeting of services will have a positive impact on those families most in need, which impacts on the protected characteristics of age, gender, disability and potentially marital

status. Whilst reducing the opening hours of some centres has a potentially negative impact on users of those centres, services will continue to be offered from those centres and other centres in the locality will have existing opening hours, which should mitigate any negative impact.

5.6 Consultation and Engagement

5.6.1 The 'Barnet early years review: finding a better way to support children under five and their families' consultation was conducted between 24 June 2014 and 12 September 2014 and involved the engagement of over one thousand residents and stakeholders in Barnet. The table below outlines the level and method of engagement.

Method	Summary	Participants
Online questionnaire	Available at Engage Barnet	134
Paper questionnaire	Paper copies of the questionnaire were circulated children's centres	150
Citizen's Panel questionnaire	A questionnaire went to all Citizen's panel members to get a representative sample of Barnet residents.	623
Workshops with targeted families	5 workshops were held with targeted parents to get their views on early years	31
Workshops with staff and volunteers	5 workshops were held with staff and volunteers to their views on early years	42
Drop-in sessions at 9 locations across Barnet	Drop in sessions were held at children's centres and libraries to get feedback and help parents complete questionnaires.	180
Total		1,160

5.6.2 The changes consulted on were informed by earlier engagement with children's centre workers, health professionals and families.

5.6.3 The public consultation has informed the full business case and will go on to guide the implementation of the new early years model subject to Committee approval. Consultation feedback has been included throughout the early years review full business case (Appendix A) and a full consultation report can be found at Appendix B. Whilst there was generally a positive response to the changes proposed, a number of areas of concern were identified.

5.6.4 Some key concerns were raised around the following;

Section	Concern	Mitigations
Aims	Some respondents disagreed with parents of very young children going out to work and thought that where suitable, services should support parents to stay at home.	The relevant aim has been changed from 'to increase the number of parents with young children returning to work' to 'reduce the number of adults with young children who want to return to work but are unable to'.
Vision – A more flexible model of support	Some respondents were concerned that this could mean staff moved around and worked at different venues and that this could have a negative impact on the relationship between families and staff.	Whilst the new model will involve staff working more flexibly, it will ensure that consistency of staff at locations is achieved; ensuring trust and relationships between families and staff is preserved.
Vision – A more targeted model of support	Parents felt strongly that the universality of services was important and that if it was only for 'deprived' or 'needy' people there would be a stigma attached and people would be put off from attending.	Universal services will be preserved within the new model as the council recognises the importance of universal services in identifying and supporting families with additional needs.
Vision – Increasing the involvement of parents and communities in children's centres	Some respondents felt that volunteers could add more to children's centres but that they could not replace professional staff.	The Council are not proposing that volunteers replace professionals, but that they offer a way to expand the capacity of the service. The new model will increase capacity to support, train and develop volunteers to ensure they can provide effective support to families and they can develop skills, supporting individuals back to work.
Proposed changes - Locality model	It was emphasised that when children's centres were initially developed that they would be within pram-pushing distance of vulnerable families to reduce the barriers to accessing services and this principle should continue to be centre of the early years offer.	The new locality model will continue to use a range of venues across the borough to ensure services are offered in venues that are accessible to vulnerable families.

Section	Concern	Mitigations
Proposed changes – Children’s centres managed by one organisation	Respondents from number of children’s centres said that they thought engagement with the community and schools was important and there was some concern about how services, resources, responsibility and staff would be split between CCs and adjoining schools and nurseries.	The Council and schools have been in dialogue over potential changes over the last few months and will continue in discussions to ensure a solution that best services children and families is achieved as part of the implementation of the new early years model.
Proposed changes - Changing of opening hours for certain buildings	Parents felt that reducing opening hours does not help parents, that fewer hours means lesser service and that the council should not close or change settings.	<p>Due to the budget reduction of £700k the council has to make difficult decision in regard to children’s centres. The proposed changes are based on a detailed needs analysis, considering where there is the most need for services.</p> <p>Where there are proposed reductions in opening hours the council will maintain sessional service delivery in each of the local areas.</p>

6. BACKGROUND PAPERS

- 6.1 Early years review – PSR proposal and public consultation paper, Children, Education, Libraries and Safeguarding Committee, 23 June 2014.
- 6.2 Early years review outline business case, Cabinet, 2 April 2014.
- 6.3 Early years review task and finish group report, Cabinet, 25 February 2014.

Full Business Case: Early years review

Author:	<i>James Mass / Andrew Howe / Sam Raffell</i>
Date:	<i>10 October 2014</i>
Service / Dept:	<i>Commissioning Group / Public Health</i>

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1. Executive Summary

The early years of childhood development present the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state. Following a thorough review that has included significant engagement with residents, front line staff and a range of other stakeholders, the full business case builds on the recommendations made in the outline business case, detailing how the new early years model should be developed.

The early years model proposed has been designed to achieve the following outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

To develop a sustainable model and achieve an improvement in the outcomes detailed above the council and its partners have developed a bold vision for early years services, designing a more flexible, targeted and collaborative model with greater community involvement and a focus on improved identification and support for vulnerable families. The new model will focus on evidence based interventions and develop a system where the state works with families, helping them to be able to support themselves.

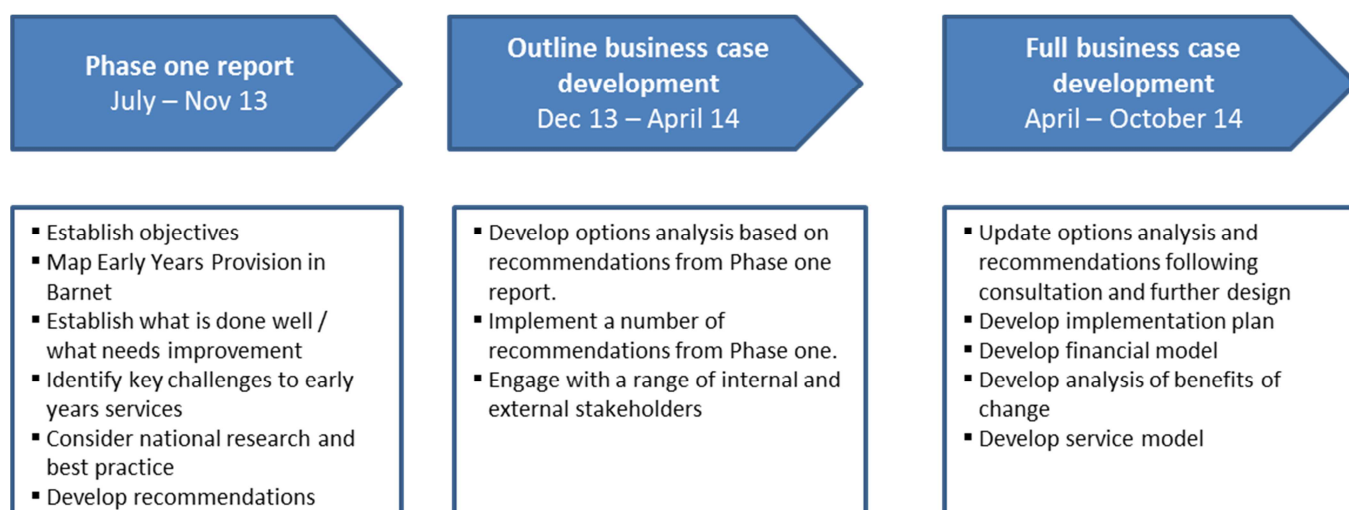
The proposals achieve the £700,000 saving required in the council's medium term financial strategy. The new model will preserve the majority of front-line services through developing a more cost effective management structure; more effective use of physical locations and ensuring the service is flexible enough to adapt to future need.

2. Background

2.1 Process

In June 2013 Barnet began the Early Years Review to help the council and its partners identify improvements to Barnet's early years provision. The aim of the review was to develop an effective early years model that improves outcomes for young children and families in Barnet.

The diagram below outlines the broad process that the early years review has undergone from the initial phase one report completed in November 2013 through to the full business case.



The full business case has been informed and influenced by;

- Task and Finish Group Report (Approved by Cabinet on 25 February 2014).
- Public consultation and on-going engagement with residents, front-line staff and a range of other stakeholders.

The scope of the early years review covered all services offered to children between 0-5 and their families, although not all areas are covered in detail in the full business case. The four maintained nursery school options and recommendations are outlined in a separate paper, but the full business case includes some background on the nursery school as they are a key part of the early years offer in Barnet.

To make the paper easier to follow the report has broken down early years into two sections 'support, advice and information for families' and 'childcare and early education'. The following table gives more detail of the breakdown.

Support, advice and information for families	A. Children's centres
	B. Early years health services
	C. FYI Service
Childcare and Early Education	A. Childcare across Barnet
	B. Maintained nursery schools
	C. Childcare in children's centres
	D. Early years standards and childcare support

2.2 Strategic Fit

The Early Years Review supports Barnet's Children and Young People's Plan 2013 – 2016, which sets out the vision that 'every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment'. The early years priorities as part of the Children and Young People's Plan are;

- Engage families early to ensure children have happy lives at home.
- Provide high quality health services for mothers and young children.
- Ensure children in need of support are identified early and appropriately supported in their early years.

2.3 Statutory duties

The section below outlines the responsibilities of a local authority with regard to Children's Centres and Childcare.

Children's Centres

The statutory guidance on Sure Start children's centres clarifies what is required by legislation, and the guidance seeks to assist local authorities and their partners.

The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in:

- child development and school readiness;
- parenting aspirations and parenting skills; and
- child and family health and life chances.

To secure delivery Local authorities **must**:

- take steps to identify parents and those expecting a baby in their area who are unlikely to take advantage of early childhood services available and encourage them to use them; and
- ensure there are sufficient children's centres, so far as reasonably practicable, to meet local need

Further guidance outlines what local authorities **should** deliver. This includes ensuring that a network of children's centres is accessible to all families with young

children in their area, targeting those at risk of poor outcomes based on needs analysis and ensuring that opening times and availability of services meet the needs of families in their area.

Childcare

The local authority must;

- Secure sufficient childcare for working parents
- Secure prescribed early years provision free of charge, ensuring eligible 2 year olds and all 3 and 4 year olds can access high quality free nursery education
- Undertake an assessment of childcare provision in their area
- Provide information, advice and training to childcare providers

The latest update of statutory guidance for early education and childcare (September 2013) states that local authorities must do the following;

- Base their decision whether to fund a provider to deliver early education places solely on the provider's Ofsted inspection judgement, and not undertake a separate assessment of the quality of the provider.
- Fund places for two-, three- and four-year old children attending any provider rated 'good' or 'outstanding' by Ofsted.
- Fund places for three- and four-year-old children attending any provider rated 'satisfactory/requires improvement'.
- Only fund two-year-old children in 'satisfactory/requires improvement' providers where there is not sufficient accessible 'good' or 'outstanding' provision.

3. Current provision

This section outlines the early years services offered in Barnet as well as key findings from the early years review.

3.1 Financial overview

The table below details the main services offered in Barnet and their cost.

Service	Budget (2014/15)	Funding Source
A. Children's Centres and Family Support		
Children's Centres	£3.576m	Family Services budget
Children's Centre teaching allocation	£297k	Designated Schools Grant
Children's Centres support	£279K	Family Services budget

Health Visitors	£3.8m	Public Health England*
Family Nurse Partnership	£300k	Public Health / NHS England (£150k each)
Community Midwives	£1.5m	Clinical Commissioning Group*
Healthy Children's Centres	£285k	Public Health
Speech and Language Therapy	£48.6K	Clinical Commissioning Group / Family Services budget*
Total	£10.076m	
B. Childcare and Early Education		
Free eligibility for 3&4 year olds	£15.705m	Designated Schools Grant
Free eligibility for 2 year olds	£3.85m	Designated Schools Grant
Early Years Vulnerable Fund	£275K	Designated Schools Grant
Early years standards / Support for childcare	£733K	Family Services budget / Designated Schools Grant
Raising standards for quality provision for childcare providers	£63.8K	Family Services budget
Total	£20.527m	
Total (A+B)	£30.602m	

**financial information unverified*

The total of spend on early years is approximately **£30 million**. It is important to note that a significant amount of this funding is Dedicated School Grant, with over £19.5million going directly to childcare settings who provide the free eligibility offer for 2, 3 and 4 year olds.

3.2 Support, advice and information for families

Children's centres

Currently there are 13 children's centres across the borough with an additional 8 main outreach venues with a budget of £4.16m 2014/15 (including central team costs). The children's centres are operated by various providers, with 8 run by schools, 4 run directly by the Council and 1 run by a voluntary sector organisation.

Each children's centre has its own geographical 'reach area' of families to target and all centres are individually registered for Ofsted purposes.

The table below gives details of children's centres in Barnet.

Children's Centre	Locality	Childcare (Y/N)	Delivery Model	April 2014 – March 2015
Coppetts Wood	East	Y	School	£334,158

Fairway	West	Y	School	£300,027
Parkfield	South	Y	Local Authority	£293,284
The Hyde	South	Y	Local Authority	£301,474
Underhill	Central	Y	School	£314,834
Barnfield	West	N	School	£349,050
Bell Lane	South	N	School	£268,603
Childs Hill	South	N	School	£276,271
Hampden Way	East	N	School	£238,588
St Margaret's	East	N	School	£240,054
Newstead	East	Y	Local Authority	£283,786
Wingfield	West	Y	Local Authority	£341,076
Stonegrove	West	N	Commissioned	£328,795
Total				£3,870,000

Information based on Children's Centre Funding Statement 2011-2015. Funding includes children's centre teaching allocation from dedicated schools grant

The above table does not include the cost of the central support team to children's centres (£279k) and spend on the public health led healthy children's centre programme (£285k).

Universal services in children's centres include stay and play sessions, baby groups and parenting advice and information. These services are key to engaging with families and identifying families who made need further support through the range of targeted services offered.

Targeted support in children's centres includes intensive support to families delivered by specialist family workers, parenting programmes, early learning sessions, young parent groups, adult education and learning and domestic violence support.

Children's centres work in partnership with a range of other public services and providers including health, Job Centre Plus, Barnet and Southgate College and a range of voluntary and community organisations.

Early years health services

A range of early years health services are offered in Barnet. Services include health visitors, community midwives and speech and language therapy.

Health Visiting

Health visitors are instrumental in delivering the Healthy Child Programme, working with all parents to assess the support they need and develop appropriate programmes to help give the child the best possible start in life. Health visitors support and educate families from pregnancy through to a child's fifth birthday. Common tasks include:

- New birth visits which include advice on feeding, weaning and dental health.

- Physical and developmental checks.
- Providing families with specific support on subjects such as post natal depression.
- Offering parenting support and advice on family health and minor illnesses.

Through their near universal coverage and high levels of professional training health visitors are adept at identifying vulnerable families and working with them to identify the additional support they require. The type of support can include:

- Referring families to specialists, such as speech and language therapists.
- Arranging access to children's centre services.
- Organising practical support - for example working with a nursery nurse on the importance of play.

Other health professionals have significant roles in the early years including community midwives, GPs and speech and language therapists. The way in which the various health and local authority frontline workers currently work together across the system is variable. In some areas there are strong examples of effective joint working but this is not the case across the borough.

Family and young people's information service (FYI)

A number of issues were raised as part of the review in regard to the FYI service. Since the outline business case was published, the service has re-located to Coventry under the Customer Services Group (CSG) contract with Capita and the new team has received training to ensure a high quality service is being provided. Training has included ensuring the FYI service provided information on working tax credits, childcare vouchers and free entitlement to early education.

As part of the outline business case it was recommended that the opportunity to develop a shared appointment system for early years services (including health) was explored. It was established that at the current time this was not viable as it would require significant change to the operational level agreement with Capita.

The new early years model will ensure that the FYI service links into the wider early years model.

3.3 Childcare and Early Education in Barnet

The role of the local authority can be broken down into two key areas, where the council directly provides early education through children's centres, the four maintained nursery schools and the council's role in raising standards and ensuring sufficiency of childcare places across Barnet.

Childcare across Barnet

The council has a statutory duty to undertake a childcare sufficiency assessment (CSA), allowing the council to have a clear and up-to-date view of childcare supply and demand within the borough. The latest CSA was undertaken in summer 2013 and the significant research undertaken as part of the assessment has been used to inform the early years review recommendations

Childcare is either purchased privately by parents or provided as part of the Free Entitlement to Early Education (FEE) funding which comes directly from the dedicated schools grant (DSG).

Free Entitlement to Early Education for 3 & 4 Year olds (FEE 3&4)

All 3 & 4 year olds are eligible for up to 15 hours of free early education for up to 38 weeks per year.

The borough has 205 providers delivering free early education for 3 and 4 year olds. This includes maintained nursery schools/classes; private, voluntary & independent nurseries; children's centres and childminders.

Free Entitlement to Early Education for 2 year olds (FEE2)

The FEE2 offers eligible children up to 15 hours per week of high quality early years education. From 1 September 2014 local authorities have had to ensure that the 40% most deprived two year olds have 15 hours of high quality childcare provision.

There are currently 709 accessing a FEE2 place for the autumn 2014 term with 152 providers. This number will continue to increase as more claims come in.

Dedicated Schools Grant (DSG) funding 2 year old funding will change in 2015/16 to be based on actual number of 2 year olds on the census, where it has previously been based on target figures set by the Department for Education. The Council has projected this will result in a reduction of £2 million for Barnet in 2015/16 compared to 2014/15.

Maintained Nursery Schools

There are four maintained nursery schools in Barnet; Brookhill, Hampden Way, Moss Hall and St Margaret's. Nursery schools are a valued part of Barnet's Early Years provision and they have proved themselves to be outstanding providers.

Barnet's nursery schools are funded through the Early Years Single Funding Formula (EYSFF), along with all other early years' settings in the borough. The EYSFF was introduced to Barnet in April 2013 in line with Department for Education requirements. This was to ensure that different types of early years' provider received similar rates of funding per pupil per hour.

On top of the EYSFF funding, the four nursery schools have received a transitional subsidy of £890,000 for the 2013/14 and 2014/15 academic years, which has been agreed on an annual basis at the Schools Forum.

Children's Centre Childcare

There are currently 7 children's centres offering Childcare in Barnet. The childcare offered ranges from wraparound care for a small number of children (Coppetts Wood) to a large childcare setting (Fairway).

The table below outlines the children's centres which are currently offering childcare;

Children's Centre	Number of children registered	Number of children currently attending	Number of these children on the FEE 2 offer	Number of these children on the FEE 3&4
Coppetts Wood	8	8	0	8
Newstead	32	56	23	26
Underhill	50	34	22	0
Parkfield	62 + Creche	89	18	34
Wingfield	48	79	37	35
Fairway	40	73	26	34
Total	240	339	126	137

The Hyde school is currently delivering childcare on behalf of the children's centre.

Each children's centre has a waiting list, with over 250 on waiting lists across the children's centre, with demand highest for childcare at Parkfield and Wingfield (with over 100 on the waiting list each).

In 2011/12 a decision was made, following consultation, to develop a cost neutral childcare model for childcare in children's centres, meaning childcare within children's centres has to function as a business in the wider childcare market. Each children's centre was offered transition funding for the financial year 2012/13 and 2013/14 to support the development of the new model.

Whilst being cost neutral the childcare in children's centres offer a resource to support the free entitlement for early education two year old offer and help support the borough achieve an appropriate and sufficient childcare offer in Barnet. Childcare is currently being reviewed alongside the wider early years review to ensure the best possible approach to sustainable local provision.

Early Years Standards and Childcare Support

A wide range of support is offered for childcare providers from various teams within the council and by commissioned organisations.

Each of these teams offers a different type of support to different childcare settings in Barnet. The table below outlines the key functions being considered as part of the early years review.

Team	Role
Early years standards team	<ul style="list-style-type: none"> • Training, Advice and Development for all settings including quality provision, progress and attainment • Promoting the EYFS standards including related training, observation, assessment and planning. • Implement the LA statutory responsibility with regard to EYFS profile moderation and training in Reception classes
Barnet Pre School Learning Alliance (childcare contract)	<ul style="list-style-type: none"> • Targeted support to providers around OFSTED requirements around Welfare. • Support for settings around Policies and Procedures followed up with inductions for new managers.
Barnet Pre School Inclusion Team	<ul style="list-style-type: none"> • Support for PVI's and childcare professionals around inclusion, including the provision of specialist training • Provide support to SENCOs IDP training – behaviour, speech and language, autism • Support the statutory assessment of a child's SEN. • Support for children with SEND and their families.
Childcare business team; <ul style="list-style-type: none"> • Child-minding Team • 2, 3&4 Year Old Team • Registrations Support 	<ul style="list-style-type: none"> • 1:1 business support and set up. • Support to child-minders in Barnet, including the provision of training. • Information about Free Early Education (FEE2, 3 and 4 including how to claim, audit practises, contracts etc). • Management of Free Early Education for 2 year olds including promotion, brokerage and payments

Further childcare support and development is part of the role of the Barnet Children's Service Workforce Development team and the children's centres and nursery schools offer.

4. Case for change

Early years services across the public sector provides the ideal opportunity to identify risk factors in vulnerable families at an early stage and offer effective support to allow families to support themselves and reduce reliance on social care services at a later date. This will not be a quick return but a sustained focus on the early years should be a priority to help achieve longer term financial sustainability.

However, the current service is a complex result of many years of incremental change. In reviewing this system it is apparent that whilst there are many strengths - including a dedicated and passionate work force – that success is often despite rather than because of the system.

To achieve our vision of supporting more vulnerable families at the earliest stage, whilst reducing the base budget by £700k, there is a requirement for whole system change. Salami slicing of the 'as is' service would involve a significant reduction in front-line services and would not achieve the benefits of service transformation.

The following section outlines the key drivers for change, key findings from the early years review and the evidence driving change and the case for continued investment in early years services.

4.1 Drivers for change

As the public consultation outlined, there are a range of key factors driving change. These include;

4.1.1 The benefits of early intervention

The early years of a child's life are crucial, with eighty per cent of brain development happening before a child is three years old. By improving how we identify and support vulnerable families we can improve life chances for children in Barnet. This will improve outcomes for families and reduce the need for public services later on in their life. The importance of the first 5 years of a child's life means we need to continue to invest in early years services and improve the support we currently offer [further information in section 4.2].

4.1.2 Financial pressures

Due to economic challenges facing the British government, councils have had their funding cut since 2010 and will continue to see a reduction in funding. For Barnet, this will mean a further £72 million reduction by 2020.

The council needs to reduce its base budget as well as ensure a sustainable solution for the nursery school and children's centre childcare offer in the borough. With such reductions the current model of delivery for children's centres cannot continue and doing nothing is not an option. Although we believe strongly in the importance of early years services there is a requirement to make reductions from the Council's base budget of £700k from the early years budget

Children's centre childcare

A decision was made by the council, following consultation, in 2011/12 to make childcare provided by children's centres cost neutral by 2014/15 with transition funding provided to children's centres for 2012/13 and 2013/14. The new model for children's centre childcare needs to ensure that the provision of childcare is cost neutral to the council.

4.1.3 Demographics

The number of children aged between 0 – 4 in the borough is set to increase from 26,757 in 2013 to 27,637 in 2018, putting increasing pressure on services in areas of high growth and meaning more demand for early years services. The increase will be most prominent in the West and the South of the borough, with the biggest growth in;

1. Colindale (+37%)
2. Golders Green (+30.5%)
3. West Hendon (+6.5%)

Moreover, changing demographics in regard to cultures and ethnicities means that our services will need to be more flexible to deal with a range of needs flexibly.

The pressure of demographics on childcare and early education is enhanced by the recent increase in Free Entitlement to Early Education (FEE2) for 2 year olds from 20 to 40 per cent, putting extra pressure on the supply of childcare in the borough.

4.1.4 A need to work more collaboratively across the public sector

With increasing financial pressures and changing demographics there is a need to work more collaboratively with local communities, health visitors, community midwives, schools and a range of other organisations to improve the services we offer to families. The council already works closely with other organisations but this must continue to improve.

Some key findings from the early years review found that;

- Improving front-line relationships with health would significantly improve the whole system's ability to identify vulnerable families early and effectively support them.
- Information sharing needed to be improved to support targeting of most vulnerable families
- Services which supported parents with mental health or drug / alcohol abuse were adult focussed, rather than family-focussed and not link closely with early years services
- The early years' service is clearly joined-up with other family services – including troubled families, social care and early intervention and prevention services.

4.1.5 A need to design a system that works for families

Without significant change to the early years system we will be unable to improve support for vulnerable families in a difficult financial context. We need a system that supports staff to work to their best ability. A new service needs to be flexible enough to meet demand, ensure a joined-up service for support to families and provide the most effective advice, information and support for families.

The current service is a complex result of many years of incremental change. In reviewing this system it is apparent that whilst there are many strengths - including a dedicated and passionate work force – that success is often despite rather than because of the system. Children’s centres have not performed well against in recent Ofsted inspections with four of the five Ofsted inspections since April 2013 receiving a ‘Requires Improvement’ judgement and the current system does not have an effective performance and management information system in place.

4.2 Case for Continued Investment

As outlined in section 4.1.1, national and international evidence has shown that development in the first few years of life has a huge impact on a diverse range of whole-life outcomes. Evidence shows that interventions at this time are the most cost effective and best for both the child and the family with regard to outcomes.

The outline business case included evidence supporting the benefits of early intervention. This included a local case history and evidence from a range of research papers summarised below.

4.2.1 Local Case History

In August 2013 a sample of 81 randomly selected Child Protection, Looked After Children and Troubled Families cases were reviewed to identify the proportion of cases that could have been prevented, and how the escalation of need could have been averted. In total, 48 practitioners were interviewed as part of this review.

The review found the following:

Type of case	Percentage preventable	Parental factors			
		DV	Drug abuse	Alcohol abuse	Mental health
Troubled families	77%	54%	23%	23%	31%
Child protection	29%	64%	49%	47%	45%
Looked after children	14%	62%	67%	48%	67%

Further research found that, with the exception of domestic violence, services that supported parents with mental health or drug / alcohol abuse were adult focussed

and not family focussed. Whilst there were safeguarding processes in place, where cases did not meet the social care threshold there was limited awareness of the available family support, limiting the impact on the whole family.

4.2.2 Evidence from research papers

Further research undertaken as part of the Graham Allen and Frank Fields reviews stated the following;

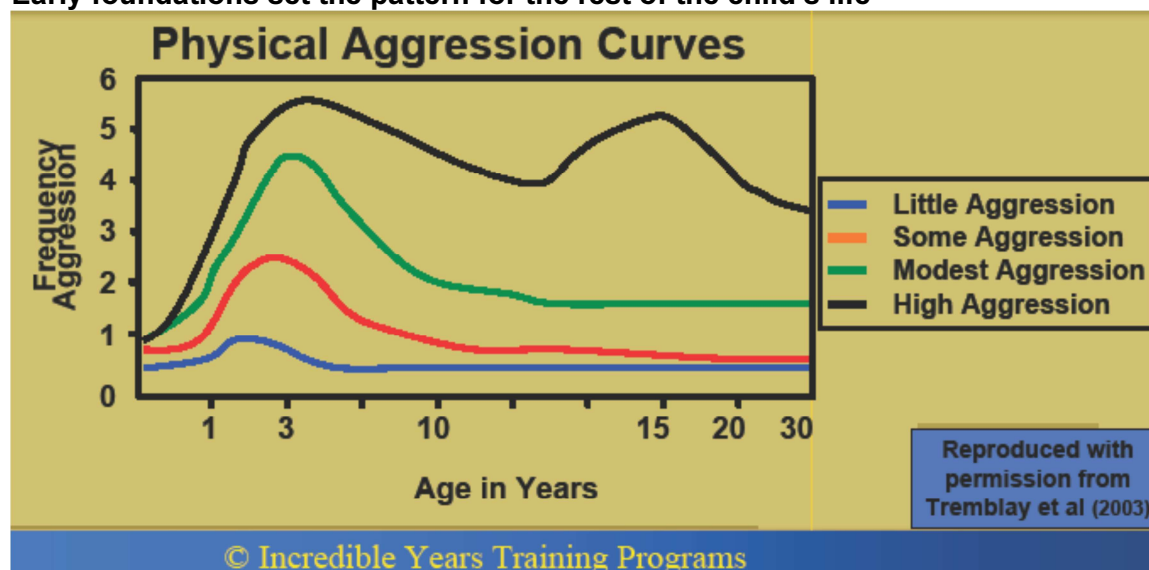
- Early intervention should be more widely adopted to make ‘massive savings in public expenditure’.
- Recommends a focus on antenatal education / preparation for parenthood and 0-3 social development, health and well-being boards should create integrated early intervention approaches.
(Graham Allen Review)
- GP’s, midwives, health visitors, hospital services children's centres and PVI nurseries offer fragmented support which is neither well understood nor easily accessed by all of those who might benefit from it most.
- Local and central government should give more prominence to the earliest years in life, from pregnancy to age 5 and that funding moves to early years and weighted toward the disadvantaged children as we build the evidence base of effective programmes.
(Frank Fields Review)

4.2.3 The wider impact of early years services

As well as the positive impact early intervention can have in supporting vulnerable families, the early years of a child’s life also offers the best opportunity to improve school readiness for all children in Barnet, having an impact on the rest of the child’s life. Although Barnet has a higher than average early year foundation stage profile scores (level of development after reception class) there are still 40 per cent of children who are not attaining a good level of development at age 5 (Early years foundation stage profile) and narrowing the gap between the achievement of the least and most deprived children in Barnet.

While these foundations do not determine an individual’s outcomes, they can make an individual more prone to certain behaviours and create the conditions that promote consistently good outcomes more difficult to achieve. The diagram below outlines the level of physical aggression at age 3 and how it continues into adulthood.

Early foundations set the pattern for the rest of the child's life



As outlined above work done in the early years has a significant longer term impact on a range of other costs in the public sector. By continuing to invest in early years and improving our offer to families, there is potential to achieve further savings across the public sector, including;

Public sector area	Benefit
Education	<ul style="list-style-type: none"> • Reduced truancy costs • Reducing need for SEN support in mainstream schools • Reduced exclusions
Health	<ul style="list-style-type: none"> • Reduced unnecessary A&E admissions for under 4's
DWP	<ul style="list-style-type: none"> • Increase in the number of parents returning to work reducing the benefits bill (and increasing the tax base)
Local authority	<ul style="list-style-type: none"> • A reduction in the need for families to access drug and alcohol, mental health and domestic violence services • Reduction in SEN support at nursery through improved support in mainstream offer • Reduction in number of children subject to a funded statement of SEN

Based on Greater Manchester's business case for increased investment in early years services.

5. Aims & Objectives

5.1 Aims

The early years model proposed has been designed to achieve the following outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

In order to improve the outcomes above there needs to be a new system in place which expands the reach of early years services and increases the quality of support for families in the borough.

Consultation feedback

In both the early years questionnaire and the citizen's panel questionnaire the majority of respondents agreed with all the aims in the consultation document. In both questionnaires respondent's most positive feedback was for the aim 'ensure families get the right support at an early age' and 'ensure every child has access to quality childcare in Barnet'. The least supported aim was 'increase the number of parents with young children returning to work.' This was because some respondents disagreed with parents of very young children going out to work / wanted more to be done to help parents to stay at home.

5.2 Strategic objectives

Through the early years review a set of strategic objectives were developed which have informed the recommendations and detailed design of the new early years model.

Responses to the public consultation have generally supported the proposed vision for a new early years service, with almost all feedback emphasising the positive impact that early years services have had on their life, often supporting people through very difficult circumstances.

This all has to be achieved within the new budget, including;

- A reduction in the early years base budget by £700k
- Ensuring quality across early education, yet sustainably funded through EYSFF and private funding, not subsidised by either the councils base budget or the Dedicated Schools Grant.

A. A more flexible model of support

In the new model services should be more flexible to best meet the needs of local families – for example by varying opening hours, locations of sessions or the type of services provided by children’s centres to meet demand.

A more flexible model of support will allow staff to develop new solutions, changing and adapting things that do not work and sharing these with other centres across the borough.

Consultation feedback

A majority (69%) of the targeted early years questionnaire respondents agreed with a move to a more flexible model, with this increasing to three quarters (75%) of the Citizens’ Panel respondents.

However, some respondents were concerned that this could mean staff moved around and worked at different venues which could have a negative impact on the relationship between families and staff. Consistent and high quality staff was seen as very important to parents.

B. More targeted support for children under five and their families

Barnet will continue to deliver early years advice and information to all families with young children and there is a strong commitment to improving the universal health service. Yet, a key focus of the new early years model will be to better target resources at families who need the most support as early as possible, helping them deal with issues and support their child to grow and develop.

By identifying families who need support, using improved data, expanding reach and using local knowledge to target support where it is needed the most, the intention is to provide support in a way that does not judge or stigmatise families.

A targeted approach to early years is not just about targeting individuals, but about targeting providers of early education. The new model to support childcare and early education settings will provide targeted support to providers that have received ‘Inadequate’ or ‘Requires Improvement’ as part of their Ofsted judgement or where there are known concerns around the quality of early education.

Consultation feedback

The majority (73.8%) of the targeted early years questionnaire respondents agreed with more targeted support for children under five and their families increasing slightly to 79.4% of respondents in the citizen panel questionnaire.

However, Parents felt strongly that the universality of services was important and that if it was only for ‘deprived’ or ‘needy’ people there would be a stigma attached and people would be put off from attending. It was also felt strongly that families from all backgrounds and cultures could have problems and that services shouldn’t be targeted just based on deprivation.

C. A more collaborative model

A more collaborative early years' service means children's centres, health visitors, community midwives, Jobcentre Plus, childcare settings, schools and other organisations working closely together to provide the highest quality services to families with young children.

A more joined up approach with universal services increases the reach of early years services and the ability to engage with all families from the earliest possible opportunity, whilst a more collaborative approach with services such as mental health and social care allows for a more effective support system for families.

This will mean;

- Integration of health visitors and early years services, ensuring more effective early identification of and support for vulnerable families, improve information sharing between early years practitioners and increase professional accountability for families.
- An early years service that is clearly joined-up with other family services – including troubled families, social care and early intervention and prevention services.
- Closer working with the wider early years health agenda, including community midwives, peri-natal mental health and speech and language therapy.
- Children's centres working with childcare providers across the borough – promoting good practice and ensuring parents know how to access childcare.
- Closer working with adult social care and public health services (including mental health, domestic violence and drugs and alcohol services).
- Improving the relationships with schools across the borough to ensure a strong relationship and an effective use of resources.

Consultation feedback

The majority (69.4%) of the early years targeted questionnaire respondents agreed with a more collaborative model, increasing slightly to 73% of respondents to the citizen panel questionnaire. Through all channels of engagement this aim was strongly supported by families and parents and staff fed back that this was already happening across a number of children's centres.

D. A family based approach

While all early years services will take a family-based approach, this is even more significant where there are identified needs for more intensive support. Early years and adult services need to work together closely with families where a parent has high risk needs to ensure the child's well-being and development is considered.

If a parent accesses support from the public sector, whether it be for mental health issues, drug or alcohol or domestic violence, there should be support for the whole

family. This means that services for adults and services for children need to work closer together, with clear signposting, to consider the family as a whole.

Consultation feedback

The majority (84.8%) of the early years targeted questionnaire respondents agreed with a family based approach, reducing slightly to 81.9% of respondents to the citizen panel questionnaire. Through all channels of engagement this aim was strongly supported by parents.

E. Increasing the involvement of parents and communities in children's centres

The new model will be designed so that parents and local communities have opportunity to become more involved in children's centres. The Council will encourage more people to volunteer – supporting better services and giving local people the chance to develop their skills.

The more the service engages with communities, the better it can meet local need, identify and support vulnerable families, and empower parents to develop social networks and support each other.

This will include more formal governance structures, including advisory boards but also involve parents and local communities in co-designing elements of the service and developing a culture where parents can be empowered to support other parents, take on volunteer roles and develop their skills to both increase the capacity of the children's centre and increase their confidence, skills and employability.

The Council are not proposing that volunteers replace professionals, but that they offer a way to expand the capacity of the service, allowing professionals to focus on the key work of supporting vulnerable families. Volunteers and community groups should be supported to refer families, offer peer-to-peer support and support universal services. Alongside increasing the number of volunteers parents and communities will be encouraged and supported to become more involved in the decision making process at children's centres.

Early years offers one of the best opportunities to increase community participation and improve social networks – a key aim of the council, and this is the only way we can achieve real change in service delivery in the long term and, ensure greater community resilience.

Consultation feedback

The majority (77.9%) of the early years targeted questionnaire respondents agreed with increasing the involvement of parents and communities in children's centres, slightly increasing to 79.6% of respondents to the citizen panel questionnaire. Involving parents and communities in children's centres was widely supported, although some respondents felt that volunteers could add more to children's centres but that they could not replace professional staff. Through the consultation over 150 people expressed an interest in volunteering opportunities around early years services, approximately 15 per cent of the people who responded to the consultation.

F. Ensuring sufficient high quality early education in Barnet

Services provided by the council alone cannot support all young children, therefore the council must work effectively with providers of early education to support their development and ensure that vulnerable families get the right support.

The role of the council is to raise standards across early education, targeting support at those settings who require support. The early years standards team will support settings to raise attainment and continually improve, and aim to have a positive impact on early education at all childcare settings

The new model will also ensure that the council has the capacity to support the expansion of the Free Entitlement for Early Education for two year olds and early education for vulnerable children.

Delivery principles

- Local needs should be addressed in an effective, flexible and transparent manner.
- Local policies on managing clear and required functions should be embedded in all aspects of service delivery.
- Impact, evidence base and measurability need to be considered at every defined delivery point.
- Staff should have clear roles, achievable targets linked to function and core purpose and an effective and supportive management environment.
- A new structure needs to enable delivery to provide the best possible service for Barnet's young children and their families.

The new service must also adhere to the key guiding principles of the early intervention and prevention strategy (Intervene as early as possible, take a whole family approach, use evidence based monitoring systems).

6. Options

The Full Business Case options appraisal builds on the options considered as part of the Outlines Business Case, taking into consideration further research, public consultation and the testing of assumptions through the assessment phase.

Completing an options appraisal for the future of early years services is not a simple exercise, as there are various elements of service delivery involved the approach. The options analysis has been approached differently depending on the complexity of analysis required and is explained through each section of the options analysis.

The table below outlines any changes to recommendations since the outline business case, what has been consulted on and the final recommendation being made.

No.	Service area	Key changes since outline business case	Consultation	Recommendation (Summary)
6.1	Children's centre service model	Recommendation changed from 'hub and spoke' model to a 'locality' model.	Proposed changes consulted on in summer 2014	That a locality model of delivery for children's centres with three Ofsted registered clusters of children's centres is implemented.
6.2	Management and governance	No change	Proposed changes consulted on in summer 2014	That all children's centres are to be managed by the local authority.
6.3	Integration of health visitors and early years services	Integration recommended, with a proposal for a more detailed options appraisal on the exact model of integration.	Proposed changes consulted on in summer 2014	Continue to improve joint working between health visitors and local authority early years services through joint commissioning arrangements with NHS England and bring a recommendation to the Committee to establish a fuller form of integration by October 2015.
6.4	Significant reduction in opening hours	Not included	Proposed changes consulted on in summer 2014	Reduction of opening hours at Stonegrove, St Margaret's and Hampden Way children's centres but maintain sessional service delivery in each of the local areas.
6.5	Children's Centre childcare	Following detailed design work the options analysis recommends a more flexible and bespoke solution for different children's centres.	Potential consultation if substantial changes, not included in summer 2014 consultation	Where it is appropriate and in agreement with a school, the councils prefer option is for schools to continue to deliver childcare when located on school sites.
6.6	Early years standards and childcare support	Pre-school inclusion team [SEN] no longer structurally included in consolidated early years team.	Consultation with key stakeholders undertaken	Consolidation of team as part of the wider early years model, with clear links to SEN and the Pre-school Inclusion team.
6.7	Early years delivery model	Further work with new management team on options appraisal for delivery options proposed	Delivery model not part of summer 2014 consultation.	That officers develop a full options appraisal of alternative deliver models for the early years services and bring a recommendation, following significant staff engagement, to the Committee in October 2015.

Children's centres & family support

As well as meeting the strategic objectives the new children's centre and family support model should;

- Help children's centres to focus on supporting the most vulnerable families in the borough.
- Offer a whole borough strategic approach for children's centre services.
- Have a cost effective management and administrative structure.
- Enable shared practice, learning and resourcing across the borough.
- Enable the integration of health visitors as well as closer integration with other services.

6.1 Children's centre service model

As part of the early years review the current service model for the children's centre network was reviewed. The review found that whilst the support offered by staff was of a high quality and appreciated by families, the system that is often more of a hindrance than support to staff.

The following table updates the outline business case and outlines the advantages and disadvantages of the models for consideration;

Option	Explanation	Advantages	Disadvantages	Score
A. Do nothing	Children's centres will continue to operate relatively independently. Each will have its own manager & staff and be registered individually with Ofsted.	<ul style="list-style-type: none"> - Lack of disruption to service. - Strong management focus on specific needs of the locality. 	<ul style="list-style-type: none"> - Lack of whole borough strategic approach to early years. - Expensive management model. - Difficult to develop specialisms & share best practice / learning. - Reach area overlap issues. - Difficult to integrate with health. - Limited efficiency savings. 	1/5
B. Cluster Model	Groupings of children's centres collaborate as a dedicated locality cluster. Centres each have their own centre leaders but they (and other staff) agree to collaborate on specific areas of work. Each centre will continue to be registered individually with Ofsted.	<ul style="list-style-type: none"> - Allows for a more strategic focus on localities (including a number of children's centres). - Improved collaboration across centres, including the ability to share best practice / learning across localities. - Shared reach area across localities, avoiding overlap issues. - Limited disruption to staff and service. 	<ul style="list-style-type: none"> - Lack of whole borough strategic approach to early years. - Expensive management model. - Difficult to integrate with health. - Limitations in making efficiency savings. 	2/5
C. Hub and spoke model	Three hub centres would have responsibility for co-ordinating services across a number of satellite or 'spoke' children's centres in their locality. Hub centres have their own leaders, and spokes may or may not be led by an individual centre manager (or deputy). The hub may provide core services that are not available in spoke centres. There would be just three registrations with Ofsted.	<ul style="list-style-type: none"> - Whole borough strategic approach. - Most cost effective management model. - Simplest to fully integrate with health. - Able to develop specialisms & share best practice / learning across localities. - Flexible use of resources across borough to support service pressures and priorities / changing demographic patterns. - Parents can access services and receive targeted support from any children centre's in their locality. - Shared reach areas avoids some overlap issues but will persist across 	<ul style="list-style-type: none"> - Risk that a localised approach is lost (potential Ofsted impact). - Significant disruption to current service – staff and providers / schools. - Risk that service becomes more bureaucratic and less agile. - Risk that service focuses on the 'hub' and ignores local venues 	4/5

D. Locality model	<p>Similar to the hub and spoke model but with no central 'hub' and services offered across a range of venues.</p> <p>There would still be three registrations with Ofsted but would allow flexibility across all sites used in the local area under one management structure.</p> <p>This means the focus is not on one specific children's centre 'hub' but on providing the services across a local area, where they're required.</p>	<p>locality boundaries.</p> <ul style="list-style-type: none"> - Whole borough strategic approach. - Most cost effective management model. - Simplest to fully integrate with health. - Able to develop specialisms & share best practice / learning across localities. - Flexible use of resources across borough to support service pressures and priorities / changing demographic patterns. - Parents can access services and receive targeted support from any children centre in their locality. - Shared reach areas avoids some overlap issues but will persist across locality boundaries. - Allows flexibility across the locality, meaning the service can continue to adapt and change to meet need. 	<ul style="list-style-type: none"> - Risk that a localised approach is lost - Significant disruption to current service – staff and providers / schools. - Risk that service becomes more bureaucratic and less agile. 	5/5
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The text box below outlines the consultation feedback in regard to this proposal;

More respondents who completed the early years questionnaire (35.9%) agreed with a move to a locality model than disagreed (23.7%). In the citizen's panel questionnaire a majority (51%) of the citizen's panel respondents agreed with a move to a locality model, with 6.1% disagreeing.

Further feedback included:

- The present model works well and there is no need for change (23 respondents)
- There was a varied response to the move to a locality model, with some respondents feeling it would be a benefit to share ideas and training, whilst there were concerns that it would mean less consistent staff in centres, which was the most important part of the support children's centres offered.
- A risk was raised that a change to a locality model could have an impact on the trust built between the children's centre and the local community. There was also a feeling that it contradicted the move to increased involvement of parents and communities.
- It was emphasised that when children's centres were initially developed the idea is they would be within pram-pushing distance of vulnerable families to reduce the barriers to accessing services and this principle should continue to be centre of the early years offer.

Recommendation

It is recommended that **Option D – Locality model** of delivery for children's centres, with three Ofsted registered cluster of children's centres is implemented. The key reasons for this recommendation are;

- It allows for a whole borough strategic approach to early years.
- It allows for the most cost effective management and administrative model, allowing for front-line service to be protected and support to early years settings to be continued.
- A locality model offers the ability to share resources across localities effectively and efficiently. This will reduce need for agency staff and provide more flexibility to adapt to the changing needs and demographics of the borough.
- Allows flexibility across all delivery sites in a locality, allowing for changing use of sites to meet need, without a focus on one particular site or 'hub'.

Rationale for change in recommendation

In practice the change in recommendation has minimal impact and children's centres will still be registered with the 3 localities but with more flexibility across the use of venues across each locality. Children's centres will be registered as a 'Children's centre group' as defined by Ofsted as 'Two or more centres which share leadership and management, and which offer integrated services across an area in one local authority; a children's centre group will have one inspection and one inspection report.'

Responses to consultation emphasised the importance of children's centres being local to people, relating back to one of the initial principles of Sure Start children's centres, that they should be no more than 'pram-pushing distance' from targeted users. A locality model emphasises the importance of venues across the locality – ensuring services and support is provided in local areas to meet local need.

6.2 Management and Governance

Given the recommendation outlined in section 6.1, a review of the management and governance of each of the centres has been undertaken. In order to achieve a consistent and strategic approach across the whole early years network there needs to be a review of the management and governance of children's centres.

The mixed model in Barnet currently includes:

- 8 centres managed by schools.
- 4 centres managed directly by the council (rolling annual Service Level Agreements in place).
- 1 centre managed by Barnet Pre-School Learning Alliance (contract in place to March 15).

For those managed by schools, the governing body and head teacher are accountable and provide governance, monitoring, evaluation and leadership. There are varying degrees of integration with school – all include facilities management, opening and access whilst others also share specific roles (e.g. child protection co-ordinator), allow centres to use school space and have a process for a managed transition to reception.

Advantages and disadvantages of being part of the school model

The table below outlines some of the advantages and disadvantages of children's centres continuing to be managed by a school.

Advantages	Disadvantages
<ul style="list-style-type: none"> - Enables linkages with schools and within Learning Communities, supporting school readiness and transition. - Link to families at local school, ability to share information about families and improve targeting. 	<ul style="list-style-type: none"> - Challenge of engagement for those adults who had a negative experience of school. - Dual reporting requirements to the Council and the School can prove disruptive and complicated. - Limits ability for a cohesive and

<ul style="list-style-type: none"> - For some families, linkages to the school will encourage engagement. - Available accommodation space. - Headteachers can provide strong local leadership 	<ul style="list-style-type: none"> - strategic locality based approach. - Issues with level of challenge provided by governors (Ofsted).
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The text box below outlines the consultation feedback in regard to this proposal;

More respondents who completed the early years targeted questionnaire (42.4%) agreed with children's centres managed by one organisation than disagreed (22.3%). In the citizen's panel questionnaire a majority (62.5%) of the citizen's panel respondents agreed with a move to a locality model, with 10.7% disagreeing.

It was clear when discussing with families around who would manage children's centres they did not understand the difference between the children's centre being run by the council or the school as they saw both as the same organisation.

Further responses included:

- Some parents welcomed the idea of the council running children's centres and locality based advisory boards, whereas a number of parents felt that outsourcing or cutting services could have an adverse effect.
- Respondents from number of children's centres said that they thought engagement with the community and schools was important and there was some concern about how services, resources, responsibility and staff would be split between CCs and adjoining schools and nurseries
- There were worries raised that inconsistent central or school management could also have adverse effect on safeguarding and dealing with emergencies.
-

Schools who currently delivered the children's centre on site were very keen to continue in their role and many of the head teachers proposed that they would prefer to take a proportion of the £700k saving as a reduction from their budget to avoid the need for a new early years delivery model

Recommendation

As outlined in the outline business case it is still recommended that **all children's centres are to be managed by the local authority**. This recommendation allows the council to meet its strategic objectives, including allowing;

- Children's centres the flexibility of resource to support the most vulnerable families in the borough.
- A whole borough strategic approach for children's centre services.
- Integration of health visitors into the early years model

- The early years model to be more integrated into the Family services model including social care and the early intervention and prevention service.
- For a more cost effective early years model to be developed

6.3 Integration with Health

Health visitors have a key role in supporting 0-5 year olds and their families, and along with community midwives offer the most effective tool for early identification of risk factors of both the child and their family. They also are in an important position to register families with their children's centre and effectively communicate the support that can be offered through children's centres.

Strategic priorities for integration with health

- Ensure the most effective early identification and support of vulnerable families.
- Improve information sharing between early years practitioners.
- Increase professional accountability for vulnerable families and avoid the problems associate with service to service referrals.
- Ensure the widest reach for early years services.

Consultation feedback

The majority (78%) of the early years targeted questionnaire respondents agreed with the integration of health visitors and early years services, with only 6% disagreeing. A majority of citizen's panel questionnaire respondents (79%) agreed with the proposed change. Feedback from the consultation workshops included the following comments from parents / staff;

- Midwife and health visitor appointments in the children's centre are a good way of introducing new parents to the space.
- All children's centre should have facilities for midwifery and health visitors.
- The majority of parents were happy with the health visitor and midwifery services they had received, with many parents becoming involved in children's centres through a referral from community midwives or health visitors. However, there was also a common message that links with health and children's centres could be improved, with health visitors referring more parents to children's centres.

Feedback from health visitors included;

Some health visitors were supportive of integration whilst others were either not, or wanted more information on what was meant by 'integration'. The following advantages and disadvantages were fed back from health visitors;

Potential advantages of integration;

- A more seamless service.
- Better support for vulnerable families.
- Improved assessment of need for children.
- Improved information sharing (although has to be on a need to know basis).
- Greater understanding of the role and areas of expertise of each service.

Potential disadvantages of integration;

- Loss of identity of the health visiting service.
- Information to be spread to widely.
- Isolation of health visitors from the wider health service.
- Risk to depth of training and skills of staff.

Findings from the HV/SN Review

Barnet and Harrow public health services undertook a review of Health Visiting and School Nursing prior to the transfer of commissioning responsibilities from NHS England in October 2015. The section below outlines some of the key findings in regard to Health needs, stakeholder analysis and workforce analysis.

Health Needs Assessment:

- Most children get off to a good start. Smoking rates in pregnancy are towards the lowest in England. Infant and child mortality rates are similar to the England average. Life expectancy at birth and healthy life expectancy at birth are significantly higher than the English average.
- 90.7% of mothers in Barnet initiate breastfeeding when their baby is born. Barnet is the highest of all statistical neighbours with 75.4% of mothers still breastfeeding at 6 and 8 weeks.
- Children in Barnet have average levels of obesity with 10% of reception children classified as obese.
- Almost half of all children aged 0-4 attended A&E in 2010/11. This is the same as the England average but one of the lowest compared to statistical neighbours.
- In 2011/12 children were admitted for mental health conditions at a higher rate than that in England and 2nd compared with statistical neighbours. Rates in Barnet were 118 per 100,000 compared to 87.8 across London.

Stakeholder analysis;

- Health visitors are highly valued and play a crucial role
- There is concern over the small numbers of Health visitors and their ability to liaise effectively with other professionals and their current ability to share information.
- There is a lack of standardisation of approach within services and between services
- Many respondents raised the problem of health visitors having to prioritise child protection activity at the cost of effective universal services, early detection and intervention.
- It was unclear sometimes which agencies are involved with a particular child and how services are integrated, as well as the pathways of care and referral.

Workforce analysis;

- Health visiting is presently at high risk of workforce depletion over the next 2-5 years in Barnet. This is due to a number of factors;
 - There is an aging workforce
 - Barnet has a relatively uncompetitive 'offer' for newly qualifying health visitors
 - Limited management capacity to mentor, manage and develop staff
 - Low staff morale
 - Service priorities have moved away from public health and prevention to safeguarding and achieving Healthy Child Programme key performance indicators
- Health visitors also felt that there was no systematic approach to staff development, and Barnet staff found it hard to access training due to workload commitments.
- There is inconsistent and often inadequate clinical supervision in place to enable reflective learning and consolidation.

Recommendation

The vast majority of feedback from the early years review consultation has supported the principle of closer integration, although there were a few issues raised by health visitors which need further analysis.

The recommendation is therefore to **continue to improve joint working between health visitors and local authority early years services through joint commissioning arrangements with NHS England and bring a recommendation to the Committee to establish a fuller form of integration by October 2015.** Further work is therefore required to ensure the integration is managed effectively and some of the issues raised through consultation are resolved.

The rationale for a more integration service is that it creates;

- Clear accountability for health visitors in the early years agenda
- A shared vision between health visitors and children's centres
- The best model for early identification and support of vulnerable families

Barnet Council has recently signed an Integrated Governance Framework (IFG) with NHS England, allowing the sharing of information and joint provider monitoring meetings with Central London Community Health Trust (CLCH) and in October 2015 the commissioning responsibility for health visitors will transfer from NHS England to Public Health (part of the local authority).

A more detailed recommendation has not been made at this stage as discussions with both NHS England and the provider (CLCH) are at an early stage. The joint commissioning meetings with NHS England, the Council and CLCH provide an opportunity to develop the detailed proposal for more integration prior to the transfer of commissioning responsibility in October 2015.

For this reason it is proposed that more effective joint working practices are established now through the joint commissioning arrangements and that this work informs the decision on the approach to fuller integration by October 2015. The early years service model has been designed to ensure that it is flexible and can incorporate further integration of health visitors into the early years service without significant structural changes to the service.

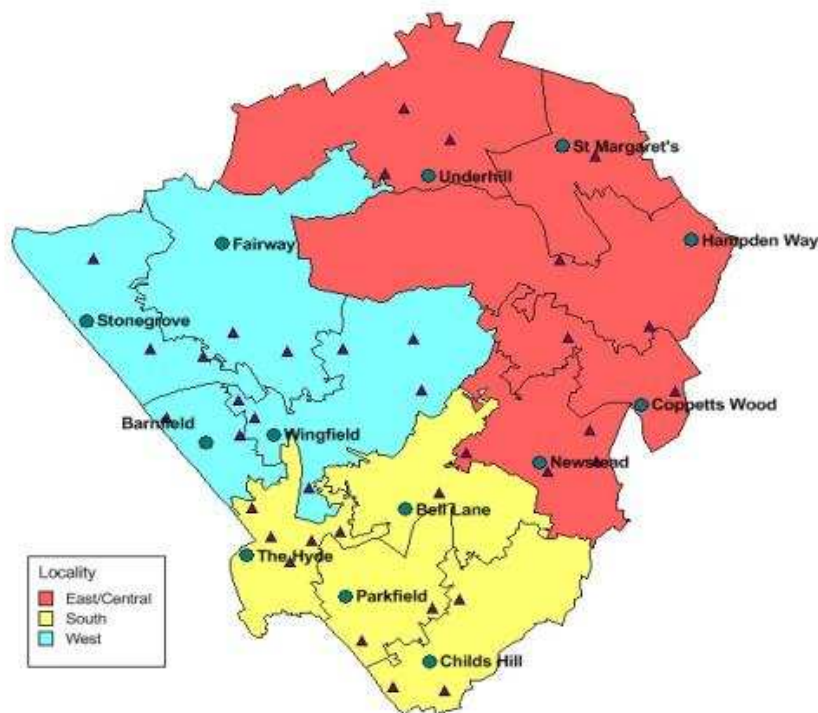
6.4 Children's centre and family support service model

This section outlines the high level summary of how the recommendations made in 6.1, 6.2 and 6.3 will function.

6.4.1 Locality model

Rather than 13 individual children's centres there will be 3 localities across Barnet (East/Central, West and South) with services offered in a range of venues across the locality. The diagram below outlines the areas that the localities will cover. It also

shows the current children's centre and site locations where activities are offered across Barnet.



Children's centres will continue to offer a range of information, advice and support and be based in a range of children's centre venues across each locality. The locality model will allow for a more cost effective and streamlined management and administration system, protecting front line delivery staff as far as possible.

The locality model will mean each locality, rather than individual centre, is registered with Ofsted, and will allow for more flexibility across reach areas.

The model will allow staff to work flexibly across a local area to meet need. It has been made clear through consultation that the consistency of staff at a venue is vital to building trust with families. This will be factored into the new model to ensure a consistency of service to families.

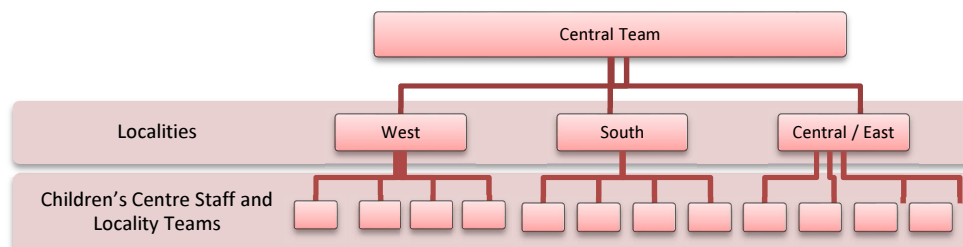
Local families will find an improved registration and access process in place and the locality model should mean more focus on specialist services to meet individual needs.

The impact on our other partners as customers will be a more streamlined strategic approach to partnership working and a greater understanding of local needs across a wider area.

6.4.2 Management of the service

The new early years model will all be managed through a single organisation, the council. This will allow for consistency across the service in regard to performance management, targets and outcomes.

The new early years model will include a core central team and 3 localities with staff and management working within the locality structure [see diagram below];



This is not indicative of the full staff structure, which will be released at the start of staff consultation in early 2015.

The management capacity currently with schools to provide the core children's centre function as part of the Service Level Agreement in the 8 children's centres currently delivered by schools has been factored into the central management resource. This means that there will be increased capacity to support the effective management of the new model. The central team will also enable the development of the locality model for children's centres. They will ensure that governance is in place and that there is a cost-effective impact on early intervention. They will also plan for the expansion of the Free Entitlement to Early Education two year old offer and a focused approach to quality in all of our early years' provision across the borough. These early years' functions will be brought together under one specialist management control to ensure streamlined performance, development and a joined up early years offer. Longer term arrangements for the early years' service will be facilitated by this focussed approach.

6.4.3 Governance

The change to a single organisation delivering children's centres across Barnet necessitates a new role for schools and advisory boards.

As part of the implementation of the early years model the council will work closely with schools to develop a solution that allows there to be a more cohesive and strategic locality based approach whilst maintaining the advantages of a close relationship with school.

The public consultation and discussions with schools picked up issues around governance, particularly the involvement of schools in the overall planning and management of children's centres. There was also a significant amount of feedback from parents and other stakeholders in the consultation process around ensuring the involvement of parents and community groups in the decision making of children's centres.

The new model will have an inclusive and structured approach to governance where schools are able to give weight to schools viewpoint and use schools experience and knowledge of the local community, families, the site and area, education and other issues picked up through school expertise and professional understanding.

We are proposing a structure with three local advisory boards serving the new localities. These will be chaired by a local parent where possible as recommended by statutory guidance and will include key stakeholders. As hosts of children's centres and close partners of the local authority, schools should be an integral part of each board.

The local board will undertake issues regarding service planning, needs analysis and joint working issues. Recruitment and selection of staff and managers will be dealt with via the board and key partners will be asked to participate in the process.

In addition to the local boards, there will be a central early years partnership which will be made up of key stakeholder representatives from local advisory boards. This will look at overall planning, strategy and issues linked to other overarching issues such as health, education, economic activity and adult learning.

There will be further work undertaken through the detailed design process to ensure that parents and community groups can be involved and have influence over decisions at a local level. We will continue to engage with parents and community groups to ensure whatever model is designed allows parents and local communities to have an influence and be involved in their local Children's centre.

6.4.4 Operational changes

As set out in section 6.2 the council has recommended that the early years service is delivered by the council. This will mean that the council has management responsibility for all children's centres.

However, the Council recognises collaboration with schools is essential to the success of the new model and will continue in discussions with schools to establish the best and most cost effective way to organisation operational issues such as premises, IT, staffing, access and other logistical issues. Where it is mutually beneficial sharing of particular services or premises this will be explored.

6.4.5 Resourcing

In the new model resourcing will be attributed by locality, rather than individual children's centres. Resourcing of the locality model will be based on a needs analysis undertaken through the early years review and the allocation of resource will continue to be based on the number of 0-5 year olds in each locality and the level of deprivation. This will ensure the council's resources are targeted and based on need, whilst ensuring sufficient resource to continue to run universal services across the borough.

6.4.6 Integration of health visitors and early years

As outlined in section 6.3 from 1 October 2015, the Government intends that local authorities take over responsibility from NHS England for commissioning (public health services for children aged 0-5.

In the new organisation objectives will be aligned to both services, and shared functions will be co-ordinated to deliver these outcomes. There are key co-ordination roles at both locality and central level which allow this integration of purpose and activity.

As part of the health visiting service (subject to parliamentary approval) the Government intends to mandate certain universal elements of the 0-5 Healthy Child Programme, namely;

- Antenatal health promoting visits;
- New baby review;
- 6-8 week assessment.
- 1 year assessment
- 2-2½ year review

Shared Objectives and Functions

The health visiting service's main objective is to support the Healthy Child Programme and to improve the health and wellbeing of all children in Barnet. The new early years service has been designed to share these objectives. Key functions that are shared between the services are:

- Registration
- Delivery of the universal offer
- Assessment of additional needs
- Collection of good data and Management Information
- Promotion of early years services

6.4.7 Further recommendations as part of the children's centre and family support model

Changing of opening hours for certain buildings

The council reviewed all of Barnet's children's centre buildings as part of the early years review and proposed significant changes to opening hours at three buildings. The review looked at the building at its location, and was not judging the quality of the service offered at these buildings. These buildings were;

- St Margaret's children's centre building
- Hampden Way children's centre building
- Stonegrove community centre

These changes were proposed as part of the early years review public consultation. Whilst the majority of respondents accepted savings had to be made, more responses did not agree with a reduction in opening hours at each site than supported the proposed changes. The following table summarises the general feedback from the consultation, with individual feedback considered in regard to each children's centre below.

The main response from families who use children's centres across Barnet was how important the support, advice and information they receive is, and has been, to their lives. This was the case in the three centres in which the Council proposed significant changes to, with parents at the drop in-sessions for these 3 centres outlining the quality and importance of the services offered.

Whilst more people agreed with the changes to the children's centres building than disagreed as part of the citizens panel survey, the early years questionnaire targeted at children's centre users had more people disagreeing than agreeing with the proposal. Comments made through the consultation included;

- Reducing opening hours is not conducive to being flexible.
- Reducing hours does not allow for quality of service and does not help parents.
- Fewer hours means a lesser service.
- There should be more services, not less.
- Continuity to services should be preserved.
- Do not close or change settings.

St Margaret's children's centre

As part of the public consultation it was proposed that there would be the following changes at St Margaret's children's centre;

- Reduction in opening hours. The building will only be accessible when sessions are being provided.
- The council will explore the use of more venues in the local area, including East Barnet library, to ensure services are delivered in accessible venues for the local community.
- Potential reduction in hours of service delivery in area due to relative lack of deprivation.

The proposed changes received the following feedback;

More respondents who completed the early years targeted questionnaire (25.3%) disagreed with the proposal for significant changes to services at St Margaret's children's centre, compared to 14% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 23.3% agreeing with the proposed changes and 14.1% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'. The following feedback was collected from the drop-in sessions;

- The key message was that children's centre was very important to the local community, especially in the early days when the child is young and the parents can feel isolated.
- All parents urged that services should not be reduced too much as they were important to the local service.
- There were limitations at St Margaret's with sharing with the nursery (e.g. sharing the main hall).
- Being local was very important as it meant it was easy to get there without a car.

Recommendation

Although consultation feedback demonstrated the majority of people disagree with the proposed changes, in order to reduce the service budget and continue to target families with the most need the Council has to make tough decisions. St Margaret's reach area has the lowest reach of all children's centres in the borough, with only 2 deprivation wards (with an Index of Multiple Deprivation score less than 40 per cent). The needs analysis also demonstrates that the number of people receiving interventions (including social care and troubled families) is low.

After considering the responses through consultation the council is recommending that there is still a significant reduction in opening hours at St Margaret's children's centre building and that the detail of this is developed during project implementation. The next steps in regard to service provision at St Margaret's will link directly to the proposed changes to nursery schools.

This combined with the limited space within the current building, which is primarily used as a Nursery school and the relative expensive nature of the site means that the council still believes there is a strong rationale for a significant reduction of opening hours on the site. This is a decision based on the location and suitability, and not on the quality of the services offered.

There is still a commitment from the council to continue to offer services in the local area, and should, through the nursery school review, it become unfeasible to continue to offer support on this site then other local sites will be explored.

This does not mean that the site will be closed and there is still a commitment from the council to continue to offer services in the local area, although at reduced hours. Any decision around the services offered from St Margaret's will form part of the development of the new nursery school proposal, ensuring that the use of the building is in the best interest of early years services.

Consultation responses were very supportive of the service at St Margaret's, and this was taken into consideration prior to making the recommendation outlined above. However, with the reduction in base budget of £700k the service must focus its resources on meeting the need of the most vulnerable in the borough.

Hampden Way Children's Centre

As part of the public consultation it was proposed that there would be the following changes at Hampden Way children's centre;

- Reduction in opening hours. The building will only be accessible when sessions are being provided.
- Services will continue to be offered at Sweets Way

The proposed changes received the following feedback;

More respondents who completed the early years targeted questionnaire (29.4%) disagreed with the proposal for significant changes to services at Hampden Way children's centre, compared to 12.5% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 23.1% agreeing with the proposed changes and 13.9% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'.

The drop-in session for Hampden Way parents was held at Sweets Way (on recommendation from the children's centre manager), therefore the majority of the focus was on the Sweets Way venue, which parents felt was very important. Other comments included;

- Parents were worried about the cuts and the impact on services
- All parents thought the quality of the sessions at Sweets Way and Hampden Way were of high quality.

Recommendation

After considering the responses through consultation the council is recommending that there is a significant reduction in opening hours at Hampden Way children's centre building and that the detail of this is developed through project implementation. The next steps in regard to service provision at St Margaret's will link directly to the proposed changes to nursery schools.

Although consultation feedback demonstrated the majority of people disagree with the proposed changes, in order to reduce the service budget and continue to target families with the most need the Council has to make tough decisions. Hampden Way children's centre building is part of Hampden Way nursery school and is not as suitable as Sweets Way for delivering services. Hampden Way reach area has the

second lowest number of deprived LSOA's, with 1 deprived Lower Super Output Areas (LSOAs), SOA with less than 30 per cent deprivation and 2 under 40 per cent.

It is therefore recommended that there is a significant reduction in opening hours at Hampden Way children's centre, with no impact on services at Sweets Way. The detail of this will be developed through project implementation and the nursery school review. This is a decision based on the location and suitability, and not on the quality of the services offered.

There is still a commitment from the council to continue to offer services in the local area, and should, through the nursery school review, it become unfeasible to continue to offer support on this site then other local sites will be explored.

The majority of people who responded to the consultation mainly attended sessions at Sweets Way that were delivered by Hampden Way staff. Responses were very positive about the support and sessions offered and this was taken into consideration prior to making the recommendation outlined above. However, with the reduction in base budget of £700k the service must focus its resources on meeting the need of the most vulnerable in the borough.

Stonegrove Children's Centre

As part of the public consultation it was proposed that there would be the following changes at Stonegrove children's centre;

- Reduction in opening hours. The building will only be accessible when sessions are being provided.
- Provision will still be made available across the current site (and future community centre), Edgware library & John Keebles Church along with any other identified outreach venues

The proposed changes received the following feedback;

More respondents who completed the early years targeted questionnaire (30.3%) disagreed with the proposal for significant changes to services at Stonegrove children's centre, compared to 16.1% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 22.8% agreeing with the proposed changes and 13.3% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'.

The following feedback was collected from the drop-in sessions in regard to the significant changes;

- Stonegrove is an area with high levels of need, especially where there is currently temporary housing / families moving due to regeneration.
- The children's centre has a very important role in the local community, any reduction in hours would have a big impact on the community.
- Trust is key to a good service and this is only built over time. The staff and support has been very positive and it was felt it is important to keep these services.
- The council should try and keep as much support as possible, but can understand the financial pressure.
- Should not close the centre, it is very important. If it was closed people would feel isolated.
- Worry that there could be a break down in the links with the community that have been built over a long period of time, and that children's centres are
- The children's centre has good relationship with the church, and other community support such as the food bank.

Recommendations

After considering the responses through consultation the council is recommending that there is a significant reduction in opening hours at Stonegrove children's centre (St Peter's Community Hall) building and that the detail of this will be developed through project implementation.

Although consultation feedback demonstrated the majority of people disagreed with the proposed changes, in order to reduce the service budget and continue to target families with the most need the Council has to make tough decisions.

The Stonegrove community centre building is relatively isolated and a significant number of families within the children's centre current reach area access services at other locations. For example, the majority of families in the two of the three most deprived lower support output areas (LSOA) in Stonegrove's reach area access services elsewhere, either run by Stonegrove staff (John Keebles / Watling Centre) or attend sessions at Barnfield or Fairway children's centre. Furthermore, due to the regeneration on the Stonegrove estate the number of families attending sessions at Stonegrove children's centre has decreased over the past few years.

As part of the decision making process the council has considered the fact the lower super output area around Stonegrove children's centre is one of the most deprived areas in the borough (with an Index of Multiple Deprivation score of 12%). This area is deprived, but a relatively small number of people when put in context of the whole borough.

Therefore, the council has come to the conclusion that there is still a strong rationale to significantly reduce the number of hours offered at the Stonegrove children's centre building, but will continue to offer some services to meet the needs of the local area. This is a decision based on the location and suitability, and not on the quality of the services offered.

In January 2016, when the regeneration scheme is complete the current functions and services offered at St Peter's Community Hall will transfer to the new community centre. The council will continue in discussions with the community trust to ensure that early years services are offered in the community centre and work alongside the other proposed services.

The council will continue to review the need in the local area, as it will across the borough, and apportion resources in this manner accordingly.

Next steps

1. Detailed design will continue and inform the service provision at all the centres, this will involve engagement with all the children's centres, school, headteachers and governing bodies, our strategic and operational partners and local stakeholders and service users and input from local parents.
2. On-going discussions around the delivery of the new nursery school review will inform what provision is offered at St Margaret's and Hampden Way.
3. The council will continue to work with the Stonegrove Community Trust and ensure the offer of children's centre and early years provision in the new Stonegrove Community Centre.

6.4.9 Increasing the involvement of parents and communities in children's centres

As outlined in section 5, increasing the involvement of parents and communities in children's centres is a key strategic objective. The new model will allow for parents and communities to have more involvement in children's centres, with greater degree of flexibility, utilising the skills of parents and the community more effectively.

The involvement of parents and the local community achieves two key objectives, expanding the reach and capacity of the early years service, helping parents and volunteers develop their skills and build confidence and supporting volunteers into employment.

In order to increase volunteering the new service needs to ensure there is capacity to support, train and develop volunteers. The new model will ensure there is a

capacity within the roles of both locality management and front-line staff to support, develop and mentor volunteers. Each volunteer will have a specified role description with performance reviews, to enable to support volunteering supports individuals back into work.

Childcare and Early Education

Sections 6.5 and 6.6 cover the areas of the early years in relation to childcare and early education. The proposed options are analysed against the strategic objectives outlined in section 5, with a particular focus on;

- Ensuring high quality education in Barnet
- Ensuring a sustainable (cost neutral) model for early education, including children's centre childcare.

6.5 Children's centre childcare

There are currently seven children's centres offering childcare in Barnet. The childcare offer ranges from wraparound care for a small number of children (Coppetts Wood) to a large childcare setting (Fairway). Each children's centre venue is in very different locations and facilities; this means that a bespoke approach is required in each different children's centre.

6.5.1 Strategic aims of childcare in children's centres

- Offering high quality, affordable childcare.
- In particular, provision of places for those eligible for FEE2.
- Identifying and supporting vulnerable families.
- A cost neutral childcare service.

6.5.2 Rationale for change from original recommendation

As part of the outline business case a recommendation was made that childcare should continue to be offered as part of the children's centre model alongside the core children's centre offer.

Since the outline business case was produced the full subsidy to children's centres childcare has been removed (April 2014) and the current service model has proved, in some cases, to no longer be sustainable. The subsidy reduction to childcare is outlined in the table below;

Children's Centre	Subsidy		
	2012/13	2013/14	2014/15
Coppetts Wood	£28,447	£8,366	£0
Fairway	£54,149	£15,926	£0
Newstead	£111,398	£32,764	£0
Parkfield	£104,327	£30,684	£0
The Hyde	£65,953	£19,398	£0
Underhill	£57,192	£16,821	£0
Wingfield	£55,448	£16,308	£0

Total	£476,914	£140,267	£0
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A key strategic aim of the children's centre childcare offer is that it must be cost neutral, with funding coming from Early Years Single Funding Formula (EYSFF) payments or private payments from parents.

The council has undertaken further analysis of the business models, with the National Day Nurseries Association (NDNA) conducting a health check on two of the local authorities' business models for childcare and further work to establish the most beneficial way to move forward.

The council has also engaged with schools with a children's centre on site to establish whether there is a mutually beneficial arrangement in regard the provision of childcare at schools. These discussions are on-going but have demonstrated to the council that there may be potential for schools to continue to offer high quality child care within the EYSFF.

These options have been considered against the same factors as the original options appraisal, which were;

- Management
- Ability to use childcare for family support
- Economies of scale
- Sustainability of childcare

Options	Advantages	Disadvantages	Score
Option 1 – School provision of childcare	<ul style="list-style-type: none"> • Schools are used to focusing on quality and outcomes. • Would require an SLA rather than a procurement exercise. • Schools have a more cost effective business model. • Can take advantage of broader early education expertise. 	<ul style="list-style-type: none"> • Not core business for schools – especially provision for long days / during school holidays. • Limited 2 year old expertise. 	4/5
Option 2 – Part of the core children’s centre model	<ul style="list-style-type: none"> • Full control over places – able to use as targeted family support tool. • Reduced complexity of delivery model. • Chance to re-evaluate the childcare model across the three centres. 	<ul style="list-style-type: none"> • Hard to be financially competitive given council terms and conditions. • Management focus can be diverted to immediacy of childcare. • 	4/5
Option 3 – Outsource childcare	<ul style="list-style-type: none"> • Provider will be able to utilise existing infrastructure. • Potential to reduce costs infrastructure. 	<ul style="list-style-type: none"> • Private sector provider would take out profit. • Higher risk of community links / local focus deteriorating. • Hard to find provider with likely contract specifications (e.g. expanding 2FEE). • Introduces an additional provider which complicates running of the centres. 	3/5

6.5.3 Recommendation

It is therefore recommended that the council has two different approaches depending on the circumstances.

- 1. Where it is appropriate and in agreement with a school, the councils prefer option is for schools to continue to deliver childcare when located on school sites.**
- 2. Review children’s centre childcare not on school sites to establish an effective model for each site**

With regard to those centres based on school sites (Coppetts Wood, Fairway and Underhill) both options will be explored. If an arrangement can be made with schools

the continued provision of childcare will be formalised through an alteration to the current service level agreement (SLA).

The proposed approach to childcare for those centres not on schools sites or are under local authority management (Wingfield, Newstead and Parkfield) is to continue to deliver childcare alongside the core children's centre offer (option 2 in the table as part of the table above, 6.5.2), although review the business model across the three sites to ensure that the delivery of childcare is cost neutral and that this remains the best option for effective and efficient services.

The final children's centre which has a childcare offer is the Hyde. There is currently an interim arrangement at the Hyde children's centre where the childcare has been incorporated into the Hyde nursery class provision. This is an interim solution and on-going discussions with the Elliot Foundation will continue.

The next steps will be to continue discussions with schools and develop a set of options, developed from through the early years review to ensure that the new model of childcare in children's centres is cost neutral.

6.6 Early years standards and childcare support

Currently a wide range of support is offered for childcare providers from a variety of teams. Whilst the teams work fairly well together, the fragmented nature of how the support is delivered creates a confusing system for providers to understand. A more coherent approach to support childcare settings could reduce duplication, improve the ability to target resources and improve accountability.

See section 3.3 for a clear outline of the role of the Early Years Standards and Pre-school inclusion team. This details the importance of these teams having clear links to Education & Skills.

6.6.1 Strategic aims

- Increase the quality of early years provision in the borough in order to offer better life chances for children.
- Target this support to where it is most needed – children in our most deprived areas are currently more likely to be in lower quality childcare.
- Ensure there is sufficient provision of childcare in the borough and in particular that parents are able and encouraged to take-up their free entitlement for early education at 2, 3 and 4 years old.

In light of the changes to make Ofsted the sole arbiter of quality, and the non-statutory nature of some functions, the council could significant reduce the support offered to early years providers. Given the strategic aims above though, it is suggested that the early years standards and childcare support teams should offer:

- Targeted training and support to settings. This leaves Ofsted as the sole arbiter of quality and allows the council to focus on supporting the development of those that 'Require Improvement' or are 'Inadequate' to

ensure all children access a childcare setting that offers a 'Good' level of early education.

- Wider training and support should be developed on a traded basis for the full range of providers, regardless of quality.

The table below outlines a table exploring the main options for the early years standards and childcare support teams.

Potential options	Definition	Advantages	Disadvantages	Score
A. Do nothing	The early years standards and childcare support teams continue in their current configuration.	<ul style="list-style-type: none"> - No disruption to staff. - The teams work fairly well together. 	<ul style="list-style-type: none"> - The fragmented nature of how support is delivered creates a confusing system for providers to understand - Doesn't allow for strategic use of standards and support teams. - Doesn't allow for a more effective model. 	1 / 5
B. Centralise and align to the early years service	The early years standards and childcare support teams are centralised and developed into one team under Family Services	<ul style="list-style-type: none"> - Can strategically use resource to target settings effectively. - Most cost effective childcare standards and support team. - Providers have one point of contact for early years support. - A more coherent approach will reduce duplication and improve accountability. 	<ul style="list-style-type: none"> - Risk that if elements are moved away from education & skills the 'education' element is diminished. 	4 / 5
C. Centralise and align to school standards teams	The Early Years Standards and childcare support teams are centralised and developed into one team under Education & Skills	<ul style="list-style-type: none"> - Can strategically use resource to target settings effectively. - A more cost effective childcare standards and support team. - Providers have one point of contact for early years support. - Retains key focus on education element of early years 	<ul style="list-style-type: none"> - Diminishes ability for a wider focus on early years. - Splits early years leadership. 	2 / 5

6.6.2 Recommendations

There is no change to the recommendation made as part of Outlines Business Case development and **option B – centralise and align to the early years service** is still the recommended approach to be implemented. The early years standards team has already transferred to the early years' service and the consolidation of the team will be a key part of the new model for early years, this will include the Early Years Standards Team, Business Team and Childminding Team being brought together under one management with staff aligned to localities to further strengthen links with children's centres.

There has been a change in regard to the teams which will be consolidated as part of the early years review. Initially the pre-school inclusion team and area SENCOS was included as part of the recommendation. This has change and the rationale for this change is outlined below.

6.6.3 Rationale for change from the recommendation made in the outline business case

The outline business case proposed a horizontal integration of all Early Years, which is no doubt required. However, parents and the Local Authority would be better served by vertical integration in a 0-25 service for children and young people with disabilities for the following reasons;

- Vertical integration allows strategic planning for the whole of the education experience for children with SEN and their parents.
- To allow key decisions such as placements to be made in the early years without reference to progression to mainstream or specialist provision later will undoubtedly create expensive patterns of increased demand for specialist placements throughout the system.
- There is already evidence of a significant increase in the number of Early Years statements as the local authority has not focussed sufficiently on directing the focus of the Pre-School Teaching Team and Area SENCOs. Steps are now being taken to redress this, in particular by taking back control of the Early Years inclusion funds, setting out new approaches to avoid early statutory assessment and instituting new processes for placements involving the local authority.

Therefore it is recommended that consolidation of the Pre-school inclusion team and Area SENCO's into the early years consolidated team risks diluting the local authorities' capacity to correct the high risk scenario faced in SEN and therefore will not continue as planned in the outline business case.

6.6.4 Service model for early years standards and childcare support

The new early years standards and childcare support team will sit as part of the early years service model, integrated into children's centre locality structure. The team will include the following functions;

- Early years standards
- Sufficiency and access

The early years standards team will continue to focus on quality and standards and will also continue to commissioning the childcare support contract currently provided by the Barnet Pre-School Learning Alliance.

Furthermore a strong links with Education and Skills need to be maintained so that the robust focus on raising outcomes for children at the end of the EYFS is retained.

The early years standards team will be designed so it can clearly link into the role of the Barnet School for Early Years Excellence being developed by the Nursery school head teachers and the commissioning of the DSG teaching advisory funding will sit as part of this team, ensuring that this funding is used in children's centres to the most cost effective and targeted manner – ensuring that children's centres are challenged and developed effectively.

Sufficiency and access covers business support to the whole early years sector, including registration support as well as the expansion of the Free Entitlement to Early Education for two year olds, brokerage for parents and oversight of the Free Entitlement for Early Education for 2, 3 and 4 year olds.

There will be links to both the Pre-school Inclusion Team and Area SENCOs and the Children's Service Workforce Development will be developed, as well as key links to other services which support the early education offer in Barnet.

6.7 Delivery models

The series of recommendations above that pull together large parts of the early years provision in Barnet into a single model (delivered by the council in the short term) it is now logical to consider who is best placed to deliver. This includes consideration of all the services considered above, apart from Nursery Schools which will be delivered separately as a maintained school.

The outline business case options appraisal considered the following options for the long term delivery model;

- In-house council led service
- Outsourced service
- Employee-owned company
- Local Authority Trading Company (LATC)

Recommendation

The recommendation in the Outline Business Case was that an employee-owned company was the desired long-term delivery vehicle for early years services. When this recommendation was proposed at Cabinet on 2 April 2014 it was not approved. The rationale was that in order to approve a recommendation for an employee owned company there would need to be evidence of staff support for the proposal.

Through the assessment phase which has informed the Full Business Case it was established that effective engagement with staff on the delivery model would not be possible until the new management structure was in place and therefore the updated recommendation is that **a timeline should be established for developing the proposal in more detail and a recommendation made to the Children's, Education, Libraries and Safeguarding Committee (CELS) in October 2015.**

It is recommended that until this proposal is made the service is delivered by the council, in-line with recommendation made in section 6.2. A separate management agreement will be put in place between the Commissioning Group and Early Years based on the full business case and the key early years outcomes.

This phased approach will allow for the first phase of transformation to deliver the new early years target operating model. Once the new management team and staff structure is in place further engagement with staff on the delivery model options can be undertaken, informing a recommendation to be made at the key gateway in October 2015. This timescale links directly to the decision on integration of health visitors, which will need to be a key consideration in the development of a new delivery model

7. The case for public health investment

As emphasised throughout the business case, the early years of childhood development present us with the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state. Whilst it is achievable to develop the vision outlined in the early years review of supporting more vulnerable families at the earliest stage, whilst reducing the budget by £700k, any further 'stop' savings would significantly limit the ability of the service to improve the health and wellbeing of all families in Barnet, especially the most vulnerable.

Further stop savings could be achieved by reducing the service to a statutory minimum early years service, requiring an estimated base budget of approximately £2m. This would allow the service to continue to fund approximately 5 main children's centres, which would be focused in areas of deprivation. However, it is highly likely that any such reduction would be highly likely to lead to poorer outcomes for families and as a result an increase in social care in excess of this saving.

However, with investment of £1.5m per year by 2019/20 of public health funding there is potential to manage demand for social care services, increase the life chances of all children in Barnet and for wider savings to be achieved across the public sector. The new model will allow the service to increase its reach through integration with health visitors and improve involvement of the community, including an increase in volunteers and links to community groups.

The key outcomes outlined for the early years review align with both the Public Health Outcomes Framework and a key principle of the Barnet Health and Wellbeing Strategy.

Public Health Outcomes Framework;

- Children in Poverty
- School readiness

Barnet Health and Wellbeing Strategy;

- 'Preparation for a healthy life – enabling the delivery of effective pre-natal advice and maternity care and early-years development'

Public Health England's Health and Wellbeing Framework for England includes the 'Best start in life' as one of six priority interventions for public health. The new early years model also aims to take action to empower local individuals and communities, emphasised as part of the Marmot Review.

The £1.5m of public funding would be used to support the universal outreach function and management of the service, whose role is to meet the outcomes set out as part of the early years review. Functions of this role include to;

- Provide high quality, evidence based interventions
- Deliver inclusive universal, preventative and targeted specialist services

- Outreach to encourage access and identify targeted groups

Universal services in children’s centres include stay and play sessions, baby groups and parenting advice and information. These services are key to engaging with families and identifying families who made need further support through the range of targeted services offered. Community and Outreach workers have a key role in linking with community midwives, health visitors and wider community groups and organisations.

8. Expected Benefits

8.1 Financial benefits

8.1.1 Children’s Centre and Family Support

Short term savings

The changes proposed as part of the new early years Full Business Case will reduce the family services budget by £700,000. As the new model will go live on 1 August 2015 the savings achieved through these changes will be profiled across 2015/16 (£525,000) and 2016/17 (£175,000).

The £700,000 savings will be achieved through implementing a new early years service model with a more cost effective and streamlined management and administrative system. The new early years model has been designed ‘from the ground up’, meaning it has been modelled based on the key functions the service needs to offer. By doing this, rather than trying to re-model the old service, inefficiencies and duplication are removed and it allows for a more efficient service model.

Consultation feedback

In both the early years review questionnaire and citizen’s panel questionnaire the most popular responses were ‘reductions in management and administrative costs’ and ‘relocation of services where the current location is expensive or unsuitable’. In the early years questionnaire the least popular response to be pursued was reductions in the number and/or type of activities offered, followed closely by reductions in support to childcare settings. In the Citizen’s panel survey the lowest responses were around reduction in support to childcare settings in Barnet and reductions in family support to the most vulnerable families. Reduction in opening hours at some centres was the third least popular option in the early years review questionnaire but third most popular in the citizen’s panel questionnaire.

Long term (avoid costs);

The new model will allow for a new early years system that will be able to identify and support vulnerable families better. By continuing to invest in early years services there is the potential to make savings through the reduction of social care costs through improved early intervention and prevention. The business case projects

financial benefits from reduced costs from the looked after children budget of £321,000 by 2019/20, with potential for further £500k savings from 20/21 to 2024/25. The table below outlines the costs avoided and where the saving will be made.

Benefit type	Description of benefit	Financial year	Saving (Cumulative)	Saving breakdown (Cumulative)	Where is saving made
Financial	Costs avoided	2016/17		£0	N/A
		2017/18	£131,000	£88,000	Looked After Children
				£43,000	Assessment & CiN
		2018/19	£291,000	£196,000	Looked After Children
				£95,000	Assessment & CiN
		2019/20	£321,000	£216,000	Looked After Children
£105,000	Assessment & CiN				

Assumptions:

- We assume LAC savings at £40k per child kept out of care.
- We assume numbers kept out of care at 114 placement weeks in 2017/18, 255 placement weeks in 2018/19 and 281 in 2019/20.
- We assume savings on assessment and CiN of 1.5% in 17/18 and 4% in 18/19 & 19/20 on total budget of £2.7m.

8.2 Non-financial benefits

8.2.1 Children's Centres and Family Support

Benefits of a locality model managed by one organisation (the council);

- The ability to share resources, learning, training and expertise across the borough.
- The opportunity to be flexible in use of venues and the service offer across localities to adapt to changing needs and demographics of the borough
- Allow a whole borough strategic approach to early years, ensuring consistency and effective performance management across the network
- Allows for integration of health visitors into the early years model
- Improve co-ordination of the early years model with a range of partners

Benefits of integration of health visitors in Barnet;

- Clear accountability for health visitors in the early years agenda
- A shared vision between health visitors and children's centres
- The best model for early identification and support of vulnerable families, increasing reach as the universal service health visitors offers reaches 100% of all new births.

Further benefits of the new model include;

- Improve the ability of early years services to identify and support the most vulnerable families in the borough, improving life outcomes for the boroughs most vulnerable children.
- Increasing the number of volunteers, which will increase the capacity of the early years service
- Relationships with community groups and the involvement of parents on advisory boards, parent forums and the decision making at children's centres.
- Improved management information and using local knowledge and data to provide the right services in the right areas for those who need them the most
- Closer working with the wider early years health agenda, including community midwives, peri-natal mental health and speech and language therapy.
- Children's centres to working with childcare providers across the borough – ensuring where a need is identified parents are referred
- Improving the relationships with schools across the borough to ensure a strong relationship and an effective use of resource
- Closer working with adult social care and public health services (e.g. mental health, domestic violence and drugs and alcohol services).

8.2.2 Childcare and Early Education

Benefits of a cost neutral childcare offer in children's centres;

- Continued offer of high quality early years provision in children's centres
- Continue to offer support for the FEE2 year old places in the borough

A centralised and aligned early years standards and childcare support team;

- Provide a simpler and more streamline offer to childcare providers
- Improve targeted use of resources to support childcare providers who require the most support.
- Ensure sufficient high quality childcare, especially in regard to the expansion of the FEE2 offer.

8.2.3 Outcomes and benefits tracking

The non-financial benefits outlined above are significant and are designed to improve the key outcomes below.

In order to justify continued investment in early years services it is important we have a way to measure the impact against these outcomes, and the outcomes below are all measurable and can be tracked to analyse the impact of early years provision in Barnet.

The outcomes below all fit into the wider objective of reducing child poverty in the borough and reducing the number of children going into care, onto a child protection plan or receiving support from the intense family focus team.

Outcomes	Key measures
Identification and support for the most vulnerable.	<ul style="list-style-type: none"> • An increase in the percentage of closed cases (family support and CAF) in children’s centres where needs are met. • Impact on positive outcomes for targeted children and families (e.g. through outcome star framework or other appropriate evidence-based frameworks). • Tracking of the number of escalations from CC support (CAF and FS) to social care as well as those avoided [t • Consistently scoring above the 65% Ofsted inspection requirement for targeted families reached.
School readiness for all children in Barnet	<ul style="list-style-type: none"> • An improvement in early years foundation stage profile (EYFSP) scores for children in targeted groups with a decrease in the gap for those children from target groups and the local average. <i>(Note that this measurement will change in 2015 and become school-specific)</i>
Health outcomes for all children in Barnet	<ul style="list-style-type: none"> • A continued high level of breastfeeding initiation and an increase in the number of supported mothers who continue to breast feed at 6-8 weeks. • Improved pre and post measurement obesity levels in young children due to impact of health eating interventions
Sufficiency of high quality childcare places for children in Barnet	<ul style="list-style-type: none"> • Sufficient childcare across the borough as measured through the Childcare Sufficiency Assessment (CSA)

	<ul style="list-style-type: none"> • An increase in the percentage of childcare settings in the borough achieving 'good' or 'outstanding' Ofsted judgement' • Ensure sufficiency of 2, 3 and 4 year old FEE places in the borough.
Increase the number of adults returning to work with young children	<ul style="list-style-type: none"> • An increase in the number of adults who receive education and support returning to work.

These outcome measures are designed to be high level measures which indicate the success of the early year strategy and not targets set for individual teams in the early years service. Outcome measures set for individual early years teams will relate to the above objectives but will be developed as part of the more detailed design and implementation prior to go live of the new model.

The new early years model will also focus on those areas where the department of health have identified as high impact areas for health visitors and the wider 0-5 agenda. The 6 key impact areas are;

- Transition to Parenthood and the Early Weeks Maternal Mental Health (Perinatal Depression)
- Breastfeeding (Initiation and Duration)
- Healthy Weight, Healthy Nutrition (to include Physical Activity)
- Managing Minor Illness and Reducing Accidents (Reducing Hospital Attendance/Admissions)
- Health, Wellbeing and Development of the Child Age 2 – Two year old review (integrated review) and support to be 'ready for school'

It is accepted that a range of factors, alongside early years support, can influence these wider objectives such as the household income, unemployment levels and the levels of inequalities in income as well as health and wellbeing.

The outcomes measures detailed above are designed to measure the success of the early years service over the next 5 years, there are other longer term outcomes which improved early education, along with improved public services cross Barnet aim to achieve, these include;

- Reduce obesity, drug and alcohol abuse, and mental health issues in the population.
- Ensure the Wellbeing, Health and Safeguarding of families in Barnet.
- Reduce need for children's social care, special educational needs, youth offending, foster care and adoption.
- Reduce risk of anti-social behaviour and criminal offences
-

9. Risks

The table below outlines the a summary of key risks associated with the implementation of the new early years model;

Risk Description	Risk Outcome / Impact	Mitigation
Risk to the delivery timescales of the project if agreement on detail of implementation with schools do not progress on schedule	Impact on delivery timescales and potential negative impact on relationships with schools impacting on service delivery	Plan in place for continued discussions with schools, ensuring good communication and staged transfer of operational management
A risk that an Ofsted inspection could be initiated in the transition period or the new model could trigger an Ofsted inspection	Potential impact of significant change meaning service is not resourced to react to an Ofsted inspection	Continuity plans will be put in place and additional resource provided if required to ensure service levels are protected during the transition period.
Risk that suitable individuals cannot be recruited at the required level for both implementation roles and in the new structure	This could impact on the success of change management, delivery timescales service delivery	There is a plan to allow for a sufficient period of time for recruitment, with job evaluations at market value to ensure recruitment
There is a risk that the proposed timescales slip, especially in regard to IT work stream	Delays impact on project timescales, impacting on delivery of savings, service delivery and staff morale	Detailed implementation planning with adequate resources against work streams
There is a risk of impact to service delivery during the change process.	Possible impact on service quality	Effective Change Management procedures have been planned as part of the implementation process
There is a risk that the proposed Stonegrove insourcing takes too long to be part of formal restructure.	This is likely to impact on project timelines and/or on staff transferring to the council	Early engagement with Stonegrove about transition process and plans
There is a risk that the proposed implementation costs for the project may be inaccurate as mainly based on assumptions /estimates	The actual cost may be much higher than expected that makes the project expensive and the council subject to reputational damage	Detailed review of proposed implementation costs to ensure they are robust enough

11. Implementation

This section outlines the timescales, actions and associated costs of the implementation of the new early years model.

As at October 2014, the project has reached the conclusion of the evaluation stage and is ready for implementation, subject to approval from the Children, Education, Libraries and Safeguarding Committee on 28 October 2014.

Through the implementation the project will continue to follow standards Barnet project management methodology and be managed through the early years review project board.

The delivery of the Early Years Implementation Plan will be the responsibility of the Delivery Unit with the Assistant Director for Early Intervention and Prevention, Duncan Tessier, as the Project Sponsor.

The Commissioning Group will be responsible for the delivery framework for the Health Visitor Integration with Family & Community Well-being Lead Commissioner, James Mass, as Accountable Officer.

11.1 Key Milestones

Implementation of the project will commence following approval of the full business case, with implementation of the operating model by 1 August 2014.

- 28 October 2014 – Full Business Case to Children, Education, Libraries and Safeguarding Committee for approval
- Early 2015 – Staff Consultation on structural changes to early years service
- 01 August 2015 – Go live date for new operating model
- 01 October 2015 – Commissioning responsibility for health visitors transfers to public health.
- October 2015 – Detailed recommendation on form of integration of health visitors and early years services
- October 2015 – Recommendation on the future delivery model for early years to Children, Education, Libraries and Safeguarding Committee for approval

More detailed project timescales are outlined below;

11.2 Roles and target timelines

The table below outlines the key actions for the implementation of the new early model.

	Description
Vision	Delivery principles and approach
Network planning	Venues and buildings
	Service offer
Delivery framework	Policies, operational framework procedures developed
	Management framework
Staffing	Including TUPE, voluntary staff, transfer of school staff, childcare roles and new skills framework.
Budgets	Set up detailed budgets and detailed financial processes
Childcare	<ul style="list-style-type: none"> • Develop future model for children's centre childcare • Develop process for childcare sufficiency and FEE2 offer
Contracts	Service Level Agreements, contracts, estates and IT co-ordination,
Governance	Ensure it reflects key partners and families in locality, effective and transparent decision making process are in place

11.2 Resources

The Table below outlines the resource requirement to deliver the changes proposed as part of the early years review. The resource requirement for the delivery of the new early years model is **£345,290** the details are outlines in the table below;

Role	Description	Cost	Time
Project Management			
Project management team	Project management responsibility for delivery of Early Years Implementation outputs	£82,500	9 months
Operational Implementation			
Early years Transformation Manager	Strategic development and management responsibility for delivery and implementation of new operating model; includes overall management of staffing, recruitment, service delivery, stakeholder management; organisational/ policy development	£99,840	8 months
Service	Development of policy, practice and	£126,950	9

Development Team	procedures. Ensuring operational readiness for go-live of the new way of working.		months
Transformation resource (technical)	Developing service level agreements with schools and partners	£36,000	3 months
Total for Operational Implementation		£345,290	

There will be Estates and IT costs as part of the implementation of the new early years model and these will be considered as part of the capital budget cycle between December 2014 and March 2015.

Final decision on the allocation of resources outlined above sits with Policy and Resources Committee and will be part of the capital budget cycle between December 2014 and March 2015.

Further council resource will be required to support the integration of health visitors into the early years services and this will be outlined as part of the October 2015 paper which detailed a recommended form of integration.

11.4 Assumptions

There will be no delays in approval of restructure proposals either through officer boards or member committees

- Officers within Family Services and the wider council will provide the required time and input to enable the successful completion of products to time as planned

12. Dependencies

The implementation of the new early years model has the following dependencies;

- The Unified Reward Programme may impact on project delivery timescales and the availability of resources for implementation phase
- The wider Family Services Transformation process could impact on delivery timescales for Early Years
- The project needs to link into the implementation of the Early intervention & prevention strategy.

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Appendix B

Barnet early years review – finding a better way to support children under five Consultation Findings

October 2014

SECTION 1 – INTRODUCTION AND EXECUTIVE SUMMARY

INTRODUCTION

We recognise the importance of the early years of a child's development and the important role our services can play in supporting families to ensure that children have the best start in life.

For this reason over the last eighteen months the council has undertaken a review of our early years services, including children's centres, early years health services and early education. The aim of the review was to improve support to families with young children, reduce the budget by £700,000 and improve identification and support to the most vulnerable families in our community.

The review found that whilst there were many positives, including a dedicated and passionate workforce, our service model needed to be transformed to improve outcomes for families.

In response to the review a case for change was developed and bold vision to improve Barnet's early years services whilst also achieving savings in 2015/16. The proposed changes, which were developed with help from children's centre workers, health professionals and families, and outlined the vision for early years and proposed changes to both improve our early years services and make the required savings. It also included proposed specific changes to opening hours at a number of children's centres.

The public consultation then gave the council the opportunity to consult widely on these proposals to find out whether residents and key stakeholders agreed with the approach and changes proposed.

This report outlines the full findings from the consultation. A summary of the findings have also been included in the full business case, demonstrating where feedback has been taken into account and how the council will consider some issues raised as part of the implementation of the early years review.

Some elements of the consultation response (section 1 and 2 of the questionnaire) have informed the full business case, whilst further information (sections 3 and 4 of the questionnaire) have not been included in the full business case but will inform the more implementation of the new model.

1. EXECUTIVE SUMMARY

This report sets out the detailed findings from the Early Years Review between 24 June 2014 and 12 September 2014.

1.1 SUMMARY OF KEY FINDINGS

This section outlines the key findings from the consultation which will inform the full business case. The more detailed feedback is outlined in section 3 and 4, but not been included in the summary of findings as it does not inform the full business case. This information will be used as part of the implementation of the new early years model, including feedback on sessions, times and some findings from the workshops.

1.2 Summary of Findings informing the full business case

➤ Aims

In both the early years questionnaire and the citizen's panel questionnaire the majority of respondents agreed with all the aims in the consultation document. In both questionnaires respondent's most positive feedback was for the aim 'ensure families get the right support at an early age' and 'ensure every child has access to quality childcare in Barnet'. The least supported aim was 'increase the number of parents with young children returning to work.' This was because some respondents disagreed with parents of very young children going out to work / wanted more to be done to help parents to stay at home.

➤ Vision

A. A more flexible model of support

A majority (69%) of the targeted early years questionnaire respondents agreed with a move to a more flexible model, with this increasing to three quarters (75%) of the Citizens' Panel respondents.

However, some respondents were concerned that this could mean staff moved around and worked at different venues which could have a negative impact on the relationship between families and staff. Consistent and high quality staff was seen as very important to parents.

B. More targeted support for children under five and their families

The majority (73.8%) of the targeted early years questionnaire respondents agreed with more targeted support for children under five and their families increasing slightly to 79.4% of respondents in the citizen panel questionnaire.

However, Parents felt strongly that the universality of services was important and that if it was only for 'deprived' or 'needy' people there would be a stigma attached and people would be put off from attending. It was also felt strongly that families from all

backgrounds and cultures could have problems and that services shouldn't be targeted just based on deprivation.

C. A more collaborative model

The majority (69.4%) of the early years targeted questionnaire respondents agreed with a more collaborative model, increasing slightly to 73% of respondents to the citizen panel questionnaire. Through all channels of engagement this aim was strongly supported by families and parents and staff fed back that this was already happening across a number of children's centres.

D. A family based approach

The majority (84.8%) of the early years targeted questionnaire respondents agreed with a family based approach, reducing slightly to 81.9% of respondents to the citizen panel questionnaire. Through all channels of engagement this aim was strongly supported by parents.

E. Increasing the involvement of parents and communities in children's centres

The majority (77.9%) of the early years targeted questionnaire respondents agreed with increasing the involvement of parents and communities in children's centres, slightly increasing to 79.6% of respondents to the citizen panel questionnaire. Involving parents and communities in children's centres was widely supported, although some respondents felt that volunteers could add more to children's centres but that they could not replace professional staff. Through the consultation over 150 people expressed an interest in volunteering opportunities around early years services, approximately 15 per cent of the people who responded to the consultation.

➤ Proposed changes

This section summarises the consultation feedback in regard to the proposed changes to early years services.

A. Locality Model

More respondents who completed the early years questionnaire (35.9%) agreed with a move to a locality model than disagreed (23.7%). In the citizen's panel questionnaire a majority (51%) of the citizen's panel respondents agreed with a move to a locality model, with 6.1% disagreeing.

Further feedback included:

- The present model works well and there is no need for change
- There was a varied response to the move to a locality model, with some respondents feeling it would be a benefit to share ideas and training, whilst there were concerns that it would mean less consistent staff in centres, which was the most important part of the support children's centres offered.

- A risk was raised that a change to a locality model could have an impact on the trust built between the children's centre and the local community. There was also a feeling that it contradicted the move to increased involvement of parents and communities.
- It was emphasised that when children's centres were initially developed the idea is they would be within pram-pushing distance of vulnerable families to reduce the barriers to accessing services and this principle should continue to be centre of the early years offer.

B. Children's centres managed by one organisation

More respondents who completed the early years targeted questionnaire (42.4%) agreed with children's centres managed by one organisation than disagreed (22.3%). In the citizen's panel questionnaire a majority (62.5%) of the citizen's panel respondents agreed with a move to a locality model, with 10.7% disagreeing. It was clear when discussing with families around who would manage children's centres they did not understand the difference between the children's centre being run by the council or the school as they saw both as the same organisation.

Further responses included:

- Some parents welcomed the idea of the council running children's centres and locality based advisory boards, whereas a number of parents felt that outsourcing or cutting services could have an adverse effect.
- Respondents from number of children's centres said that they thought engagement with the community and schools was important and there was some concern about how services, resources, responsibility and staff would be split between CCs and adjoining schools and nurseries
- There were worries raised that inconsistent central or school management could also have adverse effect on safeguarding and dealing with emergencies.
- Schools who currently delivered the children's centre on site were very keen to continue in their role and many of the head teachers proposed that they would prefer to take a proportion of the £700k saving as a reduction from their budget to avoid the need for a new early years delivery model.

C. Integration of health visitors

The majority (78%) of the early years targeted questionnaire respondents agreed with the integration of health visitors and early years services, with only 6% disagreeing. A majority of citizen's panel questionnaire respondents (79%) agreed with the proposed change. Feedback from the consultation workshops included the following comments from parents / staff;

- Midwife and health visitor appointments in the children's centre are a good way of introducing new parents to the space.
- All children's centre should have facilities for midwifery and health visitors.

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- The majority of parents were happy with the health visitor and midwifery services they had received, with many parents becoming involved in children's centres through a referral from community midwives or health visitors. However, there was also a common message that links with health and children's centres could be improved, with health visitors referring more parents to children's centres.

Feedback from health visitors included;

Some health visitors were supportive of integration whilst others were either not, or wanted more information on what was meant by 'integration'. The following advantages and disadvantages were fed back from health visitors;

Potential advantages of integration;

- A more seamless service.
- Better support for vulnerable families.
- Improved assessment of need for children.
- Improved information sharing (although has to be on a need to know basis).
- Greater understanding of the role and areas of expertise of each service.

Potential disadvantages of integration;

- Loss of identity of the health visiting service.
- Information to be spread to widely.
- Isolation of health visitors from the wider health service.
- Risk to depth of training and skills of staff.

D. Changing of opening hours for certain buildings

The main response from families who use children's centres across Barnet was how important the support, advice and information they receive is, and has been, to their lives. This was the case in the three centres in which the Council proposed significant changes to, with parents at the drop in-sessions for these 3 centres outlining the quality and importance of the services offered.

Whilst more people agreed with the changes to the children's centres building than disagreed as part of the citizens panel survey, the early years questionnaire targeted at children's centre users had more people disagreeing than agreeing with the proposal. Comments made through the consultation included;

- Reducing opening hours is not conducive to being flexible.
- Reducing hours does not allow for quality of service and does not help parents.
- Fewer hours means a lesser service.
- There should be more services, not less.
- Continuity to services should be preserved.
- Do not close or change settings.

➤ **Proposed significant reduction in opening hours**

A. St Margaret's

More respondents who completed the early years targeted questionnaire (25.3%) disagreed with the proposal for significant changes to services at St Margaret's children's centre, compared to 14% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 23.3% agreeing with the proposed changes and 14.1% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'. The following feedback was collected from the drop-in sessions;

- The key message was that children's centre was very important to the local community, especially in the early days when the child is young and the parents can feel isolated.
- All parents urged that services should not be reduced too much as they were important to the local service.
- There were limitations at St Margaret's with sharing with the nursery (e.g. sharing the main hall).
- Being local was very important as it meant it was easy to get there without a car.

B. Hampden Way

More respondents who completed the early years targeted questionnaire (29.4%) disagreed with the proposal for significant changes to services at Hampden Way children's centre, compared to 12.5% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 23.1% agreeing with the proposed changes and 13.9% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'.

The drop-in session for Hampden Way parents was held at Sweets Way (on recommendation from the children's centre manager), therefore the majority of the focus was on the Sweets Way venue, which parents felt was very important. Other comments included;

- Parents were worried about the cuts and the impact on services
- All parents thought the quality of the sessions at Sweets Way and Hampden Way were of high quality.

C. Stonegrove children's centre

More respondents who completed the early years targeted questionnaire (30.3%) disagreed with the proposal for significant changes to services at Stonegrove children's centre, compared to 16.1% who agreed with the changes. The citizen's panel was more supportive of the proposed changes, with 22.8% agreeing with the proposed changes and 13.3% disagreeing. In both surveys approximately 60% neither agreed or disagreed or answered 'don't know'.

The following feedback was collected from the drop-in sessions in regard to the significant changes;

- Stonegrove is an area with high levels of need, especially where there is currently temporary housing / families moving due to regeneration.

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- The children's centre has a very important role in the local community, any reduction in hours would have a big impact on the community.
- Trust is key to a good service and this is only built over time. The staff and support has been very positive and it was felt it is important to keep these services.
- The council should try and keep as much support as possible, but can understand the financial pressure.
- Should not close the centre, it is very important. If it was closed people would feel isolated.
- Worry that there could be a break down in the links with the community that have been built over a long period of time, and that children's centres are key to reducing crisis and the need for expensive resource down the line.
- The children's centre has good relationship with the church, and other community support such as the food bank.

➤ Savings proposals

In both the early years review questionnaire and citizen's panel questionnaire the most popular responses were 'reductions in management and administrative costs' and 'relocation of services where the current location is expensive or unsuitable'. In the early years questionnaire the least popular response to be pursued was reductions in the number and/or type of activities offered, followed closely by reductions in support to childcare settings. In the Citizen's panel survey the lowest responses were around reduction in support to childcare settings in Barnet and reductions in family support to the most vulnerable families. Reduction in opening hours at some centres was the third least popular option in the early years review questionnaire but third most popular in the citizen's panel questionnaire.

1.3 Aims of Consultation

The aims of the consultation were to;

- Give a clear rationale to the public about the changes being proposed following the early years review outline business case.
- Allow the public to feedback on the proposed model.
- Establish whether the public agree with the early years priorities and approach.
- Get detailed feedback from families and the wider community on what is most important to them about children's centres.
- Get detailed feedback from staff and key stakeholders on how the detail of the new early years model should operate.
- Establish how parents / community groups would like to be more involved in the early years agenda e.g. through volunteering.

Identify whether particular groups are adversely impacted by the changes and whether mitigating measures can be taken to address this impact.

1.4 Consultation approach

The early years consultation took place between 24 June and 12 September 2014. A twelve week public consultation period allowed residents enough time to respond to the consultation. The objective of the consultation was to allow stakeholders (including families) to inform and influence the development of the full business case for a new model for early year's services in Barnet.

SECTION 2

**DETAILED FINDINGS –
QUESTIONNAIRES**

2.1 Methodology

In order to ensure as many people as possible could respond to the early years review a range of methods were used to collect feedback. These included;

- The early years review questionnaire was made available on Engage Barnet (<http://engage.barnet.gov.uk/>).
- Children's centres were provided with paper copies of the consultation document and questionnaires.
- Ten drop-in sessions were convened across different children's centres or local venues to support families to complete the questionnaire, answer further questions or take verbal feedback if this was the preferred method of communication. Drop-in sessions were held between 4 July and 22 July 2014.
- A questionnaire was also sent out to the council's Citizen's Panel, which is a panel of 2000 residents who are profiled to be statistically representative of the population of Barnet. This allowed the council to collect responses beyond those who would usually attend children's centres or early years settings.
- There was also an email address and phone number made public to allow feedback directly at any point through the consultation period.
- The survey and drop-in sessions were promoted through the council's partners, children's centres, early years settings, schools, libraries and through a press release and via Community Barnet to ensure a good response rate.
- An independent research organisation (The Innovation Unit) were commissioned to undertake a range of workshops, five with targeted families who regularly used children's centres and five with staff and volunteers at the council. This took place between 22 July 2014 and 19 August 2014.

All the information above was then collated and used to inform the development of the full business case and will also be used to inform the detailed implementation of the new early year's model. The questionnaire responses and feedback were analysed through this period to ensure the consultation was informing the detailed design work. The responses from the paper and online versions were aggregated and updated by QRFS before being analysed by the early years review project team. The responses from the early years review questionnaire and citizen's panel have been kept separate to allow for a comparison in responses.

The consultation used a targeted approach of communication and engagement to ensure key stakeholders had an opportunity to take part in the consultation. The key stakeholders engaged with are outlined in the table below.

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Consultation	Target audiences and areas for consultation and engagement – Children’s Centres
Public and other stakeholders	Families with young children in Barnet (uses of both targeted and universal services), including families with protected characteristics.
	Specific groups, in particular those with a disability or a child with a disability, receive targeted support or have low levels of engagement with children’s centres
	Local community groups and organisations
	Childcare / providers of Early Education
Staff	Early Years and childcare support team
	Children’s Centre Managers and staff
	Health staff, including Health Visitors and Community Midwives
	Family Services and Early Intervention staff
Schools	School head teachers, governors and staff

2.2 Questionnaire design

The early years review consultation questionnaire was designed to get the viewpoints of families and residents on the proposed changes to early years services in Barnet and collect detailed information to inform the implementation of the new early years model. The consultation aimed to capture the views in regard to the following;

- The aims of the early years review.
- The vision for the early years service.
- The proposed changes to the early years service model, including specific changes to the opening hours at 3 children’s centres.
- The approach to savings the council will pursue.
- Detailed information on how families use children’s centres, including their views on;
 - Activities and services.
 - Convenient times to access services.
 - Best locations to access services.

The survey used both closed and open ended questions to ensure the council could collect quantitative data but also allow respondents could write in the reasons for their answers. The questionnaire also included questions about the individual so the council could analyse who was responding to the questionnaire.

2.3 Response to the consultation

The consultation has involved over one thousand Barnet residents, staff and other stakeholders, all which will inform the full business case and the detailed design of the new early years model. The following table outlines the methodologies and number of participants involved.

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Method	Summary	Participants
Online questionnaire	Available at Engage Barnet	134
Paper questionnaire	Paper copies of the questionnaire were circulated children's centres	150
Citizen's Panel questionnaire	A questionnaire went to all Citizens' panel members to get a representative sample of Barnet residents.	623
Workshops with targeted families	5 workshops were held with targeted parents to get their views on early years	31
Workshops with staff and volunteers	5 workshops were held with staff and volunteers to their views on early years	42
Drop-in sessions at 9 locations across Barnet	Drop in sessions were held at children's centres and libraries to get feedback and help parents complete questionnaires.	180
Total		1,160

2.4 Early years review questionnaire response

The early years review consultation document and questionnaire was available online as well as paper copies being available at all Barnet's Children's Centres. An initial 600 questionnaires and surveys were sent out to the 13 children's centres, with further copies sent out on request. There were 134 completed questionnaires online and 150 paper copies completed.

2.4.1 Early years Review sample profile

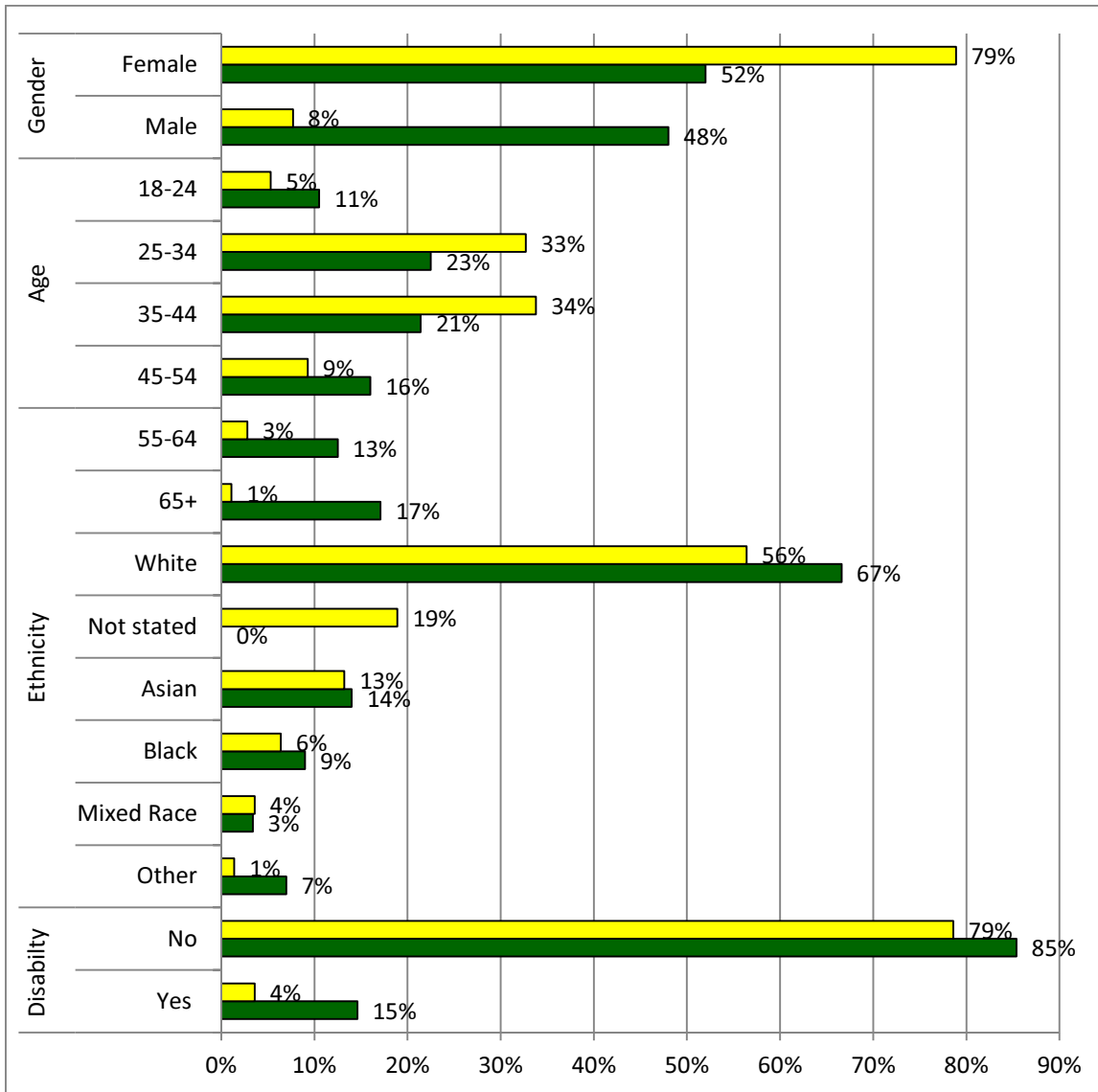
The chart below shows the demographic profile of those who responded to the early years review questionnaire compared to the population of Barnet.

The chart demonstrates that the respondents to the early years review questionnaire included significantly more females and significantly less males than Barnet's population. It also demonstrates that the majority of respondents (67%) were between 25 and 44. This is not surprising as the target audience is parents with children under 5 who are statistically most likely to fall between 25 and 44.

The breakdown of ethnicity related closely to Barnet's demographics, although there was an underrepresentation of white respondents

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Chart 1: Early years review questionnaire profile – key demographics



Yellow = Early years questionnaire response
Green = Barnet population

2.5 Citizens' Panel Response

The Citizen's panel questionnaire was sent out to the 2104 members of the panel. 753 questionnaires were sent out by post, with 283 responding (a response rate of 37.6%), with 1351 sent out online, with 421 responding (a response rate of 31.2%). The total number of respondents was 704 of 2104, an overall response rate of 33.5%.

2.5.1 Citizens' Panel sample profile

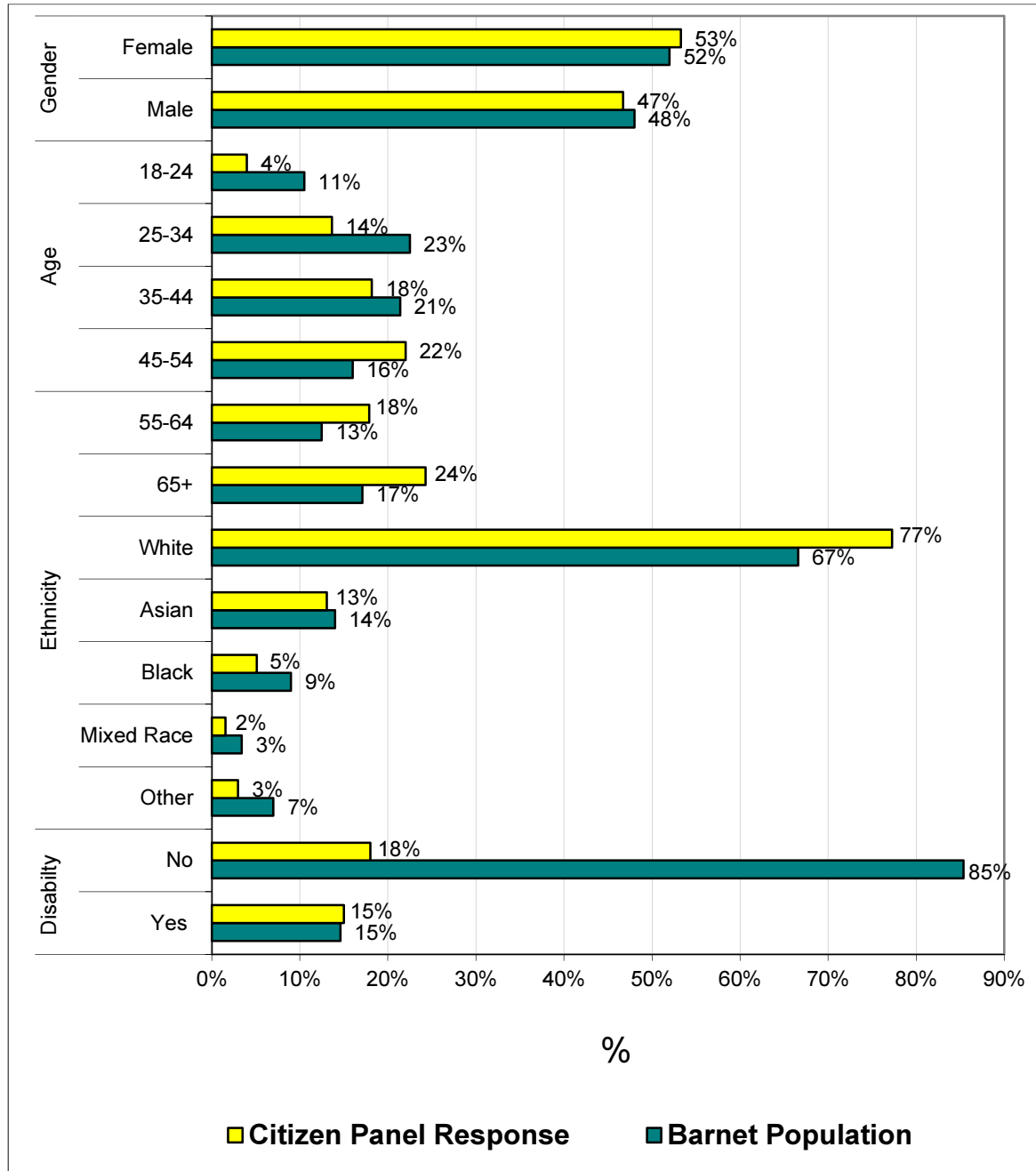
The chart below shows the demographic profile of those who responded to the panel survey compared to the population of Barnet.

The sample that responded closely matches Barnet's population profile in terms of gender and ethnicity. However, in terms of age, younger panel members are underrepresented and older panel members are over represented. There is also a

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slight over representation of white respondents and under representation of black and mixed race respondents. Weighting has been applied to tackle the issue of under and over representation in the sample, and it is the weighted data that is reported on in this report.

Chart 2: Citizens' Panel Sample profile – key demographics



2.6 Calculating and reporting on results

The results are based on “valid responses” only, i.e. all those providing an answer (this may or may not be the same as the total sample) unless otherwise specified. The base size may therefore vary from question to question depending on the extent of non – response.

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Differences between demographic sub groups have been reported on only where there is a significant difference from the overall Barnet population, and given that the sample size is small the analysis should be treated with some caution. This has only been undertaken in regard to the consultation findings which will influence the full business case at this stage.

2.7. Early years review questionnaire responses

Section 1: Our aims and vision for early years in Barnet.

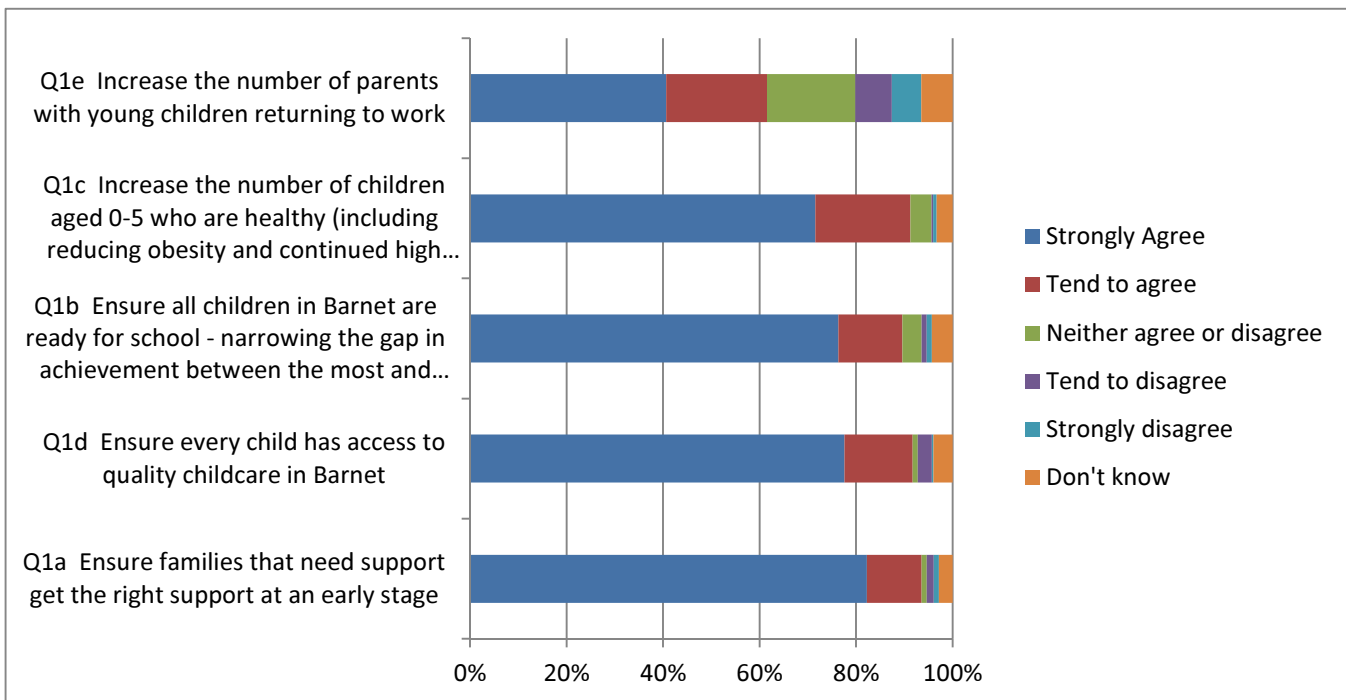
Responses to section 1 have been fed directly into the full business case which includes a summary of findings and a rationale for changes.

1. To what extent do you Agree or Disagree with the Aims

The majority of respondents agreed with all the aims, with four aims (a-d) receiving receiving 90 per cent agreement (either strongly or tend to agree).

The most supported aims were 'ensure families that need support get the right support at an early age' (94%), 'ensure every child has access to quality childcare in Barnet' (92%) and 'ensure all children in Barnet are ready for School' (91%). The least supported aim was 'increase the number of parents with young children returning to Work (62%).

There was minimal variation between respondents with different characteristics. All (100%) of respondents with a disability agreed with aims 1A, 1B and 1C. In regard to 1e, 27% of 45-54 year olds disagreed with the proposed aim, whilst 50% of respondents who 'preferred not to state' whether they were pregnant/on maternity leave disagreed with this aim, the highest of any group.



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The most common responses to which aims had been missed were 'Disagree with parents of very young children going out to work/ Help parents to stay at home' followed by 'ensure children throughout the Borough have opportunities and 'affordable childcare should be accessible for all'. The following table outlines the key aims that respondents felt the council had missed;

Are there any aims that may have been missed?	Number of responses	% on question base (81)
Disagree with parents of very young children going out to work/ Help parents to stay at home	9	3%
Ensure children throughout the Borough have opportunities of learning/ Meet challenge of diversity	8	3%
Affordable child care should be accessible to all	7	3%
Financial help with childcare / Enable parents to return to work	6	2%
Ensure support for vulnerable children and parents is maintained	5	2%
Ensure a wide range of activities are accessible	4	1%
Educate parents regarding supporting their children's learning / To be responsible for their children	4	1%
Make advice and support for new parents more readily available	4	1%
Not all families in need of help and support are 'deprived'	4	1%
Community integration. These services give a sense of community	3	1%
Ensure children have a chance to socialise and integrate	3	1%
Ask for a small contribution from parents	3	1%
More facilities for special needs children	3	1%

2. To what extent do you Agree or Disagree with each part of our Vision

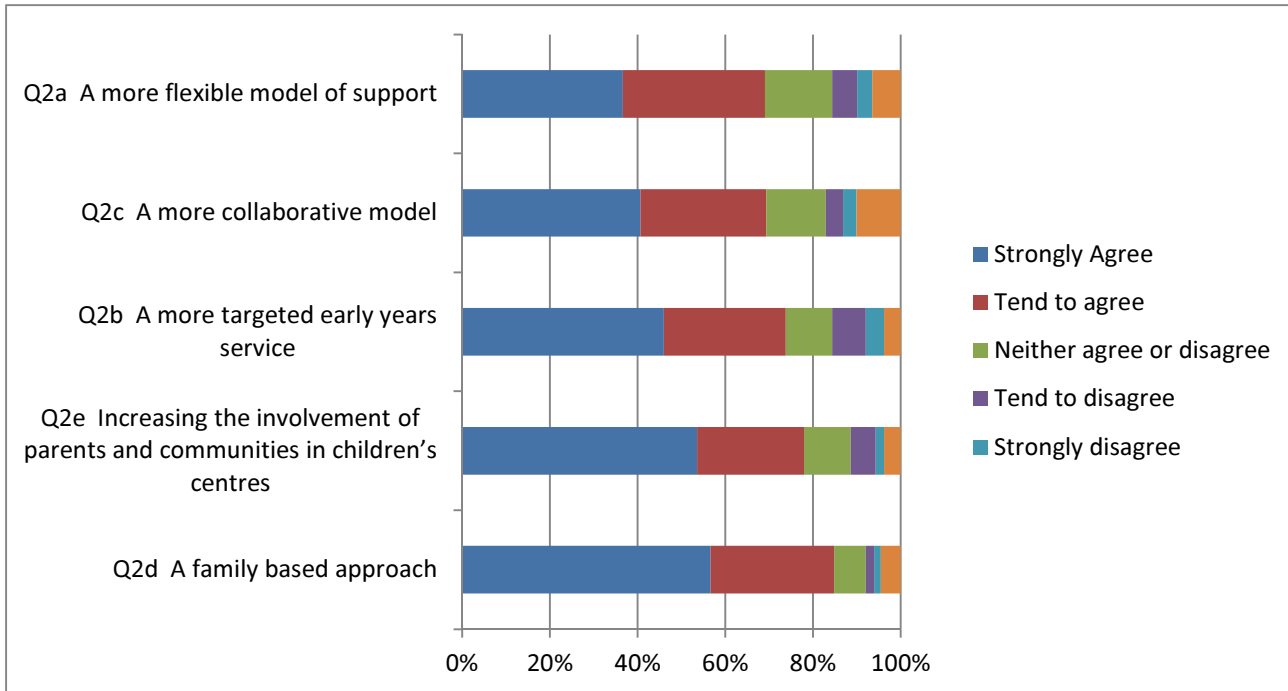
The majority of respondents agreed with all vision set out with the council, with 'a family based approach' and "Increasing the involvement of parents and communities in children's centres' receiving the most positive support.

The most strongly supported vision overall is a Family based approach, supported by 85% of respondents, followed by increasing the involvement of of parents and communities in children's centres (78%). The least supported vision overall was the vision for 'a more flexible model of support'.

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In regard to 2a, 87% of 18-24 year olds agreed with the changes compared to 57% of 45-54 year olds. In regard to 2b, asian responders were more likely to agree with a more targeted early years service (89%) compared to white (73%) and black responder (72%). In response to 2c, 86% of asian respondents agreed in comparison to 61% of black responders.

Mixed race respondents were more likely to disagree (20%) with the proposal of Increasing the involvement of parents and communities in children's centres, compared to white (6%) and asian (11%) respondents.



The most common reason for disagreeing with the vision was around volunteering, with the two most common responses being 'Increasing the involvement of parents equates to replacing professional staff with volunteers' and 'Parents are not necessarily the right people to involve', the third most common response was 'There is a risk of ignoring the rights and needs of average families in order to target the vulnerable'.

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Further responses are outlined in the table below;

If you disagree with any of these please give reasons for your answer.	Number of responses	% on question base (65)
Increasing the involvement of parents equates to replacing professional staff with volunteers	9	16%
Parents are not necessarily the right people to involve	9	16%
There is a risk of ignoring the rights and needs of average families in order to target the vulnerable	8	14%
There still needs to be universal services / Services for all the community/ not too targeted	7	13%
If too targeted a lot of families will be isolated / not catered for	6	11%
More flexibility means more closures / Reduced service/ Service cuts	5	9%
It would reduce the service to those who need it most	4	7%
A danger of the centres becoming stigmatised / Only problem children / families	4	7%
The service will not be better with such a large cut in funding	3	5%
There is a danger of local knowledge being lost	3	5%
Concern that family will lose invaluable support	3	5%

Section 2: Proposed changes for the new model

Responses to section 2 have been fed directly into the full business case and a summary of the findings from responses can be found in the FBC.

3. To what extent do you Agree or Disagree with the Proposed Changes

The majority of respondents agreed with the proposed change 'Integration of health visitors and early years services', whilst more people agreed than disagreed with the other proposed changes.

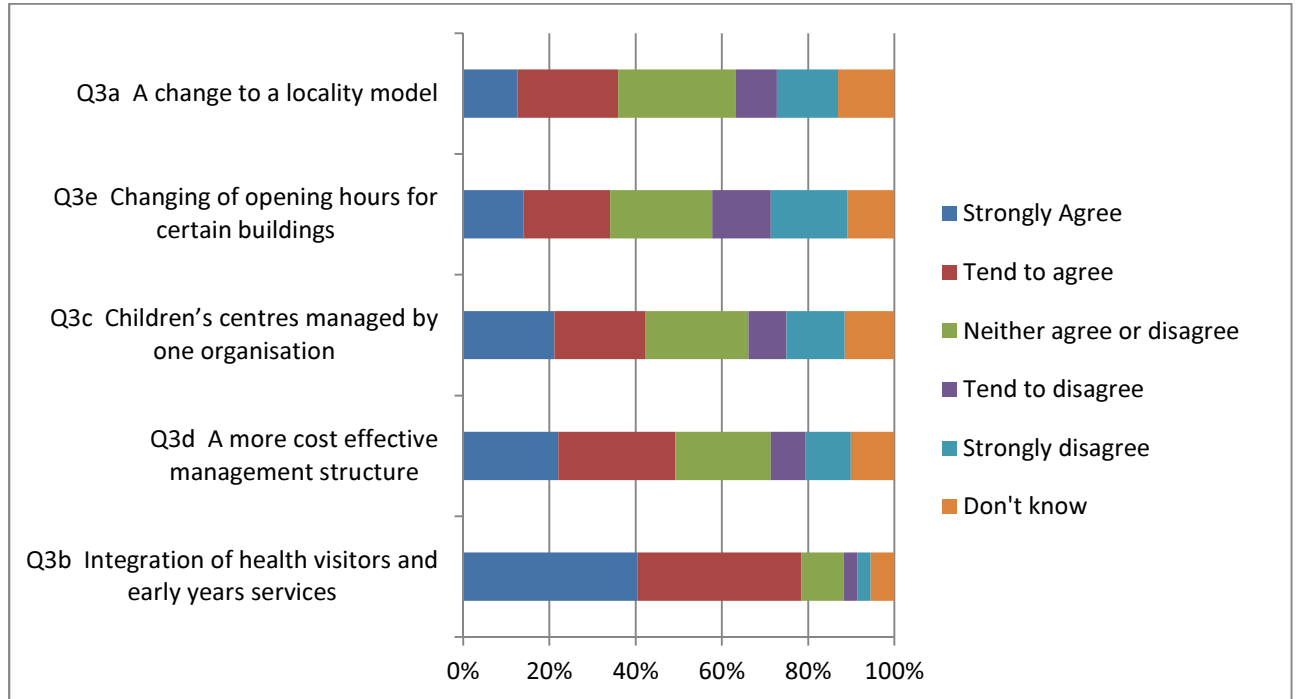
The most supported proposed change was the integration of health visitors and early years services (78%), followed by 'a more cost effective management structure' (49%). The least supported proposed changes were a change to the locality model (36%) and 'changing of opening hours of certain buildings' (34%).

Whilst more people agreed with all the proposed changes than disagreed, in regard to some changes, specifically 'changing of opening hours for certain buildings' and 'a change to a locality model' the support was not as strong, with only 3% more agreeing than disagreeing in regard to changes to opening hours of certain buildings.

In regard to a 3a, change to a locality model, respondents between the ages of 18-24 (38%) and 45-54 (40%) were more likely to disagree compared to 25-34 year olds (25%) and 35-44 year olds (25%). Disabled respondents were most likely to disagree with this change (55%).

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In regard to 3d, a more cost effective management structure, 40% of 18-24 year olds disagreed, compared to only 16% of 25-34 year olds and 35-44 year olds. Disagreement was also higher from 18-24 year olds in regard to 3e, change of opening hours for certain buildings (43%) than other age groups.



The most common response for disagreeing with changes focused on impact of changes. The most common responses were that the the current model 'works well at the moment/ No need for change/ Would lose local knowledge', that 'Fewer hours means a lesser service/ More, not less is required' and that the council should 'Preserve continuity/ Do not close or change settings'.

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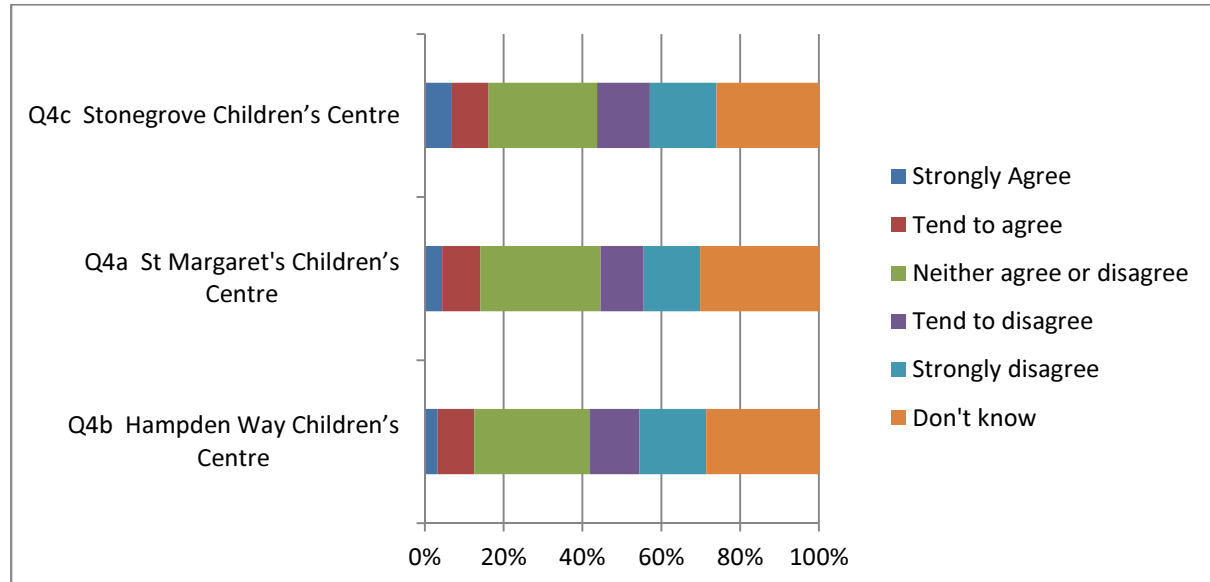
The table below outlines further reasons respondents disagreed with the proposed changes;

If you disagree with any of these please give reasons for your answer.	Number of responses	% on question base (132)
Locality Model: It works well at the moment/ No need for change/ Would lose local knowledge	19	16%
Fewer hours means a lesser service/ More, not less is required/	18	16%
Preserve continuity/ Do not close or change settings	16	14%
Reducing opening hours is not conducive to being flexible/ Does not allow for quality of service / does not help parents	15	13%
Do not have fewer people managing multiple centres/ Each centre should be managed on-site	9	8%
Would lead to a reduction in services offered	9	8%
Not just one organisation / Unwise to put faith and trust in single organisation / needs a check, a monitor	8	7%
One organisation would be under too much pressure	7	6%
Parents are unlikely to travel far if service not available locally / Not everyone can travel	7	6%
All areas should have all sessions offered / Accessible to all	5	4%
Smaller groups are more cost effective and efficient/ Able to act quicker and communicate better	3	3%
One organisation means lack of competition/ risk of reduction of quality of service	3	3%
More centres are needed, not less. Parent need more support, not less	3	3%
This would mean an unbalanced provision at the expense of some areas/ Equal services should be available throughout Borough	3	3%

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4. To what extent do you agree or disagree with the changes to opening times at the following children's centre buildings?

All buildings had a greater proportion of respondents disagreeing with changing the opening times than respondents which agreed with changing the opening times.



- 16% agreed, 30% disagreed and 54% neither agreed or disagreed or answered don't know in regard to changes to opening hours at Stonegrove children's centre.
- 14% agreed, 25% disagreed and 61% neither agreed or disagreed or answered don't know in regard to changes to opening hours at St Margaret's children's centre.
- 13% agreed, 29% disagreed and 58% neither agreed or disagreed or answered don't know in regard to 'Children's centres managed by one organisation'

In regard to the proposed significant reduction in opening hours at all 3 children's centre buildings 16-24 year olds were most likely to disagree with the proposals, with 43% disagreeing with changes at St Margaret's, 57% with Hampden Way and 46% with Stonegrove children's centre.

In regard to all of the proposals there were significantly more people who disagreed with significant changes across all children's centres. The most common responses to disagreeing with the changes all focus on the negative impact on reducing hours. By far the most common response was that 'this is a necessary area of support for children / Do not cut resources / Do not reduce hours' followed by 'Would have an impact on the community/ Not helpful to the vulnerable' and the impact in regard to distance, emphasising that 'Alternatives need to be close / Not too far away / Many cannot or will not travel'

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The table below outlines the reasons respondents disagree with these proposals.

If you disagree with any of these please give reasons for your answer.	Number of responses	% on question base (107)
This is a necessary area of support for children / Do not cut resources / Do not reduce hours	26	27%
Would have an impact on the community/ Would mean the most needful people would not have the contacts they need/ Not helpful to the vulnerable	16	17%
Alternatives need to be close / Not too far away / Many cannot or will not travel	12	13%
Would make the service less flexible/ Would not meet the needs of parents	10	10%
Buildings should be open longer if anything / More hours and services needed, not less	8	8%
Would be more crowded if have fewer hours but the same demand / Puts too much pressure on the resources that are left	7	7%
Fits the areas needs / Perfectly placed as they are	5	5%
All parts of Barnet should have the same support, not just areas of deprivation	5	5%
Parents meet other parents which decreases sense of isolation/ Increases social integration	4	4%
Plans need to take the changing demographics in the areas into account	4	4%
Concern about service availability during regeneration / change-over period	4	4%

The results below show the respondents views from each children's centre in question.

4a. Stonegrove Children's Centre Building

21 respondents from Stonegrove children's responded to the question on specific changes to the opening hours at the centre. 28% agreed with the proposals, 52.4% disagreed and 19% neither agreed or disagreed or answered don't know.

Response	Number of responses	% on question base (21)
Strongly Agree	3	14.3%
Tend to agree	3	14.3%
Neither agree or disagree	2	9.5%
Tend to disagree	6	28.6%
Strongly disagree	5	23.8%
Don't know	2	9.5%

4b. St Margaret’s Children’s Centre Building

6 respondents from St Margaret’s children’s responded to the question on specific changes to the opening hours at the centre. 17% agreed with the proposals, 50% disagreed and 33% neither agreed or disagreed or answered don’t know.

Response	Number of responses	% on question base (6)
Strongly Agree	0	0%
Tend to agree	1	17%
Neither agree or disagree	2	33%
Tend to disagree	1	17%
Strongly disagree	2	33%
Don't know	0	0%

4c. Hampden Way Children’s Centre Building

12 respondents from Stonegrove children’s responded to the question on specific changes to the opening hours at the centre. 0% agreed with the proposals, 67% disagreed and 33% neither agreed or disagreed or answered don’t know.

Response	Number of responses	% on question base (12)
Strongly Agree	0%	0
Tend to agree	0%	0
Neither agree or disagree	17%	2
Tend to disagree	8%	1
Strongly disagree	58%	7
Don't know	17%	2

5. Savings Options you think should be Pursued

The consultation document outlined that the Council’s preferred approach was to achieve saving by:

- reducing management and administrative costs
- moving some services where the current location is expensive or unsuitable
- reducing opening hours at some centres.

It then set out that if sufficient savings could not be achieved through the approaches above, that the Council would explore further options, such as reducing the following;

- family support to the most vulnerable families
- the number and/or type of activities offered
- support to childcare settings in Barnet.

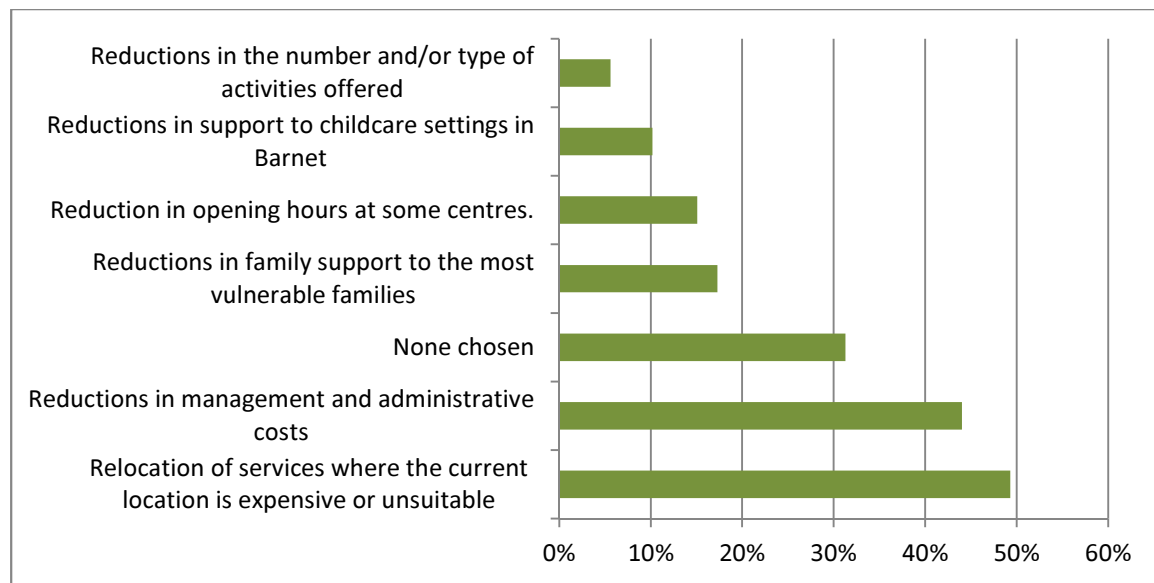
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Respondents were asked to tick the savings options they thought should be pursued.

The most popular savings option to be pursued is relocation of services, with 49% of respondents suggesting they thought this should be pursued. Other popular savings options include reduction in management costs (44%) and reductions in family support to the most vulnerable families (17%),

The least popular options include reductions in number and type of settings/activities (supported by 6%), and reductions in support to childcare settings (supported by 10% of respondents) and reduction in opening hours of some centres (15%).

31% of respondents stated chose none of the options.



Those on who respondent to say they were on maternity leave (60%), 18-24 year olds (67%) and black (60%) responders were more likely to agree with the relocation of services where the current location is expensive or unsuitable. Those between the ages of 45-54 were more likely to support a reduction in family support to he most vulnerable (35%) compared to 17% on average. Whereas 44% of people selected reductions in management and administrative costs, only 17% of Black respondents selected this as there preferred savings options to be pursued, compared to 70% of mixed race respondents.

The most common responses focysed on maintain funding ('Funding must be maintained to allow system to work efficiently/ No savings should be attempted in this service area') and that 'cut down on management and administration costs/ Streamline management'.

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Further comments from respondents are summarised below;

Reasons for choice of savings options	Number of responses	% on question base (6)
Funding must be maintained to allow system to work efficiently/ No savings should be attempted in this service area	20	7%
Cut down on management and administration costs/ Streamline management	17	6%
These savings will have the least impact on the service/ Better to reduce than lose the services altogether	11	4%
Vulnerable families need as much support as possible	9	3%
Do not use expensive premises/ Don't spend too much on buildings/ This is common sense	8	3%
Cut down on waste and duplication / Work responsibly/ Evaluate services/ More efficiency	8	3%
Do not cut opening hours or the service/ This would affect children too much	7	3%
Saving costs at this stage is likely to cause expense to other services later	6	2%
Children are our futures and therefore are important	6	2%
Make cuts in other areas/services if necessary. Not these services	6	2%
Relocate centres to existing local premises/ Relocate to cheaper premises	5	2%
Families often cannot or will not travel and so services need to be local to them	3	1%
Will undo all the good that has been done up to now	3	1%

Section 3: What is Important to you?

Responses from section 3 have fed into the detailed design and will be used to inform the implementation of the new early years model, but are not referred in the full business case at this stage.

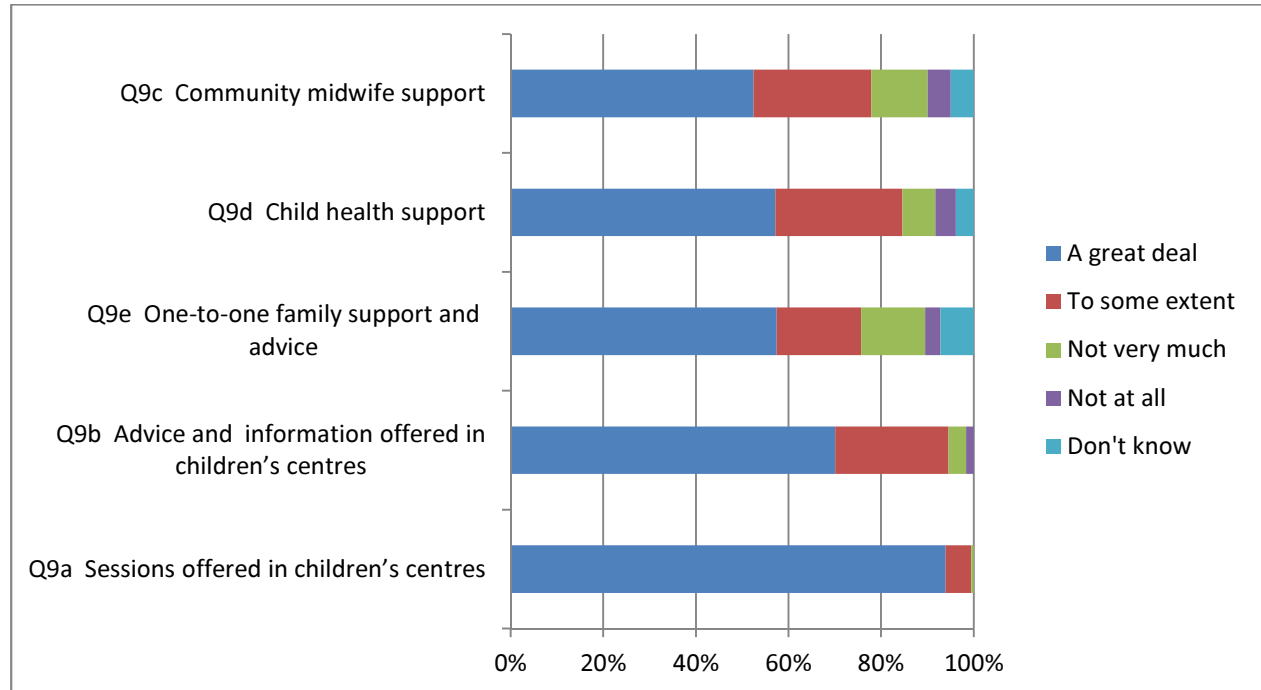
The following questions were answered if the respondent stated they were a Barnet resident with a child under 5.

9. How highly do you value the following services

The vast majority of respondents valued all services they received, demonstrating that users of the service value the advice, information and support they receive from children's centres very highly.

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The most highly valued service was sessions offered in children’s services (valued, either to a great deal or to some extent, by 99% of respondents). 95% of respondents value the advice and information offered in children’s centres, 85% child health support, 78% community midwife support and 76% one-to-one support.



The most highly valued service was sessions offered in children’s services (valued, either to a great deal or to some extent, by 99% of respondents). 95% of respondents value the advice and information offered in children’s centres, 85% child health support, 78% community midwife support and 76% one-to-one support.

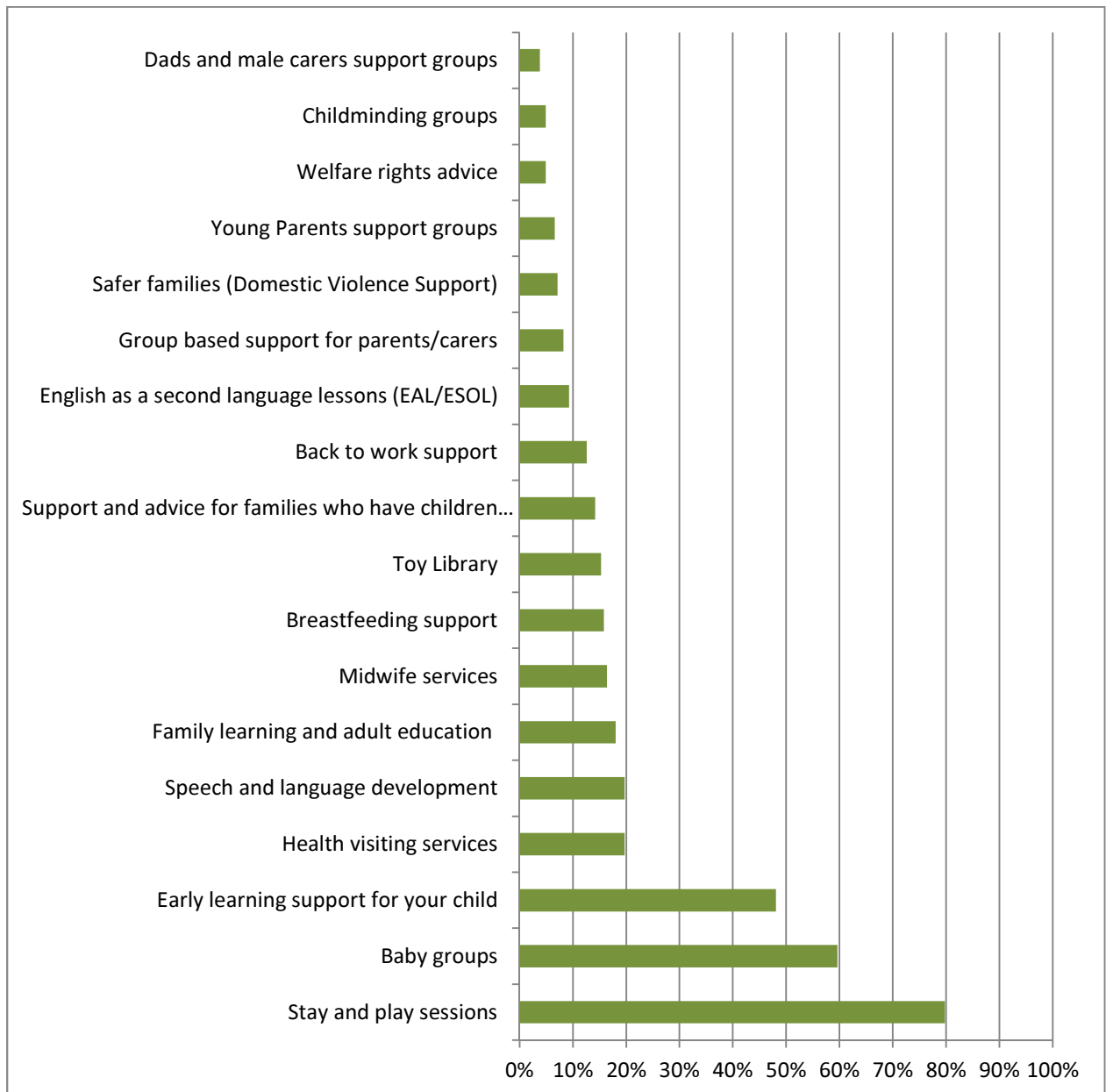
10. What sessions are most important

As expected, there was a range of responses in regard to the most important sessions to parents. Those sessions which were deemed most important to the most amount of people were unsurprisingly the universal services, with 80% choosing stay and play sessions, 60% baby groups and 48% early learning support for your child. This matches the popularity of attendance at various children’s centres.

The sessions considered least important included dads and male carers support group (4%), childminding groups (5%) and welfare rights advice with(5%). It has been taken into account that only 8% respondents were male, 3% childminders or childcare works and that some sessions will be less popular with the majority of respondents due to be targeted services (such as welfare rights advice).

Respondents were allowed 3 choices to this question.

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In questions later in the consultation questionnaire, parents were asked what services were not currently offered which they would like to see introduced, there were very few responses but the most common was around 'better facilities and therapy for children with additional needs', 'No - everything is there' and 'More 'stay and play' sessions'.

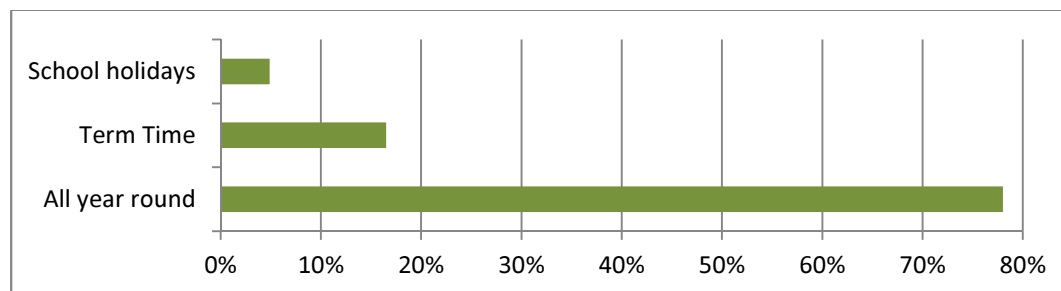
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Further responses are detailed below.

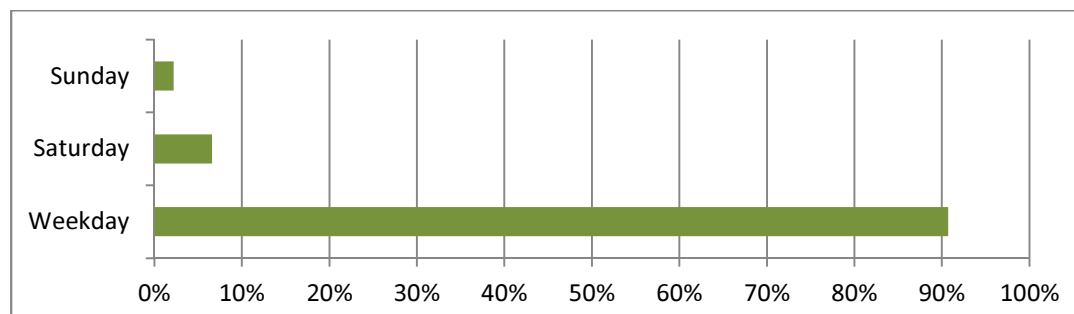
Services for children under five not currently offered (question 14)	Number of responses	% on question base (76)
Better facilities and therapy for children with additional needs	6	3%
No - everything is there	5	3%
More 'stay and play' sessions/Play and learn / Stay and learn	5	3%
Music	4	2%
Use libraries more for childrens acitvities	4	2%
More nursery places	4	2%
Creche facilities	3	2%
Swimming groups	3	2%
Enough child care services generally	3	2%
Better / Longer facilities for working parents	3	2%

11. What times are most convenient for you to access services

78% of respondents found Children's Centres open all year round were more convnient (compared to 5% school holidays and 17% term time).

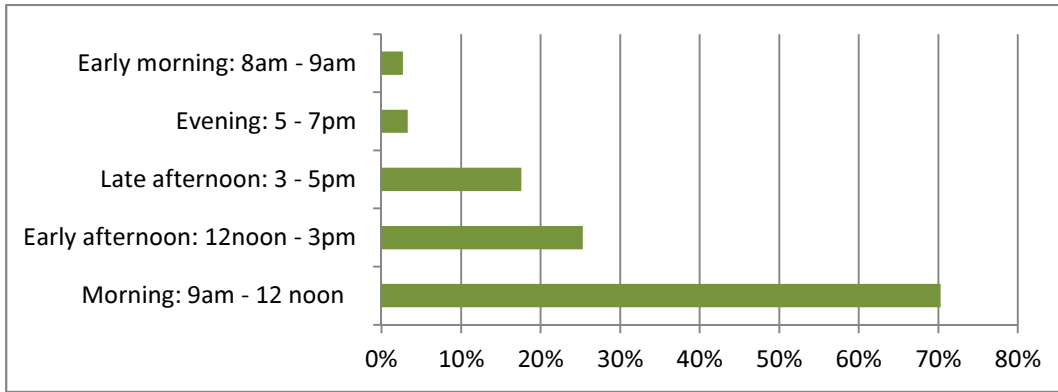


Weekdays are the most convenient day of the week for 91% of respondents compared to 7% and 2% Sundays and Saturdays respectively



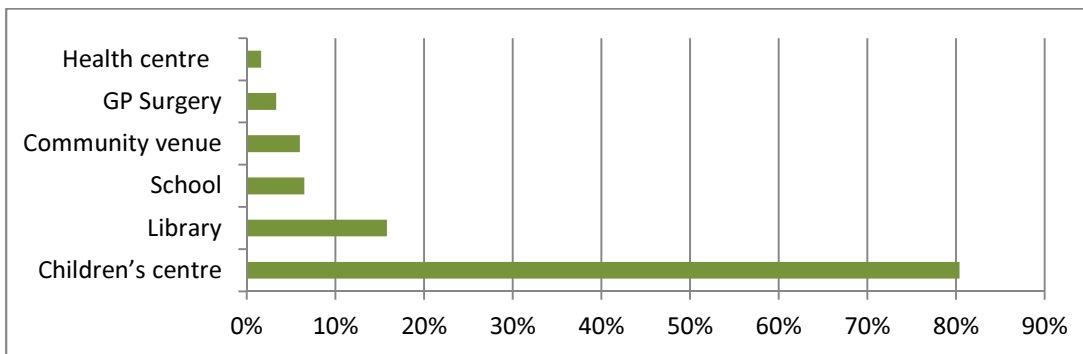
The most convenient time for Children's Centres to operate is Morning, (9am – 12 noon) for 70% of respondents, 25% preferred early afternoon (12 – 3pm) and 18% late afternoon (3-5pm).

EARLY YEARS REVIEW CONSULTATION



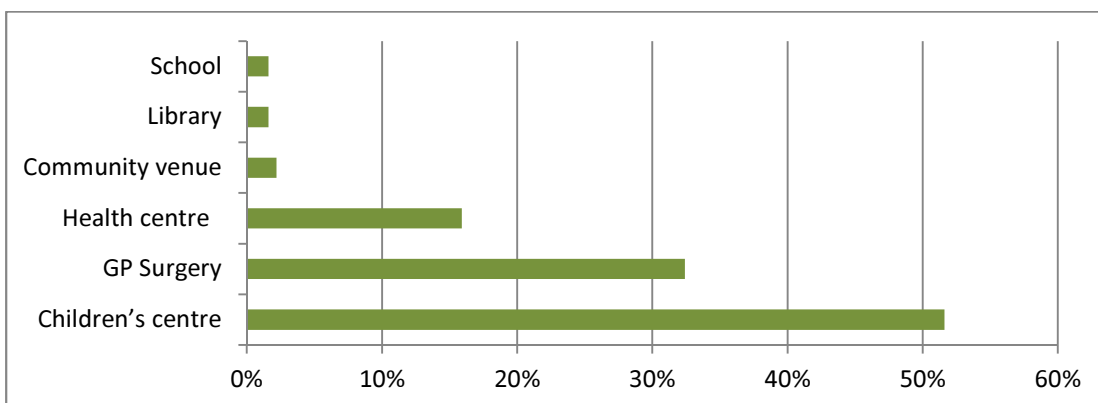
12. Which location is best for you to access services?

The most convenient place to access Children's Services was a Children's Centre (80%), followed by library (16%), School (7%) and Community venue (6%).



13. Where do you prefer to meet your health visitor or community midwife?

The most convenient place to meet your health visitors or community midwives was a Children's Centre (52%), followed by a GP Surgery (32%) and a Health Centre (16%).



15. How will the proposed changes impact you? (all respondents)

The most common responses were either fearing 'Some activities I have used may become unavailable' and that changes might mean that 'My children will not have the opportunity to play with other children'.

EARLY YEARS REVIEW CONSULTATION

Further responses are summarised in the table below;

How will the proposed changes impact you?	Number of responses	% on question base (149)
Some activities I have used may become unavailable	27	14%
My children will not have the opportunity to play with other children / Bonding/ learning to socialise	21	11%
Negatively	14	8%
Less opportunity to meet other moms/ would feel isolated and alone	12	6%
I hope for improvement / Impact will be for the better	11	6%
Child would lose opportunities to learn valuable things / Participate in development activities	11	6%
Very little / It wouldn't affect me	10	5%
Less opportunity to access support services / advice	9	5%
May have to travel a long way to find activities for children / Difficulty accessing	9	5%
Depends on what the opening hours would be	6	3%
Family are dependent upon the children's centre	4	2%
Would affect my access to education	4	2%

Section 4: What is important to you

Responses from section 4 have fed into the detailed design and will be used to inform the implementation of the new early years model, but are not referred in the full business case at this stage.

21. Can you suggest other ways in which we could change early years?

The most common responses focused on the quality of the current service ('No, it is an excellent service / It is good the way it is') or the desire to not see savings ('Do not reduce the budget / Do not cut spending on these services').

EARLY YEARS REVIEW CONSULTATION

Further responses are detailed in the table below.

Can you suggest other ways in which we could change early years?	Number of responses	% on question base (42)
No, it is an excellent service / It is good the way it is	18	6%
Do not reduce the budget / Do not cut spending on these services	13	5%
Target/ help vulnerable groups / families	7	3%
Good education in early years is vital for successful integration into society/ Groups should be run when children are very young	7	3%
Support and care in the early years pays off later on	6	2%
Ensure all children have a good basic education before school . Nursery education / learning	6	2%
Help families that work	5	2%
Prefer session to be led by a professional / trained person. Not a parent	4	1%
Cut out bureaucracy / Cut out waste	4	1%
More early years centres are required in the borough	4	1%
Co-ordination between the services / High level of inter-communicatio needed / Avoid duplication	4	1%
Meet with and listen to parents	4	1%
Train up Voluntary assistants rather than engage more highly paid professionals / Use semi-retired people with professional skills/ Use students studying relevant courses	3	1%
More parenting classes / Target parents education and attitudes/ Advise on healthcare	3	1%
More for kids and parents	3	1%
Ensure a full range of activities in all centres	3	1%
Meet with and listen to existing children centre staff	3	1%

EARLY YEARS REVIEW CONSULTATION

23. How can we encourage more parents/carers/residents to be involved in children's centres?

The most common responses focused on the need to improve promotion ('More information is needed / Promotion of activities/ Advertising of sessions') and increase the volunteering opportunities ('Have volunteering opportunities for parents / carers'). The table below summarises further responses;

How can we encourage more parents/carers/residents to be involved in children's centres?	Number of responses	% on question base (148)
More information is needed / Promotion of activities/ Advertising of sessions	29	20%
Have volunteering opportunities for parents / carers	26	18%
Encourage parents to be more inter-active with the children	10	7%
Working groups of parents to promote and organise events	9	6%
Consult with them	9	6%
Advertise the playgroups	8	6%
Engage with local community / promote sites as being 'community hibs' that other groups can use	8	6%
Hold Fun days / Open days	7	5%
Promote friendliness and involvement between staff and parents and carers	7	5%
Keep services as they are now / Do not cut budgets	4	3%

There were 34 parents who responded to being interested in volunteering opportunities at children's centres. There will be a response going out to all interested people in the near future.

3. Citizen’s Panel Questionnaire Response

Section 1: Our aims and vision for early years in Barnet.

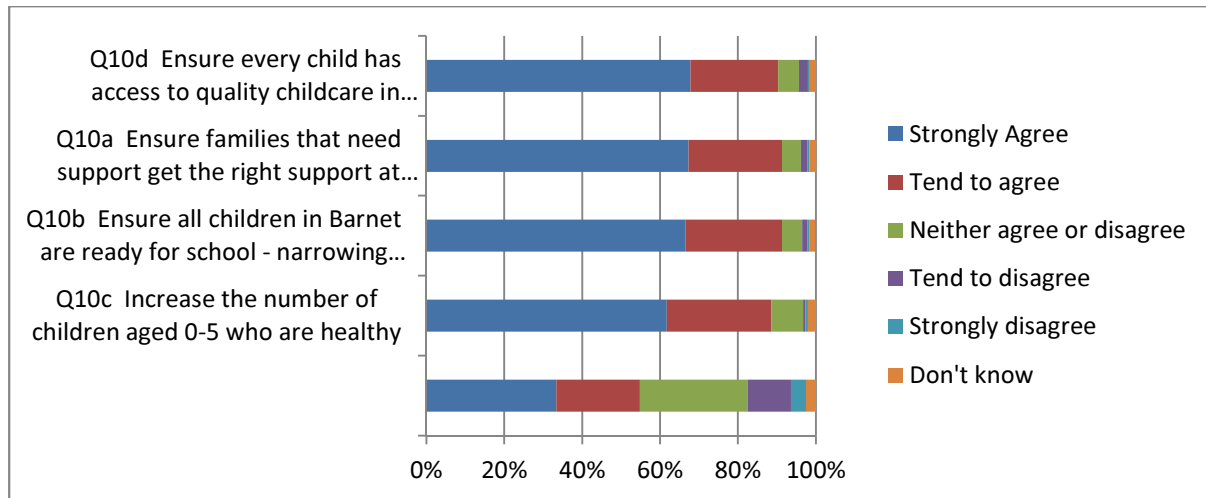
Responses to section 1 have been fed directly into the full business case and a summary of the findings from responses can be found in the FBC.

1. To what extent do you Agree or Disagree with the Aims:

A majority of Barnet respondents either strongly agree or tend to agree with all of the aims.

The most supported aims were ‘ensuring families that need support get the right support at an early age (91.3%) and ensure all children in Barnet are ready for School (91.3%). Whilst the least supported aim was Increase the Number of Parents with Young Children Returning to Work (54.8%).

Black ethnic group respondents (78%) and respondents aged 25-34 years (68%) were more likely to agree with the aim to increase the number of parents with young children returning to work. Parents with young children are significantly more likely to agree with the aim: to increase the number of parents with young children returning to work (64% compared to 54%).



The most common responses focused on education of parents (‘Educate parents regarding supporting their Childrens' learning / To be responsible for their children’) and support with childcare to help parents return to work (‘Financial help with childcare / Enable parents to return to work’).

EARLY YEARS REVIEW CONSULTATION

The table below summarises further responses;

Are there any aims that may have been missed?	Number of responses	% on question base (169)
Educate parents regarding supporting their childrens' learning / To be responsible for their children	3%	17
Financial help with childcare / Enable parents to return to work	2%	16
Disagree with parents of very young children going out to work/ Help parents to stay at home	2%	13
Make advice and support for new parents more readily available	2%	12
Affordable child care should be accessible to all/ Help working parents and the vulnerable	2%	10
Ensure support for vulnerable children and parents is maintained	1%	9
Ensure enough school places for every child/ Fair allocation of school places	1%	9
Reserve help for those that really need it - most families are able to take on their own responsibilities	1%	9
Ensure children throughout the Borough have opportunities of learning/ Meet challenge of diversity	1%	7
Educate parents regarding a healthy diet / cooking/ Active lifestyle	1%	6
Ensure access to safe, clean play areas	1%	6
Introduce play with learning modules/ Learning with fun/ More playgroups	1%	5
Less incidence of 'failing'	1%	5
Check recipients of support are genuine / deserving	1%	5
Target vulnerable people before they become parents - educate in the role of parenting	1%	5
Ask for a small contribution from parents	1%	5
Use local trained volunteers to help families	1%	4
Early intervention in problem families is very important/ It would reduce future crime rate	1%	3
Improve procedures/ Simplify application forms	1%	3
Improvements should be able to be made without incurring any extra costs	1%	3
Holistic approach to social, learning and community based skills	1%	3

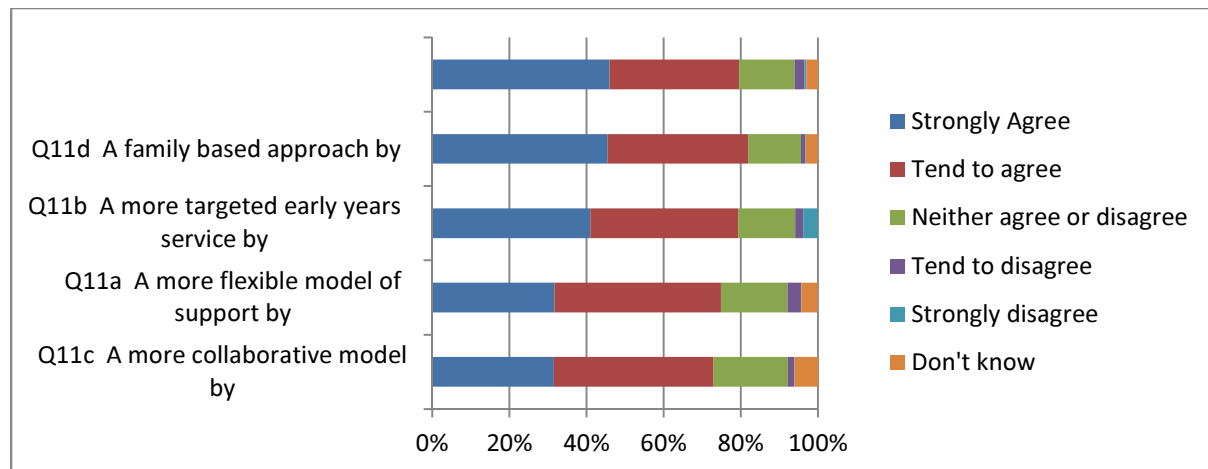
2. To what extent do you Agree or Disagree with each part of our Vision

A majority of Barnet respondents either strongly agree or tend to agree with Barnet's proposed vision for Early Years services.

The most strongly supported vision overall is a Family based approach, supported by 82% of respondents. The least supported vision overall is a more collaborative model, supported by 73% of respondents.

EARLY YEARS REVIEW CONSULTATION

Black ethnic group respondents express more support for all of the proposed visions, significantly so for a more flexible model (94%), a more targeted Early Years system (97%) and a family based approach (83%).



The most common reason for disagreeing with the vision was that it risked ignoring the needs of the most vulnerable ('risk of ignoring the rights and needs of average families in order to target the vulnerable' and 'It would reduce the service to those who need it most' and questions around volunteering ('Parents are not necessarily the right people to involve' and 'Increasing the involvement of parents equates to replacing professional staff with volunteers'). The table below summarises further responses

Reasons for disagreement with Vision	Number of responses	% on question base (42)
There is a risk of ignoring the rights and needs of average families in order to target the vulnerable	7%	3
It would reduce the service to those who need it most	7%	3
Parents are not necessarily the right people to involve	7%	3
Increasing the involvement of parents equates to replacing professional staff with volunteers	7%	3
More flexibility means more closures / Reduced service/ Service cuts	7%	3

Section 2: Proposed changes for the new model

Responses to section 2 have been fed directly into the full business case and a summary of the findings from responses can be found in the FBC.

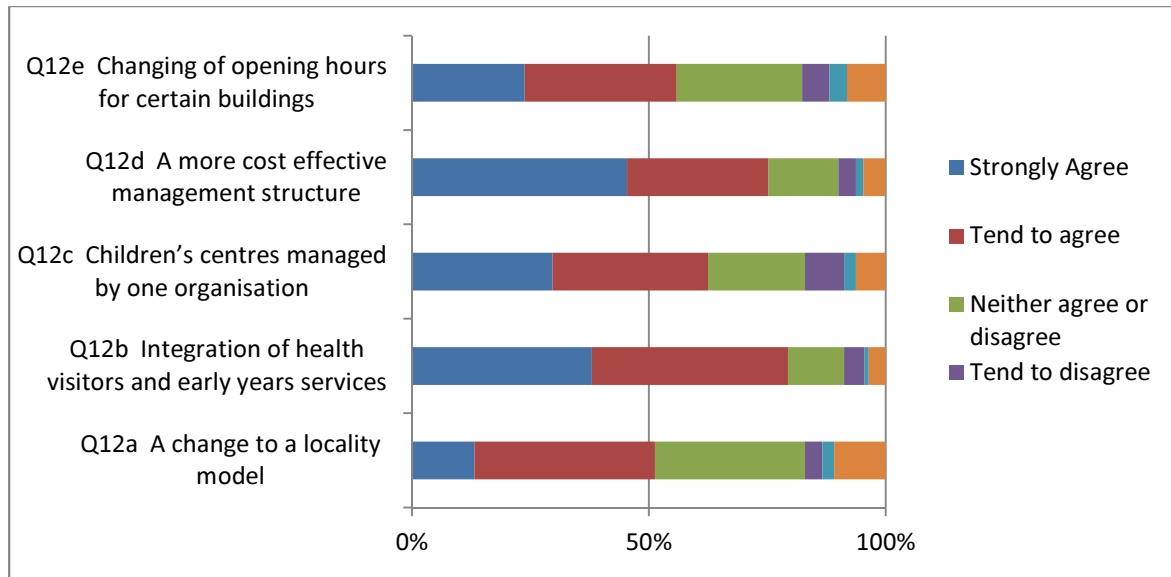
3. To what extent do you Agree or Disagree with the Proposed Changes

A majority of Barnet respondents agree with each of the proposed changes outlined.

The most supported proposed change was the integration of health visitors and early years services (79%), whilst the least supported proposed change was a change to the locality model (51%).

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18-24 year olds were also significantly less likely to agree with developing a more cost effective management structure (54%). Their most strongly supported changes were a change to the locality model and integration of health early years services. Their least supported change was changing opening hours and a more cost effective management structure (at 54%). It indicates that 18-24 year olds are less likely to support any proposed changes.



The most common reasons for disagreeing with the proposed changes were that 'Fewer hours means a lesser service', and that 'Reducing opening hours is not conducive to being flexible'.

EARLY YEARS REVIEW CONSULTATION

The table below outlines further reasons respondents disagreed with the proposed changes;

If you disagree with any of these please give reasons for your answer.	Number of responses	% on question base (132)
Fewer hours means a lesser service/ More, not less is required/ Services outside school hours are required	17%	23
Reducing opening hours is not conducive to being flexible/ Does not allow for any increase in demand or quality of service	12%	16
Not just one organisation / Unwise to put faith and trust in single organisation / needs a check, a monitor	9%	13
Preserve continuity/ Do not close or change settings	6%	8
One organisation means lack of competition/ Perhaps only the very basic standards would be met/ Outsourcing not a good idea	6%	8
Locality model works well/ No need for change/ Would lose local knowledge	5%	7
Support services that are available through schools / Make more services available through schools/ Keep schools involved	4%	6
Works better if overseen centrally	4%	5
This would mean an unbalanced provision at the expense of some areas/ Equal services should be available throughout Borough	4%	5
One organisation would be under too much pressure	3%	4
Do not have fewer people managing multiple centres/ Each centre should be managed on-site	3%	4
Look at solutions to problems. Not at cost cutting.	2%	3
No confidence in Council	2%	3

4. To what extent do you agree or disagree with the changes to opening times at the following children's centre buildings?

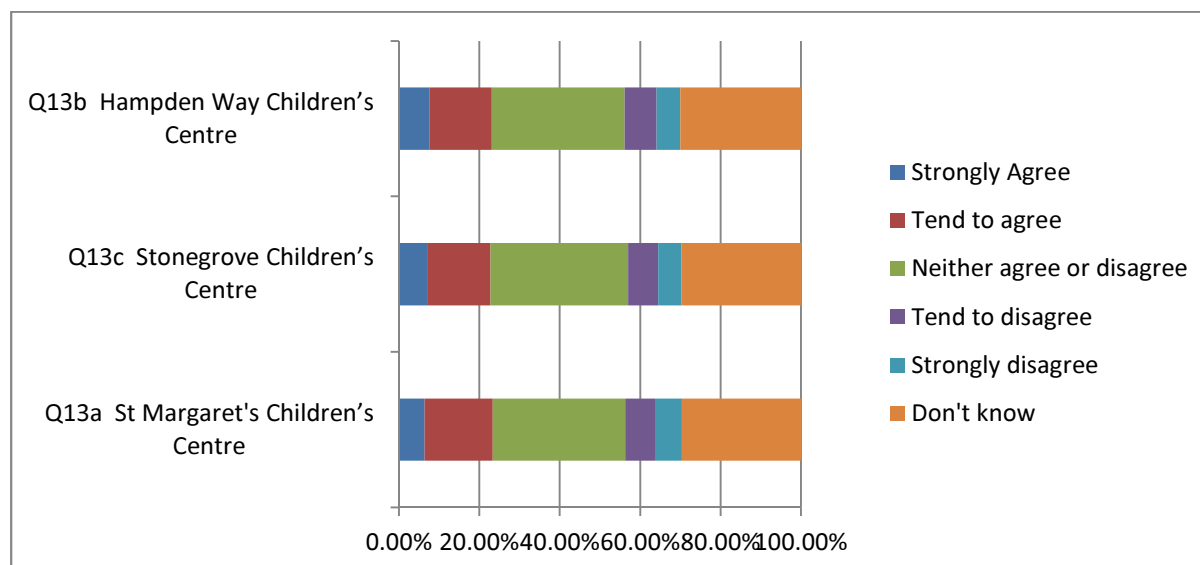
Fewer than 25% Barnet respondents agreed with changing the opening times at St Margaret's, Hampden Way and Stonegrove Children's Centres respectively.

Approximately 33% of respondents neither agree nor disagree; and a further 30% of respondents didn't know.

Approximately 14% of respondents tended to disagree or strongly disagreed.

Black ethnic group residents are significantly more likely (45%) than the Barnet average to agree with changing the opening times at St Margaret's and Hampden Way Children's Centre respectively. A higher proportion of Black respondents also support changing the opening of Stonegrove Children's Centre than any other sample group (38%).

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The main reasons for disagreeing with the proposal focused on the impact on the community and that changes were 'Not helpful to the vulnerable' or 'would not meet the needs of parents'. This was followed by comments focusing on not cutting resources ('This is a necessary area of support for children / Do not cut resources').

The table below outlines further reasons respondents disagreed with the proposed changes;

Reasons for disagreeing with changes to opening times?	Number of responses	% on question base (96)
Would have an impact on the community/ Would mean the most needful people would not have the contacts they need/ Not helpful to the vulnerable	23%	22
Would make the service less flexible/ Would not meet the needs of parents/ Would not accommodate parents who work	19%	18
This is a necessary area of support for children / Do not cut resources	13%	12
Would depend on how far away other children's centres are	9%	8
South Barnet needs more support/ All parts of Barnet should have the same support, not just areas of deprivation	8%	7
Would be more crowded if have fewer hours but the same demand/ Need to allow for population growth	5%	5
Buildings should be open longer if anything	3%	3

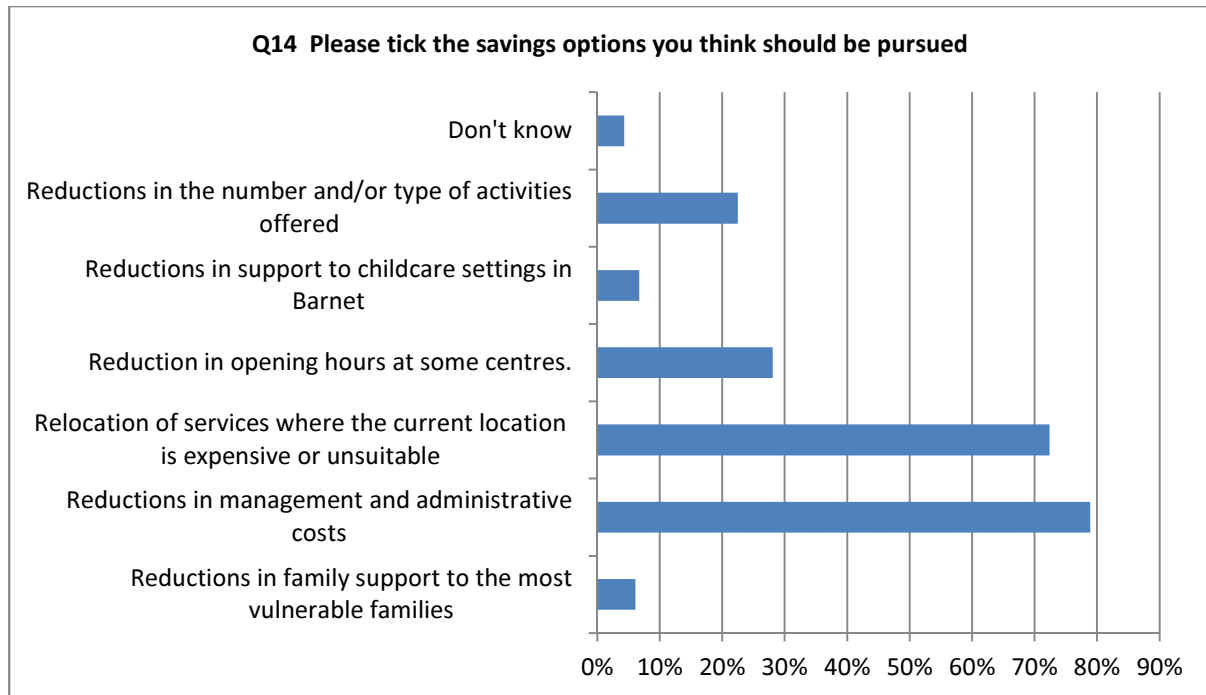
5. Savings Options you think should be Pursued (Tick up to 3)

Overall, the most popular savings options are reductions in management and administrative costs (proposed by 79%) and relocation of services (proposed by 72%).

Overall the least popular savings option is reduction in support to childcare settings (proposed by 7% of respondent); reduction in support for vulnerable families is also less popular (6%).

25-34 Year olds are significantly less likely than the Borough average to agree with 'relocating services' (58%) however, this is still their second most popular savings option after

Black ethnic group respondents are more likely than the Borough average to agree with reductions in family support to the most vulnerable families. Black ethnic group respondents' most popular savings options are the same as that for Barnet overall



The main reasons for choice of savings was on those services which would have the 'the least impact on the service' and comments against budget reductions such as 'Funding must be maintained to allow system to work efficiently/ No savings should be attempted in this service area'.

Respondents of Mixed ethnic group are more likely than the Barnet average to disagree with the savings options due to more flexibility meaning more closures / reduced service/ service cuts. Respondents of Asian ethnic group are more likely than the Barnet average to disagree with the savings options due to flexibility creating chances for needs to be missed

The table below outlines further reasons respondents chose particular savings to be pursued.

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Reasons for choice of savings options	Number of responses	% on question base (658)
These savings will have the least impact on the service/ Better to reduce than lose the services altogether	9%	62
Funding must be maintained to allow system to work efficiently/ No savings should be attempted in this service area	8%	53
Cut down on management and administration costs/ Organisations can become top heavy/ Streamline management	7%	44
Vulnerable families need as much support as possible	6%	39
Cut down on waste and duplication / Work responsibly/ Evaluate services/ More efficiency	6%	38
Do not use expensive premises/ Don't spend too much on buildings/ This is common sense	4%	27
Relocate centres to existing local premises/ Relocate to cheaper premises	3%	16
Encourage families to do more to help themselves	3%	16
Makes economic sense / Logical	2%	13
Make sure staff work for their jobs / Earn their money/ Quality not quantity	2%	11
Do not cut opening hours or the service/ This would affect children too much	1%	9
Money saved in management should be then spent on frontline services	1%	9
Ask for a small contribution from parents using the centres	1%	8
Provide fewer types of activity to save money	1%	8
Children are our futures and therefore are important/ Children are our most precious resource	1%	7
Have multiple use of facilities / premises	1%	5
Increase Council Tax to protect this service	1%	4
Only cut hours if the facility is underused / Opening hours can be better organised	1%	4
Use trained volunteers	1%	3
Vulnerable families already receive support from Social Services so this is unnecessary	1%	3

Section 3: What is Important to you?

Responses from section 3 have fed into the detailed design and will be used to inform the implementation of the new early years model, but are not referred in the full business case at this stage.

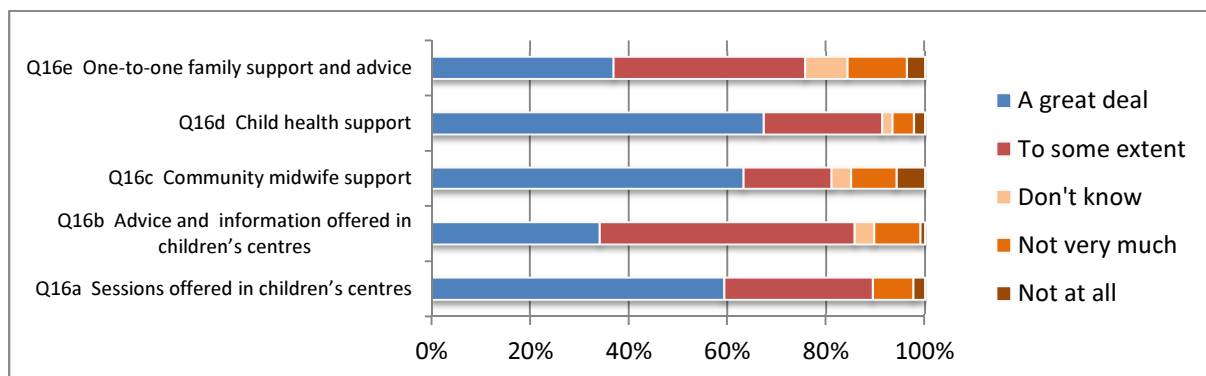
The following questions were answered if the respondent stated they were a Barnet resident with a child under 5.

9. How highly do you value the following services?#

As with the early years questionnaire, the vast majority of respondents valued all services they received, demonstrating that users of the service value the advice, information and support they receive from children’s centres very highly.

Respondents are most likely to value child health support (91%) and sessions offered in children’s centres (89%)

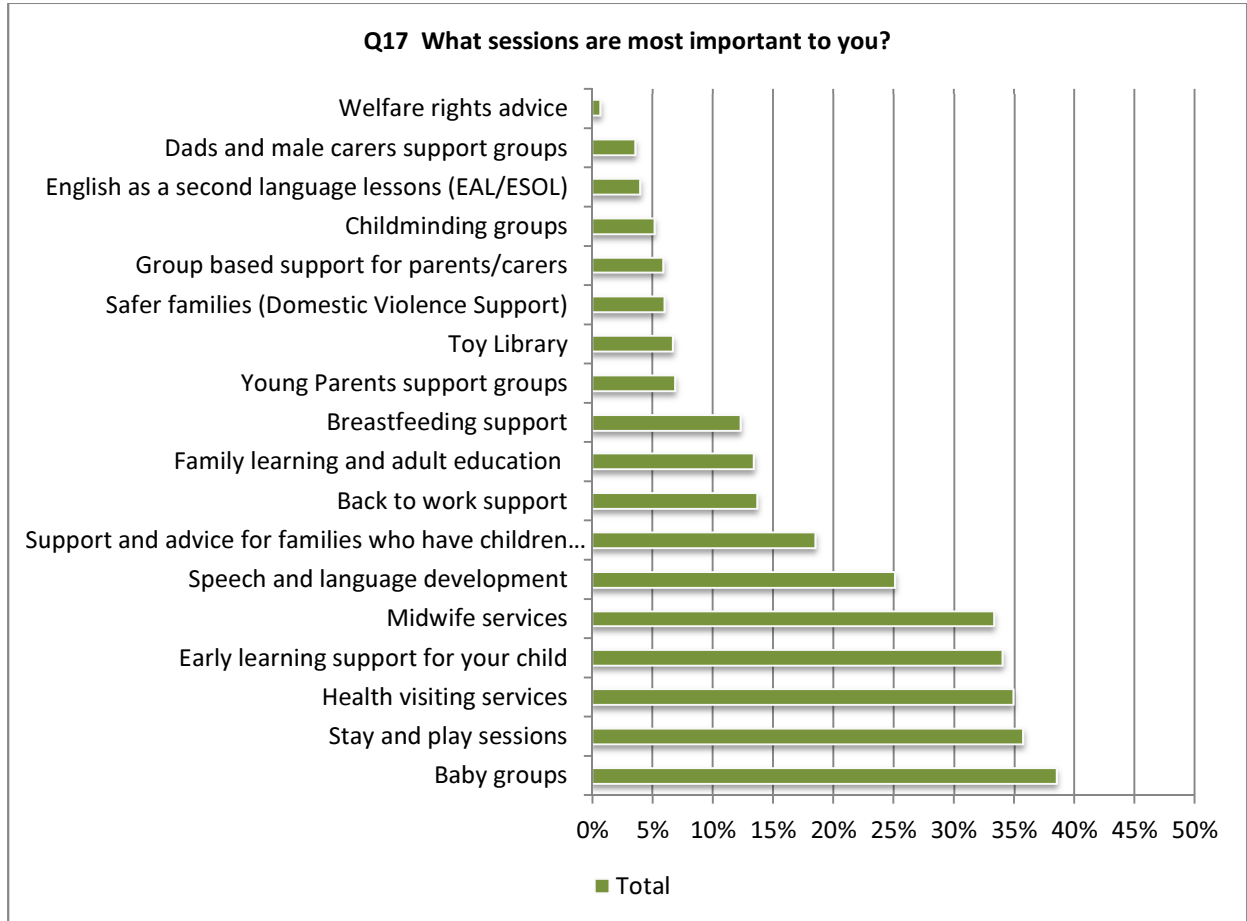
Respondents are least likely to value one-to-one family support and advice (76%)



10. What sessions are most important?

The 3 most important sessions to the Barnet overall respondents include: Baby groups (39%), Stay and play sessions (36%) and Health visiting services (35%). All these services are universal and are very popular services across Barnet.

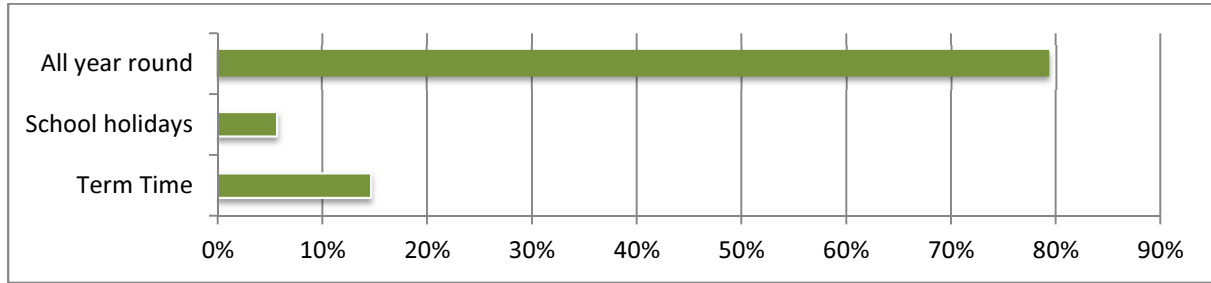
Each respondent was allowed 3 choices.



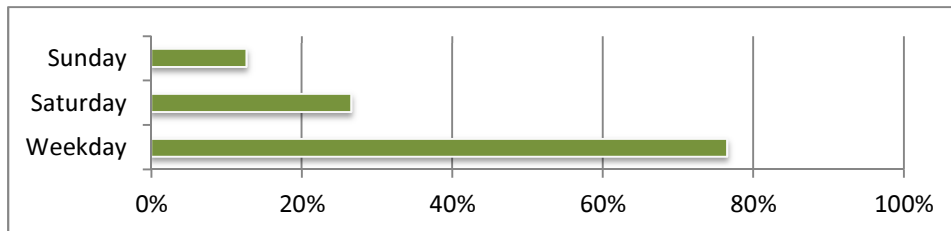
EARLY YEARS REVIEW CONSULTATION

11. What times are most convenient for you to access services?

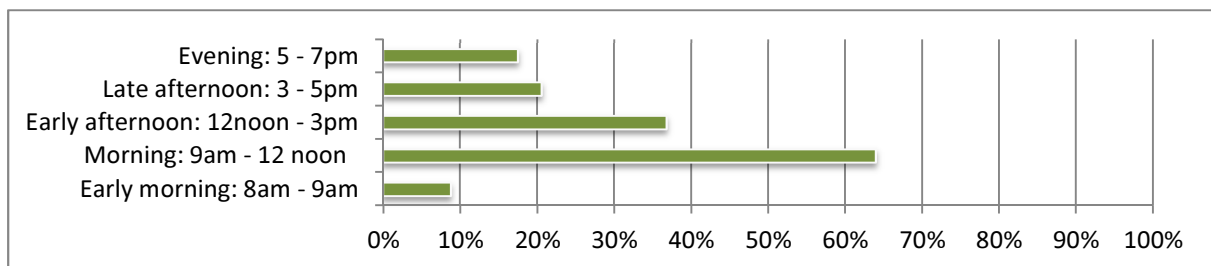
79% of respondents found Children's Centres open all year round were more convenient (compared to 6% school holidays and 15% term time).



Weekdays are the most convenient day of the week for 77% of respondents compared to 27% and 13% Sundays and Saturdays respectively.



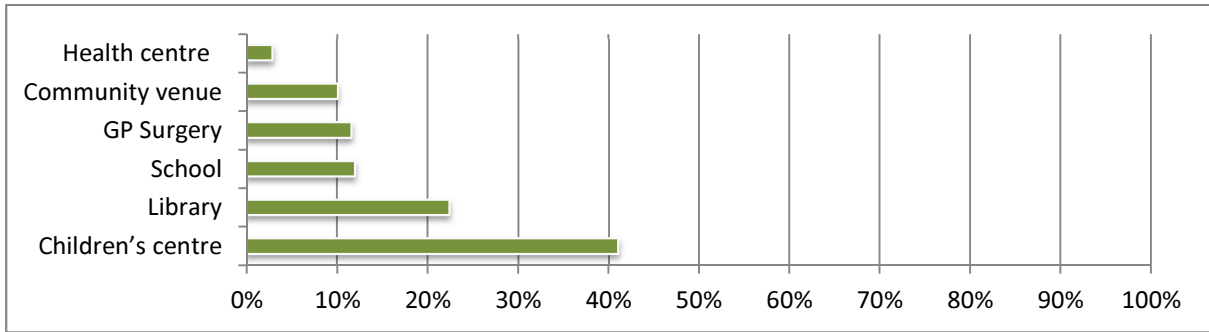
The most convenient time for Children's Centres to operate is Morning, (9am – 12 noon) for 64% of respondents, 37% preferred early afternoon (12 – 3pm), 21% late afternoon (3-5pm) and 18% in the evening (5-7pm)



12. Which location is best for you to access services?

The most convenient place to access Children's Services was a Children's Centre (41%), followed by library (22%), School (12%), GP Surgery (12%) and Community venue (10%).

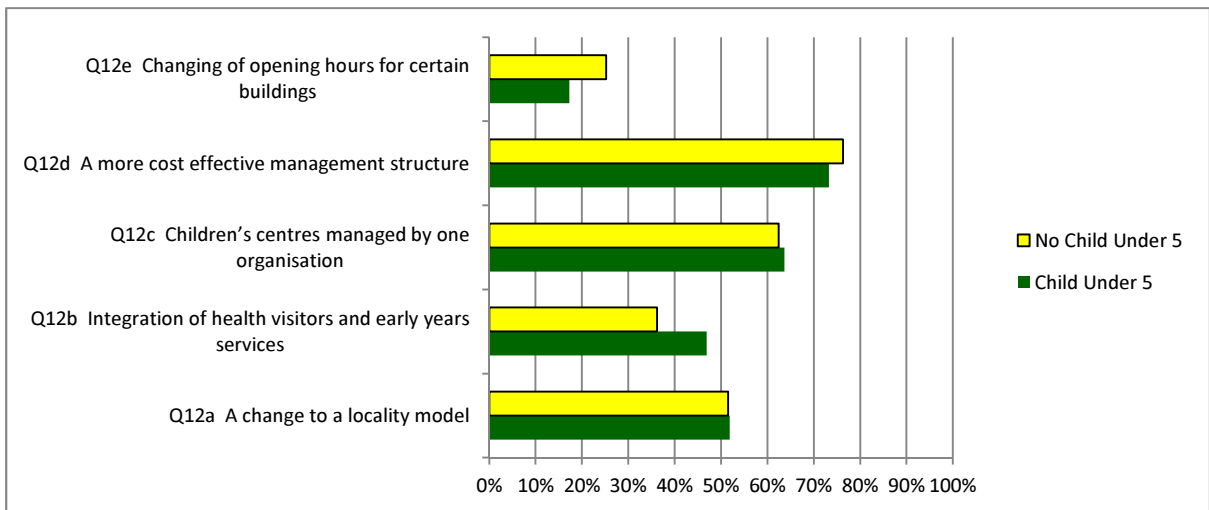
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Comparison of Parents with Young Children and Without Young Children

As a significant number of respondents to the citizen's panel did not have children under 5 some analysis was undertaken to see if the responses varied comparing respondents with a child under 5 and respondents without a child under 5.

The analysis demonstrated that the variation was minimal, as demonstrated by the comparison below.



SECTION 3

DETAILED FINDINGS – DROP IN SESSIONS AND GENERAL FEEDBACK

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3. Drop-in sessions and general feedback

Approach

Sessions were organised at the most suitable times for parents to attend. At the drop-in sessions there was a member of the project team, who gave more information on the changes, answered any questions and gave parents the chance to give face-to-face feedback on the proposals. There was also a chance for a member of the project team to support parents in completing the questionnaire.

This section also includes feedback from direct emails, letter or any other form of engagement through this period. The respondent's names have been kept anonymous

Dates

Children's centre/outreach venue	Date	Attendance
Barnfield CC	Monday 14 July 2014, 9:30am – 12:30pm	Approximately 30 parents attended the stay and play session
Child's Hill CC	Monday 21 July 2014, 2pm – 5pm	10 (1 head teacher, 1 FSW, 1 Governor, 7 parents)
Fairway CC	Thursday 3 July 2014, 9am – 12pm	Approximately 30 parents attended the stay and play session.
The Hyde CC	Tuesday 22 July 2014, 9 – 10am	Approximately 60 (mostly parents, with some staff and some volunteers)
Newstead CC	Thursday 17 July 2014, 9am – 12pm	Approximately 10 parents attended a discussion group and then approximately 20 parents attended the stay and play session.
Parkfield CC	Wednesday 9 July 2014, 3:30pm – 6:30pm	11 (parents and volunteers. impact on 15 children)
St Margaret's CC	Wednesday 9 July 2014, 9:30am – 12:30pm	12 families attended the Stay and Play session (parents, including 2 members of the Parents forum)
Stonegrove CC (St Peters Church Community Centre)	Thursday 10 July 2014, 10am – 12pm	Approximately 20 people attended the session that was run alongside a Stay and Play session (parents and people from the local community – including the church, youth group and wider community)
Sweet's Way Community	Monday 7 July 2014, 9am	Approximately 30-35

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Centre	– 12pm	parents attended the stay and play session
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Detailed findings

I. Aims

There was broad agreement with the aims of the council, although in regard to the recommendation that children’s centres should ‘increase the number of parents with young children returning to work’, some parents felt that parents should be supported whether they wanted to go back to work or wanted to look at their children at home.

II. Vision for early years services

There was broad agreement with the vision of the council, although there were some concerns over a few of the elements of the vision.

A more flexible model of support

- There was a worry this could mean that staff moved around and which could have a negative impact on the relationship between families and staff. Consistent and high quality staff were seen as very important to parents.

A more targeted early years service

- Parents felt very strongly that the universality of services were important and that if it was only for ‘deprived’ or ‘needy’ people there would be a stigma attached and people would be put off from attending. It was also felt strongly that families from all backgrounds and cultures could have problems and that services shouldn’t be targeted just based on deprivation
- Some respondents argued the best way to meet targets was to retain local management and that targets should be based on local knowledge and information provided from children’s centres as they are the people that know the communities best.

A more collaborative model

- This was strongly supported by the vast majority of families and it was felt this was already happening across a number of children’s centres.

A family based approach

- This was strongly supported by the majority of parents.

Increasing the involvement of parents and communities in children's centres

- This was widely supported, although it was felt there were some contradictions between developing a flexible locality model and increasing the involvement of parents and the local community. It was felt that volunteers could add more to children's centres but that they could not replace professional staff.

III. Proposed changes to the new model

A change to a locality model

- There was a varied response to the move to a locality model, with some respondents feeling it would be a benefit to share ideas and training, whilst there were concerns that it would mean less consistent staff in centres, which was the most important part of the support children's centres offered.
- A risk was raised that a change to a locality model could have an impact on the trust built between the children's centre and the local community. There was also a feeling that it contradicted the move to increased involvement of parents and communities.

Integration of health visitors and early years services

- The majority of parents were happy with the health visitor and midwifery services they had received, with many parents becoming involved in children's centres through a referral from community midwives or health visitors. However, there was also a common message that links with health and children's centres could be improved, with health visitors referring more parents to children's centres.

Children's centres managed by one organisation

- Some parents welcomed the idea of the council running children's centres and locality based advisory boards. However, a number of parents felt that outsourcing or cutting services could have an adverse effect.
- Respondents from number of children's centres said that they thought engagement with the community and schools was important and there was some concern about how services, resources, responsibility and staff would be split between children's centres and adjoining schools and nurseries
- There were worries raised that inconsistent central or school management could also have adverse effect on safeguarding and dealing with emergencies.

A more cost effective management structure

- Some staff were worried that administrative capacity would decrease and it would take up more of their time that they could be supporting families.

Changing of hours for certain buildings

- There was a worry that cutting staff could risk increasing safeguarding standards or result in closures. It was also felt that a reduction in the number of hours could shorten sessions, and they were already too short for some parents.

Specific changes to children's centres

- At Stonegrove, St Margaret's and Hampden Way Children's Centre sessions there was support for the quality of services offered and their importance to families and the local community. Parents felt that having a venue that was local was very important for the local community.
- A number of respondents at Stonegrove challenged the significant changes. Respondents emphasised the importance of the children's centre to the wider community and the positive impact on families' lives. There was also feedback that Stonegrove was very isolated geographically and that families would not travel far to services so sessions should be maintained at the centre.

IV. What is Important to families

What times are most convenient for attending children's centre sessions?

- Mornings were the most popular sessions' time, although the exact time varied, with some parent's suggestion more sessions from 9:30am – 11am (after the school run). Other parents suggested more sessions in the afternoon or long and more flexible sessions.

What sessions/support are most important to you?

- The most popular sessions were: stay and play, rhyme time, soft play, creative play, terrific 2s, boogie mites, school starter classes and trips outside of the CC.
- Parents also value courses for parents (i.e. childcare, first aid, CV writing and EAL) as well as advice on unemployment, benefit changes and domestic problems.
- Across all the drop-in sessions parents said they valued the opportunity to meet other parents at children's centres, with many saying they had felt isolated before coming to the children's centre.

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- Parents felt the positive impact children's centres had on child development was very important, building confidence and communication.
- Parents felt the key to good and supportive services across a range of children's centres was friendly, welcoming and consistent staff. There was a feeling from some people that changing staff, or asking them to work across localities, could be detrimental to the trust built up between staff and local communities over time.
- There was a common view that children's centres form strong links with the local community.

Which location is best for you to access services/sessions?

- Respondents felt strongly that services should be local and near public transport.
- Some parents said they would travel further for more suitable or better sessions.

V. Further comments

Volunteering

- The most prevalent barriers to volunteering were; not enough information on how to volunteer, not asking parents to volunteer, fear of commitment and issues around managing children/childcare and work.
- There was positive feedback from a number of volunteer in the work they did and how it was support them back to work.
- Some respondents felt that there could be improvements in how children's centres supported volunteering by children's centres, better training opportunities and better using volunteer's skills.

Income generation

- Charging - Respondents from Child's Hill and Sweet's Way suggested charging or asking parents to donate to sessions or resources (i.e. tea and coffee). One parent suggested utilising the means testing model used by Camden.
- Using the space – parents suggested better use of space to raise revenues, especially at weekends when the building was empty.

Comments on the process / consultation questionnaire

- An issue was raised that the document implied that the current Stonegrove site would close as part of the regeneration. It was noted that 'The site can only be closed when the land has been transferred from London Diocesan Fund / Edgware Parish and this will only happen after the new building (joint community centre and church) has been built to standards acceptable to LDF.

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This was changed in the consultation document to be clearer following feedback.

- There were some concerns around the difficulties in answer the questionnaires and that more testing could be done with varies groups as part of the next consultation. This *(and similar) responses will inform future consultation.*
- There were concerns over the timescales for consultation with the consultation closing on 12 September and the Full Business Case going to the Children's, Education, Libraries and Safeguarding Committee on 15 September. *The date of committee has now changed to 28 October. Consultation responses have been analysed throughout the consultation period and informed he detailed design.*

SECTION 4

**DETAILED FINDINGS –
WORKSHOPS**

EARLY YEARS REVIEW CONSULTATION

4.1 Methodology

Ten two-hour consultations were held between 15th July 2014 and 19th August 2014 in a number of Children's Centres across Barnet, as follows

4.1.1 Service User Consultations

The workshops with users of the services were targeted at families who regularly use services, with sessions targeted at those who receive family support or those with English as an additional language. Children's centre staff were involved in inviting families to ensure they felt comfortable attending the sessions.

Service User Consultations	
Children's Centre	Participants
Barnfield	9 (all female)
Bell Lane	9 (7 female, 2 male)
Coppetts Wood	5 (all female)
Parkfield	1 (female)
Wingfield	7 (all female)
Total	31 (29 female, 2 male)

The consultations with service users were centred around people's lived experience of Early Years services. During these discussions we explored:

- What support people value the most
- Where support takes place, and where people would like it to take place
- When support is most needed
- How people feel during the early years phase
- What needs people have during the Early Years phase
- What is good about the current early years service
- What is bad about the current early years service
- Service users' ideas for improving Early Years services

4.1.2 Staff and Volunteer Consultations

A set of workshops were arranged with children's centre staff and volunteers. Each children's centre (whether they were holding a workshop or not) had members of staff present, this was organised by the children's centre managers.

Staff and Volunteer Consultations	
Children's Centre	Participants
Barnfield	8 participants (all staff members)
Newstead	6 participants (5 staff members, 1 volunteer)
Parkfield	17 participants (13 staff members, 4 volunteers)
Stonegrove	6 participants

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	(all staff members)
Underhill	5 participants (all staff members)
Total	(37 staff members, 5 volunteers)

The consultations with staff members and volunteers were centred around the Early Years support they offer to parents and carers. During these discussions we explored:

- What support they provide
- Where this support takes place
- When support is provided
- How they feel when providing this support
- What they need to provide this support
- What is good about the current early years service
- What challenges they face
- Staff members' ideas for improving Early Years services

Outline slightly different to wider consultation – designed to engage in a way which related to people's lives etc.

Consultation design

An initial session was held with Barnet Council in July 2014 in order to develop research questions and a shared set of principles to drive the consultation process.

Consultations

Focussed discussions around people's experiences of accessing and delivering Early Years services. We gathered feedback from service users, staff members and volunteers on how things are currently, as well as facilitating idea generation around how Early Years services could evolve in the future.

Where possible we asked participants to self-document their comments, stories and ideas, adding these to post-it notes and creating posters to reflect their journeys. Where facilitators documented the outputs, participants' comments were recorded as direct quotes as much as possible in order to ensure that feedback was captured in their own words.

a. Summary

The following section outlines how the feedback from the workshops relates to the early years vision;

A more flexible model of support - "In the new model services could be more flexible to best meet the needs of local families – for example by varying opening hours, locations of sessions or the type of services provided by children's centres to meet demand."

- An early years service that supports people to pursue their aspirations as well as meeting their immediate needs

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- Children's centres that seek to build a deep intelligence of the needs, aspirations and preferences of local parent's families.
- Children's centres with the freedom to design new interventions based on this intelligence

More targeted support for children under five and their families - "Barnet will continue to deliver early years advice and information to all families with young children and there is a strong commitment to improving the universal health service. Yet, a key focus of the new early years model will be to better target resources at families who need the most support as early as we can, helping them deal with issues and support their child to grow and develop."

- An early years service that recognises the importance of a universal service
- Children's centres that are given the freedom to set their own targets, but don't feel constrained by them

A more collaborative model - "In the new model we aim to work closer with all partners including health visitors, community midwives and childcare settings to better support families."

- An early years services that is valued and respected by others in the system (in particular social care)
- An early years service that sits at the heart of the broader system of family support
- A system of family support that is complementary rather repetitive
- Children's centres that are limited in their administrative burden and can deploy resources towards supporting families
- An early years service that works effectively together to create smooth transitions between different settings and shares their knowledge to provide holistic support to the family.

A family based approach - "While all early years services will take a family-based approach, this is even more significant where there are identified needs for more intensive support. Early years and adults services need to work together closely with families where a parent has high risk needs to ensure the child's well-being and development is considered."

- Children's centres that welcome, and provide support for, whole families
- Children's centres that break down intergenerational boundaries
- Children's centres can offer support and development opportunities to families that aren't in vulnerable situations

Increasing the involvement of parents and communities in children's centres - "We will design a model that means parents and local communities can be more involved in children's centres. We will encourage more people to volunteer – supporting better services and giving local people the chance to develop their skills. Increased engagement with our local communities will also improve the reach of early years services, ensuring more people access support when needed."

- Children's centres that respect and draw upon the skills, knowledge and experience of their parents and communities
- Children's centres that provide parents with real and meaningful opportunities for ownership and decision making

Feedback from participants

Initially some participants were sceptical about the consultation process, and some expressed doubt that they could really have a meaningful input into the development of the Early Years model:

"There is no feeling of being in this together [Children's Centre and Barnet Council]."

"[The consultation process is] hypocritical and a contradiction. The aim is to protect vulnerable people, but at the end of the report it says that savings will be made from funding for services for vulnerable people."

Some participants were also confused about the consultation process - some thought that they were there to be informed about the new model, rather than give their input, and others expressed confusion about how the model would affect them:

"The consultation is making us feel anxious and unsettled. We don't know what this means [for our jobs/future]."

"[There is a] general feeling of not knowing what is happening."

"I don't understand what they are making decisions about."

However, as the consultations got underway, participants gave an overwhelmingly positive response to the methodology used, and there was a sense of great value in simply having a forum to express their concerns and feel like someone is listening:

"No-one has ever asked us [what we think] before."

"Barnet should do more consultations like this with staff."

"It's really good to see all our comments and ideas laid out."

Moreover, the importance of long term, meaningful engagement came through in participants' feedback:

"We had a team consultation but we don't know what happened after that. There was no feedback on how it affected the process."

"We have put our blood, sweat and tears into this and the idea that people sat in offices could tear up what we have done is terrifying."

b. Responses

The next section includes the feedback provided by families, staff and volunteers and has been broken down into the following sections;

- A. What People Value
- B. What works
- C. System insight

D. Looking Forward

I. What People Value

	Parental development	Parenting	Child development and wellbeing
Insight	Parents value the opportunities provided by children's centres to support their own learning and development	Parents value the support they are given to develop as parents	Parents value the development opportunities provided for their children by children's centres
Evidence	<p>'I'm doing courses so Lily can be proud of me'.</p> <p><i>A group of recent immigrant mothers at a 'conversation cafe' were desperate to learn English and really valued the support they were being given by the children's centre to do so. The more support to learn English the better!</i></p> <p><i>One mum used to be a chef in Poland but when she moved to the UK she could only find work as a house cleaner. She wants to improve her English so that she can be a cook again. Another Mum used to be a social worker in Hungary but now she works part time shifts in a Hotel, three hours per evening. Both have aspirations to return to a job that makes the most of the skills they have.</i></p>	<p>'I've done all the things that men do. I manage people, I've stood up to people, but with kids... I know nothing'.</p> <p>'The child first aid was so helpful. One time my daughter was choking and my mum had to help her while I stood there panicking. I would know what to do now'.</p> <p><i>One Mum with an 18 month old son had her first child 15 years ago. With her first born she had the support of a close group of friends that were all pregnant. Now she hasn't got any friends with young children and needs somebody to talk to for advice. She feels like she has forgotten a lot of the things that she picked up with her first child and is also concerned that some techniques may be outdated.</i></p>	<p>'Things change so much. He says hello to other children now and has learned how to share toys'.</p> <p>'It's a learning journey for my child'.</p> <p><i>One mother described how the staff at the children's centre had helped to settle her child into the new routine of the centre. She described the insects on the fence along the entrance that help him recognise where he is going and when he arrives he knows where to store his coat. They help create routines for him by having times for snacks, and at the end of the session there is tidy up time and the goodbye song. She would have once described her son as clingy, but now, as soon as they get to the gate he knows where he is and can't wait to see his friends.</i></p>

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Opportunity	<ul style="list-style-type: none"> ● Parents with English as a second language value English language supports above all as it enables access to further support and better life opportunities. ● Confidence building classes have proved extremely valuable. ● Getting back to work is really important but not as simple as amending a CV. ● Parents appreciate crèches to give them space and time to develop their skills and focus on their own needs. 	<ul style="list-style-type: none"> ● Children’s centres help set expectations for parents. ● They also provide opportunities for parents to build skills and competencies related to parenting. ● Personalised learning journeys in the form of a customised book provide a practical guide for parents, allowing them to track their child’s progress and think about what comes next. ● Parents can speak to other parents for advice, particularly helpful when they are isolated. ● Parenting courses give practical advice and boost confidence. 	<ul style="list-style-type: none"> ● Children’s centres provide children with development opportunities that they otherwise would not be able to access. ● For example, parents really value the opportunities presented to socialise with other children (particularly when children are encouraged to eat together). ● Having feedback about child’s development gives parents tips on things to practice at home. This builds continuity between the two settings. ● Parents value the reassurance they get about the development of their child. ● Parents feel that specialist support is out of reach because of costs and waiting times. This leaves some feeling like they have to make do with the support the children centre can offer.
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Recommendations	<ul style="list-style-type: none"> • Children’s centres should help parents develop their own aspirations, as well as plans for how they might achieve them. • Children’s centres should support parents from abroad to translate their skills and qualifications into the UK context. • Children’s centres should help link parents together around their professional aspirations. 	<ul style="list-style-type: none"> • Practical planning and expectation setting with parents, which includes other agencies and services where needed, might help parents take ownership of their child’s journey. • Children’s centres and other agencies should develop a planning tool that helps parents get to grips with their child’s development journey (and identifies opportunities and challenges), as well as a process for using the tool with parents. 	<ul style="list-style-type: none"> • Children’s centres should provide more specific developmental interventions in stay and play sessions • Children’s centres and other agencies should develop a planning tool that helps parents get to grips with their child’s development journey (and identifies opportunities and challenges), as well as a process for using the tool with parents.
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	Emotional support	Friendships and social networks	Universality
Insight	Parents value the emotional support and guidance they receive from children’s centre staff	Parents value the opportunities provided by children’s centres to meet other parents and make friends	Parents value the accessibility of children’s centres and the lack of judgement this implies

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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Evidence</p>	<p>'I was more emotional than most after she was born, and they picked up on that.'</p> <p>"If they weren't here I don't know who else I would have spoken to. They're more like friends".</p> <p><i>One mother described how the centre helped her after she was diagnosed with postnatal depression. She credits them for stopping the whole family from sinking with her. She also notes how they continued to help her even when she relapsed and that they continued to check in on her progress when she had recovered.</i></p>	<p>'I didn't have any friends in this country, it was just me and my son'. 'You realise you're not the only one going through these things'.</p> <p><i>Jane was going through an extremely tough time when her relationship with her partner broke down. The centre gave her a space to get away from the stress and a way to meet other mums. Through a confidence building class she realised that her trust in people and relationships had been damaged. The course gave her the opportunity to speak to other mums that had been through similar things and she didn't feel quite so alone.</i></p>	<p>'They encourage and nurture. There is advice on all levels. Not just for children or for me, but all of my family.'</p> <p>'Many parents see the children centre's as a safe haven, you notice that they come to the sessions early and stay behind late'.</p> <p><i>A mother suffering from post natal depression had been trying to avoid all contact with support services because she was scared that she was going to lose her child. She liked that the children's centre wasn't connected to social services, and helped broker contact with them when she felt ready.</i></p>
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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Opportunity</p>	<ul style="list-style-type: none"> • The emotional wellbeing of parents and families is often under serious strain. • Children’s centres are providing a great deal of formal and informal mental health and wellbeing support. • Children’s centre staff are highly skilled when it comes to dealing with parents on an emotional level. They are adept at recognising the early signs of mental health conditions. • This often prevents escalation and crisis, but is not formally recognised as being part of a children’s centres remit. 	<ul style="list-style-type: none"> • Children’s centres are ideally placed to support parents to connect with other parents, and build friendships. • This is particularly important for parents from other countries who have little or no family or friends that live close by. • But it is also important for socially isolated families who tend to be at greater risk of crisis • When friendships do develop at children’s centres, it tends to be incidental rather than intentional. 	<ul style="list-style-type: none"> • Parents often feel more comfortable accessing children’s centres than they do more formal social care, which they often see as punitive. Many families self-refer as a result. • Non-judgemental support from trusted individuals is incredibly valuable to parents • Parents like that children’s centre buildings are a “one stop shop” for all of their needs. It is helpful to have lots of things in one place so they don’t have to go from place to place with their children in tow. • Staff know how to explain systems and entitlements in a language that is relevant to parents.
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Recommendation</p>	<ul style="list-style-type: none"> • Children’s centre staff should be given supervision opportunities with mental health professionals to allow them to work through issues and develop their practice. 	<ul style="list-style-type: none"> • Children’s centres should provide specific opportunities for parents to connect with each other, around their interests or their issues. 	<ul style="list-style-type: none"> • The council should create other “safe places” in the community from which people can get support and guidance. • Children’s centres should be encouraged and incentivised to keep providing universal services.

II. What works

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	Building trusted relationships	Early intervention	Outreach and local intelligence
Insight	The strength and consistency of relationships between children's centre staff and parents is the most effective agent of change	The earlier parents can be encouraged to engage with children's centres, the more effective they will be.	Outreach is most effective when directed by local intelligence
Evidence	<p>'Staff at the children centre are the only professionals who are consistent. All the others make false promises'.</p> <p>'When a staff member went on holiday for a month I went completely downhill'.</p> <p>'It's like my second home'.</p> <p>'Once families get to know you there is a constant stream of people to your door asking for help'.</p> <p>'8 weeks building up a relationship, and you're just about getting somewhere, then "see you later" '.</p>	<p>'I was more emotional than most after she was born, and they picked up on that.'</p> <p>'We're the prevention rather than the cure'.</p> <p><i>One parent lived next door to the children's centre but didn't know what it was about. Although she knew that her daughter's behaviour was starting to get unmanageable, she didn't think they would be able to help. Social services became involved when her older son was often late to school and was tired and distracted in lessons. The tantrums were disrupting the whole family's routine, and the involvement of social services further increased the tension. The centre has now helped her access parenting classes and speech and language support, as well as CAMHS for her daughter. She wishes she had used the centre much sooner.</i></p>	<p>'The children centre is meant to be a non-judgemental environment, and targets don't seem to correspond to that. We are seeking out certain types of people and think others aren't so in need'.</p> <p>'We need to target the most vulnerable, but we should have some say in defining what vulnerability means. We are all experts in our own little area'.</p> <p><i>One mother credits the outreach work of a family support worker as having saved her life. She was too anxious to leave her house and didn't understand that she was suffering from severe postnatal depression. The outreach worker visited her at her house until the time came when she felt confident enough to go with her to the centre. If it hadn't been for the outreach worker she would never have made it.</i></p>

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Opportunity	<ul style="list-style-type: none"> ● The fact that children’s centres staff are ‘placed based’ (located in one children’s centre) means families experience a great deal of consistency in the relationships they develop. ● This consistency, combined with the fact that children’s centres often get to know families over a long period of time (5 years or more), allows for the development of highly trusting relationships. ● As a result families often turn to children’s centres in times of crisis, not just in relation to their younger children, but in relation to the whole family. ● Family support workers based in children’s centres in particular are often trusted more than representatives from other agencies (including social work). 	<ul style="list-style-type: none"> ● Early intervention does not just mean reaching families early in the life of their child, it means recognising patterns and behaviours that might become damaging in the long run. ● The exposure children’s centre staff have to families over an extended period of time means they are uniquely placed to identify such behaviours, and their skill and experience means they often do. ● The behaviours they observe tend to have implications for the wellbeing of whole families rather than just parents or children. As a result children’s centre workers provide a critical source of early intelligence, and a potential route to early intervention, in broader family related issues. ● New birth data and telephone calls aren’t as successful as outreach visits because many parents don’t answer the phone and confuse the children’s centre with social services. ● Midwife and health visitor appointments in the children’s centre are a good way of introducing new parents to the space. 	<ul style="list-style-type: none"> ● Staff want to have their expertise in their local area valued, allowing them space to shape their own targets based on their own local intelligence. ● This intelligence is often built by having regular conversations with local people (from shopkeepers to religious and community leaders). ● Staff recognise the value of targets but want the value added to parents lives measured in some way too. ● Children’s centres want to be able to adapt their targets if an area changes (particularly true for regeneration areas). ● Staff feel that targets put immense pressure on them and can lead them to make decisions they wouldn’t normally take.
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Recommendations	<ul style="list-style-type: none"> • Children’s centre staff should play a more central role in the system of support that sits around families. • Children’s centres should be encouraged and incentivised to work with whole families in order to make the most of the trust they have worked so hard to gain. 	<ul style="list-style-type: none"> • The more families that children’s centres are able to reach, the more they will be able to spot, and the more the whole system will benefit. • One centre uses a new birth celebration as way to encourage more parents to come along to the centre. • All children’s centre should have facilities for midwifery and health visitors. • Children’s centres should use local networks of parent volunteers to increase early access to the most vulnerable families. 	<ul style="list-style-type: none"> • Children’s centre staff should play a more proactive role in defining their own targets, based on their knowledge and understanding of the local area. • At the same time, parents should play a much more proactive role in outreach (as ambassadors or champions) thus breaking down some of the cultural barriers that prevent people from attending. • Children’s centres staff should develop systems for gathering local intelligence from non-formal sources, so they are sure they are reaching the right people.
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	Start with the person	Staff are your greatest asset	Information and communication
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Insight	<p>Children’s centres should design interventions that reflect the real needs and preferences of parents and families</p>	<p>Children’s centre staff are highly skilled and deliver a wide range of complex interventions. This expertise and experience is highly valued by parents</p>	<p>There is a great deal of inconsistency in the extent to which Children’s Centres successfully communicate their presence and purpose to local families</p>
Evidence	<p>‘As a Dad I’m a duck out of water here’. ‘The staff at the other nurseries didn’t pick up that I needed more support as a single Dad. I wanted some advice about how to communicate with children because I didn’t know what to say or how to say it’.</p> <p><i>One mum said that the family support worker asked her what things were causing her problems, how she was feeling and how she wanted things to be different. They then went on to design the support that she would need around getting her back to feeling the way she wanted to feel.</i></p>	<p>‘This place wouldn’t be what it is without the staff’. ‘It’s the staff that make it, it’s not just about the activities’. ‘To care so much and put all the work in and not even get a thank you (from the council)... it’s soul destroying’ <i>At one children’s centre in a particularly Jewish area, Kosher cups and snacks were made available even though they weren’t requested. Although the space is small staff are inventive with the toys and spaces to create imaginative and engaging things for children to do.</i></p>	<p>‘The children’s centre... It’s not what people think’. ‘I lived next door and I had no idea what was going on in the children’s centre’.</p>

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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Opportunity</p>	<ul style="list-style-type: none"> ● Parents with school aged children prefer session times that happen outside of school drop off hours (late morning/early afternoon) ● Dads want relevant sessions for them, for example that include physical activity ● Parents want opportunities for older children to join sessions at holiday times ● Parents value the physical spaces of children centres, which are familiar and provide routine. ● Weekend and evening sessions have mixed success. Many see this time as designated family time and not time for the children's centre. ● Children's centres do their best to work with the resources they have got to tailor their services to meet the differing needs of parents ● Children's centres that adapt their programmes to the needs of parents are proactive, creative and agile. The capacity and propensity to do this varies across children's centres. 	<ul style="list-style-type: none"> ● The development of trusted relationships and the provision of emotional support are contingent on staff with high levels of empathy and emotional intelligence. ● The provision of tailored support often with limited resources requires high levels of creativity and ingenuity. ● The design and facilitation of development opportunities for both parents and children requires a high level of technical skill. ● At the moment, staff often feel like they receive very little support in the delivery of their duties, which can often be emotionally and physically draining. ● Staff feel they have to sacrifice training opportunities because agency workers are ill-equipped to deliver the standard of care parents and children are accustomed to. 	<ul style="list-style-type: none"> ● Parents often don't know what is on offer at children's centres, and don't know where to look for information. ● Many parents, particularly those from other countries, don't understand what they are entitled to or what is available. ● This is partly because signposting systems vary in quality, and are dependent on the knowledge or good will of individual professionals to make them work well. ● It is also partly because children's centres can struggle to create communications that translate the language of professional services into one that parents from all backgrounds can understand, or materials that can travel. ● Parents trust word of mouth, but many are keen to try out services if they notice that they are there. Visibility of centres is fundamental.
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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Recommendations</p>	<ul style="list-style-type: none"> • Children’s centres should be encouraged to capture and codify the deep understanding of their families’ needs they have managed to build over time. • Registration forms should be supplemented by more holistic intelligence gathering processes (case study development for example, which has previously proved popular). • They should use this intelligence to encourage staff to exercise their creativity and imagination in designing interventions that meet the real needs of families. • Children’s centres should be much more systematic about gathering parent feedback. 	<ul style="list-style-type: none"> • The council should create communities of practice around children’s centres in Barnet that combine the sharing of best practice and professional development opportunities with emotional support in a regular, designated time. • Staff should be given greater recognition from the council. 	<ul style="list-style-type: none"> • Children’s centres should become better at using communication channels that people are familiar with. For example one children’s centre sends out text messages to parents to remind them of what is on offer and what they have signed up to. • Children’s centres should also find ways to encourage parents to act as champions, helping communicate what is on offer to their friends and neighbours.
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VI. System Insights

	Relationship with agencies	Vision for Children's Centres	Admin
Insight	Children's centres support families best when there is a close network of responsive agencies to refer them to	Children's centre staff need a clear vision of the role they are to play in the support of families and this needs to be communicated to the other agencies working to support families	Staff feel a great deal of pressure to maintain rigorous records, collect data and report to targets
Evidence	<p>'You feel helpless when you have to rely on other services and they aren't responding'.</p> <p>'It feels like there is something waiting to happen. If we can't sign post or refer it will get missed'.</p> <p>'It's a one way street with the school. You're giving things to them but they're not giving anything back'.</p>	<p>'They don't recognise the sophistication of the services that we provide. It's more than just play'.</p> <p>'The schools sometimes look at us like we are aliens'.</p>	<p>'Huge bureaucracy around operating under the Local Authority. 6 weeks without loo roll is ridiculous.'</p> <p>'It would be amazing to have protected admin time. We could spend some time spotting trends and mapping data'.</p> <p>'The Local Authority slows us down. We're trying to be reactive'.</p>

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Opportunity

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| <ul style="list-style-type: none"> ● Integrated support is important for families. Some safeguarding and housing issues are beyond the influence of children centre staff, so it is critical that they are in easy reach of the right people. ● Successful transition meetings from early years through to school happen when school, support work and new transition worker are all present in the meeting and insights can be shared face to face. ● Children centre staffing structures are horizontal compared to hierarchical structures of other council services. This means that children centre staff share insights about families and work together in a way that others don't ● Relationships between services are mixed. There are some strong relationships, but these mostly exist on a personal level, dependent on the inclination of the individual. | <ul style="list-style-type: none"> ● Staff are concerned that many agencies don't know what children centres do. At best this means confusion about their remit, at worse their contribution to families' lives is completely undervalued by other agencies. ● Staff wonder whether this is partly because it is extremely difficult for anyone to keep up with the amount of change that children's centres have experienced in recent years. ● The remit and scope of what is offered has changed, but the perception of other agencies and the available resources haven't caught up. ● For example staff feel that they are handling cases that previously would have been in the remit of social services. They want to support these families, but think that the role they play isn't recognised, encouraged or incentivised. ● Children's centre's act like a sponge, absorbing the support needs of many families when there are changes in provision elsewhere. Staff cite welfare reform, changes to ESOL courses and provision for special educational needs as areas where need is rising but support is diminishing. | <ul style="list-style-type: none"> ● The admin process feels inefficient, for example making two copies and updating two different records with the same information. ● Tracking families is a strain on staff time and can conflict with strong relationships built up over time. Cold calling about progress after a course or to check if they have weaned their child feels like an invasion of privacy and families often don't respond well to it. ● Staff felt that the recruitment process was more agile when they could manage it themselves. There is more admin involved and the posts now sit empty for longer periods of time and this causes disruptions for families. ● Staff have to log each contact made with families, even if they weren't successful. It gets in the way of doing more work with families directly. ● Staff feel that measuring the success of children's centres by attendance at sessions and consecutive visits is a blunt tool. It doesn't measure the quality of interactions or the impact on families. ● . |
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EARLY YEARS REVIEW CONSULTATION

Recommendations	<ul style="list-style-type: none"> • Staff from different agencies should be provided with regular opportunities to get to know each other and share best practice and professional development opportunities. • The council should seek to engage with the early years community as a whole rather than individual services. 	<ul style="list-style-type: none"> • Children’s centre staff should be involved in the strategic planning of early years provision in Barnet. • The council should work with the early years community to clearly define roles, responsibilities and expectations, and should communicate these clearly to everyone involved. • Children’s centres should be encouraged and supported at the earliest possible stage to manage the support needs of families when other local services change. 	<ul style="list-style-type: none"> • Children centres’ should have greater autonomy when it comes to managing parts of their procurement and recruitment. • Staff liked recording case studies to demonstrate the impact of their work alongside data. The council should value both qualitative as well as quantitative data.
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III. Looking Forward

How to develop the offer			
	Whole family support	Whole family learning	Spaces

EARLY YEARS REVIEW CONSULTATION

Insight	<p>Could children's centres receive more support and encouragement to work with whole families, rather than just young children and their parents?</p>	<p>Could children's centres see it as their role to provide learning opportunities for the whole family?</p>	<p>Space is often at a premium for children's centres, despite its importance to both children, parents and staff</p>
Evidence	<p>'Before the centres began it was the mothers who built their own little community... I think we need to create more of that community feel'. 'We want to achieve universal support so that everyone is in the same place' <i>One staff member who had worked in the area for a number of years was concerned about the lack of places for young people to go. Many of the youth centres had closed down and she felt that there was a cliff edge for many of those young people and their families who could still do with the community based support. 'It's after the children centre and then it disappears at school, the next time we might know about them is through probation or they are needing our help as a young parent at the children's centre'.</i></p>	<p>'Trips give you something to look forward to if you've got nothing planned and you're feeling a bit lost... even if it's just a museum.' 'I've been to the RAF museum so many times, he does like it but I can see he is getting a bit bored of it. I just don't know where else there is to go'.</p>	<p>'Want to have a garden, some fun space, not just somewhere you go if you have family problems. We want more rooms, more space more sessions!' 'Sometimes there is a queue out of the door, and they can't let everyone in as that wouldn't be safe. It's so disappointing for us both when we have to be turned away'. <i>One parent described how much the children centre was needed in the holidays. The nursery was only term time so they got to use those rooms too. The extra space meant that more people could come and the children had a bit more space to play in. She said it showed how much potential the centre had only if it was given room to expand.</i></p>

EARLY YEARS REVIEW CONSULTATION

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Opportunity</p>	<ul style="list-style-type: none"> ● Staff think children’s centres could work with teenagers, young people and youth services more broadly. ● Children’s centres recognise that they could do more to appeal to dads, not just by providing dad focused activities, but through making use of the skills and experiences that dads have to offer in sessions. ● Children’s centres could provide activities for older carers and older people, as well as opportunities for intergenerational play and learning. ● It would be helpful for parents to bring along older children to stay and play sessions - particularly in the holidays. 	<ul style="list-style-type: none"> ● Staff are aware that extended family often play integral roles in the upbringing of children. ● There can often be conflicts between the methods used between older and younger generations in raising children. ● Inviting families into the children centres to learn together and discuss different methods could build trust and consensus. ● Parents can feel that they exhaust the local play and learning opportunities and find it repetitive and un-stimulating going to the same places. They would appreciate being introduced to new learning and development opportunities. 	<ul style="list-style-type: none"> ● Children’s centres provide safe spaces for parents and children. ● Parents feel that there aren’t enough family friendly spaces in the community. Spaces such as parks are often seen as being ‘for’ others such as teenagers. ● Lots of parents talked about wanting access to more outdoor space so that children could run around. Most sessions are indoors. ● Lots of staff described wanting access to more space so that they could run more sessions.
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EARLY YEARS REVIEW CONSULTATION

Recommendations	<ul style="list-style-type: none"> Children’s centres should become community hubs, in which whole families receive support and guidance 	<ul style="list-style-type: none"> Children’s centres should be places that the whole family come to try new things, and have stimulating learning opportunities. This might include more opportunities to go on trips, to different, exciting places; to listen to interesting speakers; or to watch great movies. It might also include adult learning opportunities, led by experts or local learning institutions, or by parents themselves with particular skillsets. This might not require additional resource, but new forms of partnership with local people and institutions, as well as a new way of viewing the role of children’s centres. 	<ul style="list-style-type: none"> Children’s centres should find ways to exploit existing spaces in the community, both indoor and outdoor. The council could broker relationships between the children’s centre and local organisations with space to offer. The council should use existing provision, such as estate wardens to make unsafe spaces feel family friendly.
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	Potential role for parents	Meaningful engagement
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EARLY YEARS REVIEW CONSULTATION

Insight	<p>Parents have a wealth of skills and could share them to the benefit of themselves, other families and the broader children's centre community.</p>	<p>Parents could make a valuable contribution to setting strategic direction for children's centre and the wider system.</p>
Evidence	<p>'I was in a dark hole with mental health problems, my life now is like a dream since volunteering'. 'It's taking off some of the social pressures... when people ask me if I'm working I can say yes'. <i>One parent reflected how volunteering has given them a chance to become something other 'than a stressed out single mum'. She could have an identity that was part of something bigger than herself and her son and she felt proud because of it. The boost in her self-esteem means that she feels more able to face other challenging times.</i></p>	<p>'I raised an issue about safety at the parent forum, about how we would say our password in public and anybody could hear it. We discussed a solution to the problem and sorted it. It was a much better way to handle things'. <i>One children's centres described how difficult it was getting parents to attend parent's forums. Although there were some regulars, many people would come once and then wouldn't come back.</i></p>

EARLY YEARS REVIEW CONSULTATION

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Opportunity</p>	<ul style="list-style-type: none"> ● Parents provide a resource that is currently underexploited by children’s centres. ● Volunteering is of real benefit to parents. It can help them build confidence and skills. It is also of real value to children’s centres. Parents have a wealth of skills and experiences that children’s centres could make use of. ● Many parents find the thought of getting back to work daunting and volunteering could be a way to build transferrable skills and experiences. ● Many parents are more than willing to contribute but are nervous about doing so. They would feel more comfortable if the children’s centre asked to make use of their existing skills rather than having to learn new ones. ● Current volunteering opportunities are limited in scope (focusing primarily on supervising sessions). Children’s centres don’t start by asking what skills parents have and thinking about how they might deploy them. For example entry forms tend to focus on deficit based questions. ● Staff and parents want stability and the same high quality of care they are used to from children’s centre staff. 	<ul style="list-style-type: none"> ● It can be really difficult to engage with parents on a meaningful level. Some coffee mornings have been successful but some are poorly attended. ● Similarly parent forums have low attendance and many parents that come along also volunteer in the centre. ● Staff have acted on parents requests to try and get some outdoor gym equipment or some bikes for families to hire at the weekend but it was rejected by the council. If parents don’t see the impact of their contribution, it can feel disempowering. ● Parents have a lot of things to say about the sessions that they value. They know what works well. ● Where parent’s forums are successful they have made a significant contribution to the success of the children’s centre.
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EARLY YEARS REVIEW CONSULTATION

Recommendations	<ul style="list-style-type: none">● Children's centres should be much more proactive about investigating not just the needs of parents, but what skills and experiences they might contribute.● A first step might be designing an entry form that asks asset based questions.● They should also be much more creative in thinking about how these skills are deployed, designing programmes that might be run by parents based on their skills and experiences.● The council should offer formal accreditation to people who are involved in volunteering at children's centres.● These ideas should form the foundation of a radical new approach to community engagement and participation across children's centres.	<ul style="list-style-type: none">● As well as using the skills of parents in the provision of services, children's centres could be much better at involving parents in decision making and direction setting.● Existing parent's forums should be repurposed and given new responsibility, as part of a broader commitment to new forms of community engagement and participation
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Appendix C – Update on the recommendations of the Early Years Task and Finish Group

Children, Education, Libraries & Safeguarding Committee, 28 October 2014

- 1.1 A Task and Finish Group was commissioned to consider Children's Centres as the result of a decision by the Barnet Business Management Overview and Scrutiny Committee in early 2012. However, Members took the opportunity to expand the remit of their review to cover wider aspects of early years' provision, as well as Children's Centres. The remit of the Task and Finish Group was to formally feed in on the first phase of an internal review of early years' provision that was being conducted by the Children's Service, and provide non-executive Member input into the Council Policy on early years' provision in Barnet.
- 1.2 The Education Overview and Scrutiny Committee on 23 January 2014 noted the recommendations of the Task and Finish Group are as follows:
 - To focus on early years provision development in areas where demographic changes mean there are gaps in childcare provision. This is an issue in both the South and West of the borough, especially Colindale, Golders Green and West Hendon.
 - To re-focus resources to improve early years support in the most deprived areas of the Borough and for the most vulnerable families in the Borough.
 - To recommend the integration of health professionals into Children's Centres.
 - To develop a sustainable funding solution for nursery schools and that the Schools Forum be informed of the view of this Task and Finish Group.
- 1.3 The report was considered on 25 February 2014 where it was resolved that Cabinet support each of the recommendations which will inform the presentation of an Early Years Strategy to Cabinet. The recommendations informed the outline business case approved by Cabinet on 2 April 2014 and the Full Business Case being presented to the Children, Education, Libraries and Safeguarding Committee on 28 October 2014.

1.4 The Early Years Review Full Business Case deals more fully with all of these points. An update against each of these recommendations is contained in the following table:

Recommendation	Update
<p>To focus on early years provision development in areas where demographic changes mean there are gaps in childcare provision. This is an issue in both the South and West of the borough, especially Colindale, Golders Green and West Hendon.</p>	<p>The proposed capital programme includes provision to create additional early years places in the West of the borough.</p> <p>The Two Year Old Capital Program has run three rounds of applications to increase the number of places available to two year olds. This has generated up to 140 places for children in these wards.</p> <p>Potential childcare providers are also encouraged to set up new provision in these areas through registration advice in briefing sessions and 1:1 advice sessions.</p>
<p>To re-focus resources to improve early years support in the most deprived areas of the Borough and for the most vulnerable families in the Borough.</p>	<p>A detailed needs analysis has been undertaken as part of the early years review and the new children's centre resource allocation will be based on a formula which considers the number of children under 5 in each locality and the level of deprivation.</p> <p>In the new model, improved use of data and local knowledge will ensure a focus on the most deprived areas of the borough and a focus on those with the most need. However, the council will continue to offer universal services for all families as these services are important to engaging with families and identifying where there maybe need further support</p>

Recommendation	Update
<p>To recommend the integration of health professionals into Children's Centres.</p>	<p>A recommendation has been made as part of the full business case for the integration of health visitors into children's centres.</p> <p>There has been on-going dialogue between the Council, NHS England and the provider of Health Visitors Central London Community Healthcare Trust (CLCH). The Council has recently signed a Governance Framework (IFG) with NHS England, allowing the sharing of information and joint provider monitoring meetings CLCH in preparation for the commissioning responsibility for health visitors to transfer to the Council in October 2015.</p> <p>The new early years model has been designed flexibly to allow for further integration of health visiting.</p>
<p>To develop a sustainable funding solution for nursery schools and that the Schools Forum be informed of the view of this Task and Finish Group.</p>	<p>The schools forum noted the view of the task and finish group at the meeting on 9 October 2015. At this meeting the Schools Forum agreed extra subsidy for 2015/16 (at 50% of current rates) and an in principle decision for extra subsidy in 2016/17 (at 25% of current rates) to facilitate transition to a new sustainable model of delivery for nursery schools.</p> <p>The Children, Education, Libraries and Safeguarding Committee meeting on 28 October will receive a recommendation for the amalgamation of three Maintained Nursery schools (Hampden Way, St Margaret's and Brookhill) to form a new early years centre of excellence. This will provide a sustainable solution, with continued high quality early education and no reduction in the number of places offered. There will also be a recommendation to undertake further work to develop a sustainable solution for Moss Hall Nursery School.</p>

2. BACKGROUND PAPERS

- 2.1 Education Overview and Scrutiny Committee, 16 October 2014, Early Years' Review and Task and Finish Group Update
- 2.2 Education Overview and Scrutiny Committee, 23 January 2014, Early Years Provision Task and Finish Group – Final Report

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Equality Analysis (EqA) Questionnaire

Please refer to the guidance before completing this form.

1. Details of function, policy, procedure or service:	
Title of what is being assessed: Early Years Review Full Business Case	
Is it a new or revised function, policy, procedure or service? Service	
Department and Section: Family Services	
Date assessment completed: October 2014	
2. Names and roles of officers completing this assessment:	
Lead officer	James Mass, Lead Commissioner Family and Community Well-being
Stakeholder groups	Internal Family Services staff, service users and residents, schools, health visitors, community midwives, job centre plus, Barnet and Southgate College and a range of voluntary and community organisations have key relationships with children's centres across Barnet
Representative from internal stakeholders	James Mass – Lead Commissioner Family and Community Well-being
Representative from external stakeholders	
Delivery Unit Equalities Network rep	Elaine Tuck
Performance Management rep	
HR rep (for employment related issues)	
3. Full description of function, policy, procedure or service:	

Context

Following a thorough review that has included significant engagement with residents, front line staff and a range of other stakeholders, the full business case (FBC) builds on the recommendations made in the outline business case (OBC), detailing how the new early years model should be developed. At OBC stage an equalities impact assessment was completed and has been updated for the FBC. There have not been considerable changes as the recommendations made as part of the outline business case, and subsequently the public consultation.

Due to economic challenges facing the British government, councils have had their funding cut since 2010 and will continue to see a reduction in funding. For Barnet, this will mean a further £72 million reduction by 2020.

Moreover, the number of children aged between 0 – 4 in the borough is set to increase from 26,074 in 2013 to 27,637 in 2018, putting increasing pressure on services in areas of high growth and meaning more demand for early years services.

Why is it needed?

The early years of childhood development present the best early intervention opportunity across the public sector to improve outcomes for local residents and reduce the financial burden on the state.

To achieve our vision of supporting more vulnerable families at the earliest stage, whilst reducing the base budget by £700k, there is a requirement for whole system change. Salami slicing of the 'as is' service there would involve a significant reduction in front-line services and mean the benefits of service transformation would not be achieved.

The current early year's system in Barnet is the complex result of many years of incremental change. In reviewing this system it is apparent that whilst there are many strengths – including a dedicated and passionate work force – that success is often despite rather than because of the system.

In order to improve early year services and ensure they are cost effective a new model of early years services needs to be developed. The key focus of the review is to improve early intervention and support for the most vulnerable families.

What are the outcomes to be achieved? What are the aims and objectives?

The early years model proposed has been designed to achieve the following outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

To achieve these outcomes the new early years model will be based on the following strategic objectives;

- A more flexible model of support
- More targeted support for children under five and their families
- A more collaborative model
- A family based approach
- Increasing the involvement of parents and communities in children's centres
- Ensuring sufficient high quality early education in Barnet

Who is it aimed at? Who is likely to benefit?

The new model for early years is aimed at the estimated 26,757 (based on Greater London Assembly figures for 2014) children from 0-5 and their all families in Barnet. Projections developed by the Greater London Assembly (GLA) are based on the 2011 census have projected an increase in this number of children to 27,637 in 2018.

A key strategic aim of the new early years model is to improve the targeting of the most vulnerable families in the borough. Ensuring we focus resources on those who most require support will mean these groups of people are most likely to benefit from the new model.

How have needs based on age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, marriage and civil partnership and carers been taken account of?

The overall focus of the early years' service will continue to focus on need. The objective of the new early year's model is to improve identification and support of vulnerable families with more resource targeted on those who really need support. Having a targeted approach based on the need of each family rather than specific characteristics should therefore not discriminate against who is deemed to require extra support through early year's services.

To understand the above needs of children, parents and families in Barnet, detailed data has been collected and analysed. This task has been undertaken to ensure the council fully understands the users of children's centres across the borough.

A range of data sources has been used, including

- GLA population projections
- 2011 Census – this data has been used for the purposes of this EIA
- 2013 Barnet Childcare Sufficiency Assessment (CSA)
- 2012 Hemsalls report - LBB commissioned Hemsall's research organisation to undertake an evaluation of children's centres
- A range of data sets from children's centres, social care and family focus.

The consultation report outlines where respondents with different characteristics have given significantly different feedback to the general response.

Combined, this data has helped identify if particular groups are not engaging with or accessing services and need targeting – feeding into business as usual work in family services. Section 4 below will discuss how each of the equality strands is likely affected by the new commission.

The early years model outlined in the FBC is not prescriptive in regard to the support, advice

and information offered from each of our children's centres. This level of detail will be developed through implementation and involve consideration of local need and how to ensure services offered meet these needs.

Identify the ways people can find out about and benefit from the proposals.

The OBC outlined the benefits of the changes, which were then publically consulted on through the early years review. There was broad agreement in regard to the aims and vision of the new early years model as well as the majority of the proposed changes.

Public engagement and consultation will continue throughout the implementation and more detailed design following Children's, Education, Libraries and Safeguarding Committee decision on 28 October 2014. This will allow parents the chance to understand the changes in more detail and help shape the new early years model.

Consider any processes they need to go through or criteria that we apply to determine eligibility.

Whilst there is a recommendation to focus on targeted work, universal access will continue for some sessions as they are important to help identify potentially vulnerable families.

It was made clear through the consultation that although there was broad agreement with a more targeted model, services should not be only for those from a deprived background and anyone who identifies a need should be supported. This is currently, and will continue to be, the early years approach, focusing on supporting families where there is a need, regardless of their background or characteristics.

Eligibility for targeted services is determined through a range of means; including self-referral, referral from health (including GP's, Health Visitor's, Community Midwives) or referrals from local authority services such as through the Common Assessment Framework process or Intense Family Focus team.

Note: In the document below, the consultation referred to as the 'early years questionnaire' was the questionnaire targeted at families who use or have children of the right age to use services, whilst the 'citizen's panel questionnaire' was aimed at a broad cross section of the demographics in Barnet.

4. How are the equality strands affected?			
Equality Strand	Affected?	Explain how affected	What action has been taken already to mitigate this? What action do you plan to take to mitigate this?
1. Age	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	In 2014 there is an estimated 26,757 children under the age of five in Barnet. The service provides services to children between the age of 0-5, their parents and pregnant women. It is envisaged that the new early year's model will not	The new early years model will ensure there is flexibility in the service to meet changing demand and offer support to parents of all ages.

		<p>change the scope of the early year's services from children between 0-5 and their families. Whilst services may be offered from a different locality, the extent of services is not expected to change.</p> <p>The early years review targeted questionnaire had a higher percentage of responses between 25 and 44 (67%) whilst the citizen's panel questionnaire covered all ages in Barnet so all views have been considered.</p>	
2. Disability	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The early years review targeted questionnaire had 10 respondents (3.5%) with a disability, lower than the citizen's panel questionnaire response of 76 (12.5%) which reflects the demographic breakdown of the borough. It is still projected that there will be no negative impact on children and families and this will be kept under review during implementation.</p>	<p>Implementation of the new early years model will ensure accessibility of services for people with disabilities.</p> <p>The new early years model will include key links to the Inclusion and Skills.</p>
3. Gender reassignment	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The council has collected no information on gender re-assignment in regard to this project as there is expected to be no impact.</p>	<p>If there are any issues raised as part of implementation, or on-going service delivery this will be included in our needs analysis.</p>
4. Pregnancy and maternity	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>In the 2013 CSA 7% of the respondents – across Barnet – stated that they were, or had a partner who was, currently expecting a baby. As part of the early years targeted questionnaire 13% of respondents were on maternity leave (35) and 3% (9) pregnant.</p> <p>As with age, the scope of early year's services will not change as part of the new early years model, although the location of some services may change. A key objective of the early years review is to improve identification of risk factors through maternity,</p>	<p>Ensure integration benefits both ante-natal and post natal care through improved links between professionals and ensuring clear clinical support and management.</p>

		therefore it is anticipated that the changes will have a positive impact.	
5. Race / Ethnicity	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>In 2011 out of the 26,264 children in Barnet, there were;</p> <ul style="list-style-type: none"> • White – 11,972 • BAME – 14, 292 <p>The response rate as part of the early years review questionnaire was 13% Asian, 6% Black, 4% Mixed Race, 56% White with 19% preferring not to say. The Citizen’s panel survey respondents were broken down as 76% white, 13% Asian, 5% black and 2% mixed race. Demonstrating that responses were reflective of the racial and ethnic diversity in the borough.</p> <p>There is no identified differential impact based on race/ethnicity as services will continue to deliver to all ethnicities and support will targeted to those are in most need of support.</p> <p>A key part of the needs analysis included number of BAME and EAL pupils and as part of the implementation of the new model monitoring of race/ethnicity will continue and if any groups are identified as under accessing support will targeted as necessary.</p> <p>As part of the needs analysis the number of Black, Asian, Minority Ethnic (BAME) in Nursery and reception classes was analysed. In regard to the centres with a significant reduction in opening hours the number of BAME children was lower than average for St Margaret’s (184) and Stonegrove children’s centres (235) and higher than average</p>	<p>The detail of the new early year’s model will be informed by local data and knowledge to ensure services meet the needs of people with different racial / ethnic backgrounds.</p> <p>Improved recording of data on families will help inform service development.</p> <p>Improved recording of data on families will help inform service development and targeting of groups who are not accessing services.</p>

		<p>for Hampden Way children's centre reach area (404). The average per reach area was 353.</p> <p>The number of children with English as an additional language (EAL) was also part of the needs analysis undertaken as part of the review. In regard to the centres with a significant reduction in opening hours the number of children with EAL was lower than average for St Margaret's (156) and Stonegrove children's centre (124) but slightly higher than average in Hampden Way's children centre reach area (275).). The average per reach area was 252.</p>	
6. Religion or belief	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	<p>The early years review consultation had a response rate of 40% Christian, 10% no religion, 8% Muslim, 7% Jewish, 5% other and 16% preferred not to say.</p> <p>There is no identified differential impact based on religion or belief as services will continue to deliver to all religion and beliefs and support will targeted to those are in most need of support.</p>	<p>The implementation of the new early years model will be informed by local data and knowledge to ensure support those with needs regardless of religious beliefs.</p> <p>Improved recording of data on families will help inform service development and targeting of groups who are not accessing services.</p>
7. Gender / sex	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>In 2011 out of the 26,264 under-fives, there were;</p> <ul style="list-style-type: none"> • Males – 13,423 • Females – 12,841 <p>However, in terms of the gender/sex of parents accessing services fathers have been identified as group of people who are under accessing and not represented.</p> <p>This was clear in the responses rate of the early years questionnaire, where only 8% of</p>	<p>Service delivery will continue to target fathers who are less likely to attend services by offering specialist services such as dads groups.</p>

		respondents (22) were male.	
8. Sexual orientation	Yes <input type="checkbox"/> / No <input checked="" type="checkbox"/>	The council has collected no information on gender re-assignment in regard to this project as there is expected to be no impact.	N/A
9. Marital Status	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>The needs analysis has considered the number of children under 5 in a lone parent household. The incidence of lone parent households with dependent children in 2011 in Barnet was 11,763.</p> <p>The needs analysis included lone parents with children under 5 and children in out-of-work benefit households (lone parents).</p> <p>In regard to the centres with a significant reduction in opening hours the sum of Children in out-of-work benefit households (Lone Parents) is below average for the St Margaret's (480) and Stonegrove (440), but higher in Hampden Way reach area (605). The average for each reach are was 515.</p>	<p>When implementing the changes the needs analysis will be received, ensuring where there is a need for support for lone parents there are available services at a suitable location.</p> <p>A key outcome the review aims to improve is to reduce the number of adults with young children who want to return to work but are unable too.</p>
10. Unemployed parents	Yes <input checked="" type="checkbox"/> / No <input type="checkbox"/>	<p>Other groups which could be impacted on through the changes are unemployed parents.</p> <p>The needs analysis undertaken considered the level of JSA claimants in the local area. Although this information does not consider whether they have children under 5 or not, it has been used as an indicator of need in the local area.</p> <p>In regard to the centres with a significant reduction in opening hours the claimant rate for 16-64 year olds is lower than average in regard to St Margaret's (345) and Stonegrove (244), but slightly higher than Hampden</p>	<p>A key outcome the review aims to improve is to reduce the number of adults with young children who want to return to work but are unable too, therefore the changes should have a positive impact on this group. Getting parents back to work is a key requirement of the children's centre offer.</p> <p>The needs analysis undertaken will be used in conjunction with local knowledge to ensure effective</p>

		Way reach area (294). The average for each reach area is 358.	support for unemployed parents at a suitable location.
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5. What will be the impact of delivery of any proposals on satisfaction ratings amongst different groups of residents?

Overall, the new early years model is expected to have a positive impact on satisfaction rates among residents through improved early intervention and improved service delivery and efficiency.

The early years review questionnaire response showed that;

- 95% of respondents value the advice and information offered in children’s centres, 85% child health support, 78% community midwife support and 76% one-to-one support.

In terms of current satisfaction ratings;

- Only one in ten parents surveyed through the recent childcare market research were unsatisfied with childcare provision in Barnet.

The Hemsalls report which surveyed 367 past and present service users found;

- 82 per cent of respondents said they had experienced positive outcomes from using Children’s Centre’s
- 49 per cent thought that parenting advice and support had a positive impact at children’s centres

There is a potential that a continued increase in targeted support, with a focus on those with the most need, may reduce the amount of universal services which have been on offer at Children’s Centres. This is likely to be minimal, as universal services are key to identifying need and supporting parents.

Overall the new early years model should increase satisfaction ratings by delivering a more joined up service with improved early intervention and service delivery and efficiency.

6. How does the proposal enhance Barnet’s reputation as a good place to work and live?

Due to reductions in the budget, the council is faced with making difficult decisions in terms of making savings and how to target resources efficiently to best meet the needs of Barnet residents.

The proposals will enhance Barnet’s reputation as a good place to work by creating an improved early year’s model in which staff will have a clearer direction and more flexibility in their work with the ability to focus on supporting those with the most need. Workforce analysis as part of the health visitor and school nurses review and on-going staff engagement will help ensure that staff concerns are taken into account.

A priority outcome for the early years review as a whole is to reduce the number of adults with young children who want to return to work but are unable to. This should improve the borough as a good place to work and live by removing barriers to employment for families.

The proposals will enhance Barnet’s reputation as a good place to live by continuing to support

young children and families to improve life chances for children in Barnet. This will be achieved through improved family support and ensuring underachieving childcare settings get the support they need, meaning all children receive a high quality early education.

7. How will members of Barnet's diverse communities feel more confident about the council and the manner in which it conducts its business?

Clear communication, consultation and engagement has taken place and will continue to take place through the implementation of the early years review to help ensure the views of Barnet's diverse communities are taken into account. As outlined above the early years consultation effectively engaged with a wide range of residents in the borough, ensuring all communities had a view.

As part of the decision making process councillors will fully consider and give due regard to responses to consultation, and to this Equalities Impact Assessment, as part of a clear and transparent decision-making process to try and ensure that all citizens feel confident about the manner in which the council is conducting its business.

A key strategic aim of the new early years model is to improve the targeting of the most vulnerable families in the borough and several of the recommendations detailed above in section 6 will increase support and the flexibility of this support provided to the most vulnerable families in the borough. This will include considering Barnet's diverse community's needs, ensuring early years services support people who need the support most across a range of communities.

8. What measures and methods have been designed to monitor the application of the policy or service, the achievement of intended outcomes and the identification of any unintended or adverse impact?

The full business case sets out some clear high level outcomes and measures for the new early years model. These are based on achieving the following high level outcomes;

- Identification of and support for the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Sufficiency of high quality childcare places for children in Barnet.
- Reduce the number of adults with young children who want to return to work but are unable to.

9. How will the new proposals enable the council to promote good relations between different communities?

Through implementation and on-going service delivery there will be continued engagement to understand relationships between different communities and ensure through the service offered they are supported effectively.

A wide range of people attend Children's Centres and the new early years commission will not change the diversity of communities accessing early years services.

A key strategic aim of the new early years model is to improve the targeting of the most vulnerable families in the borough. This approach is to ensure we focus resources on those who most require support.

10. How have residents with different needs been consulted on the anticipated impact of

this proposal? How have any comments influenced the final proposal?

As outlined in specific sections above the early years review targeted residents from a range of backgrounds. A range of methods to ensure residents with different needs could feed into the review. This included;

- Providing each children's centre with a set of consultation documents and questionnaires.
- Arranging a set of 10 drop-in sessions across different children's centres or local venues to support families to complete the questionnaire, answer further questions or take verbal feedback if this was the preferred method of communication.
- The early years review questionnaire was made available on Engage Barnet
- The Innovation Unit were commissioned to undertake a range of workshops, 5 with targeted families who regularly used children's centres

The demographics of respondents to both the early years review questionnaire and the citizen's panel questionnaire was wide, including people with different backgrounds and characteristics. The workshops were aimed at targeted families to ensure the people who rely on the services the most could feed into the review in a way they felt comfortable with.

As part of the CSA and Hemsalls report a variety of telephone and online surveys, interviews and focus groups were conducted with a wide range of parents and children with different needs as well as children's centres and child-minders. Their feedback and the findings from both of these pieces of research have influenced and formed a crucial and central part of the early years review outline business case and accompanying recommendations.

Overall Assessment

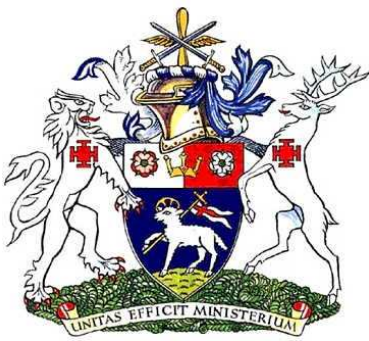
11. Overall impact		
Positive Impact <input checked="" type="checkbox"/>	Negative Impact or Impact Not Known ¹ <input type="checkbox"/>	No Impact <input type="checkbox"/>
12. Scale of Impact		
Positive impact: Minimal <input checked="" type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or Impact Not Known Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	

13. Outcome			
No change to decision <input checked="" type="checkbox"/>	Adjustment needed to decision <input type="checkbox"/>	Continue with decision <i>(despite adverse impact / missed opportunity)</i> <input type="checkbox"/>	If significant negative impact - Stop / rethink <input type="checkbox"/>

14. Please give full explanation for how the overall assessment and outcome was decided
<p>It is proposed that the changes will have a positive impact on younger children, adults with young children, pregnant women and lone parents. This is because the proposal is to have a more strategic approach to children's centres to ensure they focus on those most in need of support.</p> <p>Some centres will have reduced opening hours, which may have a small negative impact on users of those centres, however some services will still be available at those centres and other venues in the locality will continue to offer services. The review has focused on ensuring that the council continue to offer support to families in need, supporting people with different characteristics in a flexible and appropriate manner. The impact on particular groups will be monitoring during the implementation and delivery of the proposal.</p> <p>The review proposes a new model that provides a more coherent and strategically managed offer where resources can be more flexibly moved to the areas of greatest need.</p> <p>The review also focuses resources on those who are in need of most support from early year's</p>

¹ 'Impact Not Known' – tick this box if there is no up-to-date data or information to show the effects or outcomes of the function, policy, procedure or service on all of the equality strands.

services regardless of disability, gender reassignment, race, religion or belief, sex, sexual orientation, marriage or civil partnership.



Children, Education, Libraries and Safeguarding Committee

28 October 2014

Title	Nursery school review
Report of	Family and Community Well-being Lead Commissioner
Wards	All
Status	Public
Enclosures	None
Officer Contact Details	James Mass, Family & Community Well-being Lead Commissioner, james.mass@barnet.gov.uk 0208 359 4610

Summary

Nursery schools are a valued part of Barnet’s early years provision and they have proved themselves to be outstanding schools.

However, they are relatively expensive when compared with other forms of Early Years provision, costing 70% more than other Early Years providers. This extra funding subsidy has come from the underspend in the funding for Early Years education, which will not be available after 2015/16.

Council officers have been working with the head teachers and Chairs of Governors of the four nursery schools in Barnet, in order to identify solutions that maintain excellent standards of nursery education without the current subsidy.

This paper outlines a set of recommendations in regard to how a sustainable funding solution can be developed for the four maintained nursery schools.

Recommendations

- 1. That the Children, Education, Libraries and Safeguarding Committee note the update on the recommendations of the Early Years Task and Finish Group.**
- 2. That the Children, Education, Libraries and Safeguarding Committee approve consultation on a proposal for an amalgamated Nursery School with a single management and governance structure to be achieved by the closure of Brookhill and St Margaret's Nursery Schools and the expansion of Hampden Way on split sites.**
- 3. That the Children, Education, Libraries and Safeguarding Committee note that the Education and Skills Director has delegated authority to consider consultation responses and publish statutory proposals for school reorganisation, including closure of schools and has delegated authority to approve proposals, where no significant issues or statutory objections have been raised.**
- 4. That the Children, Education, Libraries and Safeguarding Committee note that Moss Hall Nursery School has chosen not to be involved in this amalgamation and has produced an alternative proposal that is not financially viable without a continuing subsidy and that the Schools Forum has only agreed a tapering subsidy for two years, dependent on this committee approving a proposed solution.**
- 5. That the Children, Education, Libraries and Safeguarding Committee request officers to consider other potential models for sustaining the nursery education provision offered at Moss Hall Nursery School and bring a report back to the Children, Education, Libraries and Safeguarding Committee at its meeting on 12 January 2015.**

1.1 WHY THIS REPORT IS NEEDED

- 1.2 Brookhill, Hampden Way, Moss Hall and St Margaret's maintained nursery schools are a valued part of Barnet's Early Years provision and have proved themselves to be outstanding providers. However, they are relatively expensive, compared with other forms of Early Years provision, costing 70% more than other Early Years providers.
- 1.3 All early years free entitlement for early education places in Barnet, including Nursery schools, are funded through the Early Years' Single Funding Formula (EYSFF) which comes out of the Dedicated Schools Grant (DSG).
- 1.4 In April 2011, the funding formula for early years in Barnet changed, bringing in the EYSFF, a single rate paid for 3 and 4 year olds calculated on the participation rates of the establishment (per child per hour) rather than by place. This resulted in a transparent arrangement where all early years providers would receive the same level of funding per free entitlement to early education place they provide. A full consultation was undertaken with representation from nursery schools, primary schools and other early years providers from across the borough and was agreed by the Schools Forum.
- 1.5 For two years, the nursery schools received additional funding from the Schools Block within the Dedicated Schools Grant, until the DfE made it clear that this was no longer allowed. As a result, in 2013/14 and 2/14/15 the extra funding to support the four maintained nursery schools has come from the Early Years Block of the DSG, which has been possible because of an underspend in the DSG provision for places for two-year-olds. Early Years funding for two-year olds has been based on target numbers and actual numbers have lagged behind the targets. In 2015/16 funding will be based on actual numbers at the time of the January census and so there will not be any underspend in this area of the budget. The Council's current projection is that this will reduce funding by approximately £2million. There are also various other pressures on the DSG budget which mean that the current level of subsidy is not sustainable. It will therefore be necessary to end the subsidy or to phase it out over a couple of years if new models of provision can be developed that appear to be sustainable without the need for continuing subsidy.
- 1.6 For the financial year 2014/15 the subsidy is £890,000. The subsidy has been agreed on an annual basis, with the agreement of the Schools Forum. The Schools Forum is a statutory body that represents headteachers, governors and other stakeholder from all types and phases of state-funded schools and settings in Barnet. Its role is mainly advisory but the local authority is required to consult it on a wide range of matters affecting schools and early years provision, including the arrangements for funding early years providers .
- 1.7 The table below outlines the difference in funding per child for 3 and 4 year olds receiving free entitlement places in the borough.

Barnet settings delivering the free entitlement to early education for 3 & 4 year olds in 2014/15	Number of settings	Average deprivation	Pupils (Part time equivalent)	Proportion of pupils at each type of setting	Average funding per hour
Nursery Schools	4	19%	462	8%	£7.56
Nursery Classes (maintained, academy & Free Schools)	56	29%	2,745	46%	£4.32
Private, Voluntary and Independent Providers	123	19%	2,467	42%	£4.34
Children's Centres	6	31%	184	3%	£4.42
Childminders	55	20%	50	1%	£4.67
Total	244	22%	5,909	100%	£4.59

Notes

- I. Nursery school funding includes the additional subsidy of £890,000
- II. Deprivation is based on IDACI (Income Deprivation Affecting Children Index) for each child's postcode. IDACI has a range of 0% - 100%, but is rarely seen higher than 60% in Barnet. The average in Barnet is about 24%.
- III. Although the basic rate per hour for all settings is £3.76, average funding per pupil varies as a result of the level of deprivation and the flexibility of provision to meet parental need.
- IV. Volumes are estimates for the 2014/15 financial year based on historical take-up and Summer 14 claims.
- V. The table above represents take-up and funding for the Free Entitlement to Early Education (FEEE) for 3 & 4 year olds. Settings may also provide childcare for under 3s funded either by the LA or parents/carers
- VI. FEEE is available for a maximum of 15 hours per week, 38 weeks per year (i.e. 570 hours per annum)
- VII. The number of part time equivalent (PTE) pupils is calculated as (total hours funded)/570. This is an average over the year. Actual headcount will differ because not all pupils take up the full entitlement. Take-up is lowest in the autumn and highest in the summer term.

Task and Finish group recommendations

- 1.8 In 2012 the Council set up a 'Task and Finish Group' to review early years' provision in the borough. The initial focus was on children's centres but the review was widened to encompass other aspects of early years provision, including the four maintained nursery schools.
- 1.9 The findings of the review were reported to the Education Overview and Scrutiny Committee in October 2013 and to Cabinet in February 2014. Having reviewed the current funding situation, one of the recommendations of the review was that the Council should develop a sustainable funding solution for nursery schools and that the Schools Forum be informed of the view of this Task and Finish Group. The recommendations were agreed by the Scrutiny Committee and the Cabinet.

Objectives

- 1.10 Council officers have been discussing this challenge with the headteachers and chairs of governors of the four maintained nursery schools, in order to identify a solution that maintains excellent standards of nursery education without the current subsidy.
- 1.11 In these discussions, it has been assumed that the new model or models for nursery schools need to:
- Provide a sustainable funding solution for Barnet's nursery schools that is not dependent on subsidy.
 - Maintain the excellent provision offered by the four nursery schools in Barnet.
 - Increase the impact of nursery schools across the borough so that more children, especially deprived and vulnerable children, can benefit from the high quality early education the nursery schools provide.

The Schools Forum

- 1.12 The Schools Forum met on 9 October 2014 to discuss the budget for the 2015/16 financial year. The Schools Forum considered a report on Nursery School funding, which included information on the discussions with the four nursery schools about options for achieving a sustainable funding solution for nursery schools.
- 1.13 The Schools Forum agreed the following recommendations:
- 1.13.1 To note the view of the Task and Finish Group that the Council should develop a sustainable funding solution for nursery schools.
- 1.13.2 To note that the Council's Children, Education, Libraries and Safeguarding Committee will consider a report on the outcomes of the Early Years review, including proposals in relation to the future

provision and funding of nursery schools, at its meeting on 28 October 2014.

1.13.3 To agree, provided that the Children, Education, Libraries and Safeguarding Committee approves the proposed solution for Brookhill, Hampden Way and St.Margaret's Nursery Schools:

- that the three nursery schools - Brookhill, Hampden Way and St.Margaret's - should be allocated fifty per cent of this year's subsidy for 2015/16 to facilitate transition to a new sustainable model of delivery, and that this should be paid from the carried forward DSG underspend from 2013/14.
- in principle that the three nursery schools should be allocated twenty-five per cent of this year's subsidy for 2016/17 from the DSG and this be considered as part of the preparation of the budget for 2016/17.

1.13.4 To agree, provided that the Children, Education, Libraries and Safeguarding Committee approves a proposed solution for Moss Hall Nursery School:

- that the school should be allocated fifty per cent of this year's subsidy for 2015/16 to facilitate transition to a new sustainable model of delivery, and that this should be paid from the carried forward DSG underspend from 2013/14.
- in principle that the school should be allocated twenty-five per cent of this year's subsidy for 2016/17 from the DSG and this be considered as part of the preparation of the budget for 2016/17.

1.13.5 To agree that any outstanding balances of nursery schools that close as part of the process of moving to new models of delivery should be transferred to the successor bodies that take over the provision.

REASONS FOR RECOMMENDATIONS

Recommendation One – It is proposed to amalgamate three Nursery Schools - Brookhill, Hampden Way and St. Margaret's - into a single nursery school operating across the three existing sites, with a single management and governance structure.

1.14 Three of the nursery schools – Brookhill, Hampden Way and St.Margaret's - working in collaboration with Council officers, have developed an outline proposal to amalgamate the three schools. The three schools have stated that if they continue as separate schools without the subsidy then each would have to make significant cuts to staffing that would threaten the quality of nursery education at the three schools.

1.15 There are two ways of amalgamating maintained schools – firstly by closing all three and opening a new maintained school and secondly by closing two schools and expanding the third one, which will retain its existing Ofsted

registration. The expansion can include expanding the numbers of pupils and expanding onto other sites to create a single managed, split site school. By amalgamating the three schools, a combination of management efficiencies and growth in traded services will enable the expanded school to maintain excellent nursery school provision, to develop new early education services and to reduce the potential for job losses. This proposal would give the expanded nursery school the opportunity of being at the forefront of delivering the Early Years agenda across the borough.

- 1.16 The proposed amalgamation involves the closure of Brookhill and St Margaret's Nursery Schools in name only and the expansion of Hampden Way Nursery School across the three current locations. This is because Hampden Way is the best-placed of the three schools to meet the criteria to become a Teaching School.
- 1.17 Teaching School status is awarded to outstanding schools that work with others to provide high-quality training and development to new and experienced school staff. Securing it would help the amalgamated school to grow its services and offer them to early years providers across the Borough.
- 1.18 The decision to keep Hampden Way open is a technicality that does not indicate preferential treatment for the staff or pupils of this school. The amalgamated school would be free to consider a new name once the amalgamation comes into effect.
- 1.19 The amalgamated school would be the same size or larger than the three existing schools in terms of the number of places available for children. This means that it would provide at least the same number of places as at present for 2, 3 and 4 year olds with the potential to increase the number of places in total.
- 1.20 All existing children on the three school rolls (with the exception of children leaving any of the three nursery schools in June/July 2014) would simply transfer onto the roll of the amalgamated school on 1 September 2015.
- 1.21 For the expanded nursery school, the transitional, reduced subsidy would be used to fund staff posts that are critical to the viability of the new model. After a period of two years these posts would become self-financing. The envisaged posts are crucial to generating income, principally through the provision of high-quality training for early years' providers across the borough.
- 1.22 As noted in section 1.13, the Schools Forum has agreed that the transitional funding should be paid, provided the Children, Education, Libraries and Safeguarding Committee approves the proposed solution. If the committee approves the solution, it is proposed that officers be asked to arrange the necessary forms of consultation with a view to implementing the proposed amalgamation, subject to the outcome of the consultation, with effect from 1 September 2015.
- 1.23 The proposed amalgamation would result in a single school operating across the existing three sites, with a single management structure and governing

body. The intention is to create a centre of excellence for nursery education that offers high-quality nursery education to two-, three- and four-year-olds as well as offering training to other schools and settings. In outline, the proposal would involve:

- The amalgamation of the three nursery schools, by way of formally closing Brookhill and St Margaret's and expanding Hampden Way both in terms of number of pupils and split sites, to create a multi-site nursery school, a school of early years education, with a single governing body and management structure.
- Maintaining the current number of nursery places across the three existing sites.
- The development of further two-year old provision across the sites.
- Wrap-around and extended care.
- A commitment to raising standards and participation in early years settings across the borough.
- Various other activities to generate income and improve the local early years service offer, including:
 - A flexible offer with additional hours available for parents to purchase.
 - Training for Early Years Professionals – including Level 3 practitioners and all early years providers in the borough.
 - Graduate placements.
 - Opportunities for students and apprentices.

It is also proposed to seek accreditation as a Teaching School, which will facilitate a number of these activities.

1.24 In developing the outline proposal, the Council is seeking to ensure that:

- High-quality Early Years education with well-qualified staff continues to be delivered.
- The current level of provision is maintained, with opportunities for further expansion if needed.
- Existing staff are assimilated into roles, where possible.
- Potential disruption for staff and children is minimised.

1.25 Brookhill, Hampden Way and St.Margaret's Nursery Schools have produced what appears to be a viable proposal for an amalgamated nursery school that requires some transitional funding to establish it, but which will then be sustainable without subsidy after two years.

Recommendation two - It is proposed that officers should now consider other potential models for sustaining the nursery education provision offered at Moss Hall Nursery School and bring a report back to the Children, Education, Libraries and Safeguarding Committee on 12 January 2015.

- 1.26 Moss Hall Nursery School was invited to take part in the amalgamated nursery school but has chosen not to do so. Instead it has proposed that it continues to operate as a separate nursery school with a continuing subsidy at a reduced rate.
- 1.27 By increasing income and making some staff savings, the school believes it can manage with an ongoing subsidy that is set at 50% of the current level in 2015/16 and then 25% of the current level for each of the following 4 years. That would involve a continuation of the subsidy for three more years than the council has proposed. Even then, the school would end up with a deficit budget in the fourth year and so the proposal is not financially sustainable.
- 1.28 The Schools Forum has not agreed that subsidy should continue beyond the next two years but has agreed transitional funding for two years subject to the Education, Libraries and Safeguarding Committee approving a proposed solution. As the school's proposal is therefore not financially sustainable, it is proposed that officers should now consider other potential models for sustaining the nursery education provision offered at Moss Hall Nursery School and bring a report back to the Children, Education, Libraries and Safeguarding Committee at its meeting on 12 January 2015.
- 1.29 During discussions the school made the points set out in the table below. The response by officers is shown in the second column.

Comments by Moss Hall Nursery School	Officer comments
<p>The school accepts it cannot continue with a subsidy at the current level and accepts the need for a 50% reduction in 2015/16 and a reduction to 25% in the following year, but requests that this 25% level is retained for a further 3 years. They say this will only cost ca. £60,000 a year. They accept that other nursery schools should get the same but suggest that, as the other three schools will amalgamate into a single school, they should just get £60,000 in total, so the total cost would be £120,000 a</p>	<p>It would not be appropriate or equitable to pay the other schools a lower level of subsidy than Moss Hall because they are amalgamating. Otherwise they would be penalised for accepting the need to make a radical change to a more sustainable delivery model. Thus the total annual cost of continuing the subsidy for all schools at the level proposed by Moss Hall Nursery School would be £222,000 a year.</p> <p>There are substantial pressures on the Dedicated Schools Grant. Use of the DSG to fund a continuing subsidy at the current level would therefore have a significant impact through a budget reduction in one of the following:</p> <ul style="list-style-type: none"> • The other early education providers who support 92% of free entitlement places in Barnet. • SEN spending.

Comments by Moss Hall Nursery School	Officer comments
year.	<ul style="list-style-type: none"> • Other essential central services. <p>Any reduction in DSG funding for central services or use of non-DSG funding would simply increase the overall requirement for reductions in the council's centrally-funded children's services, at a time when they are already facing substantial reductions (with £72m of savings in council budgets required between 2016/17 and 2019/2020).</p>
There is a DfE presumption against the closure of nursery schools.	<p>DfE guidance on School Organisation for Maintained Schools: Annex B: Guidance for Decision-makers (January 2014) reads as follows:</p> <p>“Nursery school closures</p> <p>62. There is a presumption against the closure of nursery schools. This does not mean that a nursery school will never close, but the case for closure should be strong and the proposal should demonstrate that:</p> <ul style="list-style-type: none"> • plans to develop alternative provision clearly demonstrate that it will be at least as equal in terms of the quantity as the provision provided by the nursery school with no loss of expertise and specialism; and • replacement provision is more accessible and more convenient for local parents.” <p>The proposals under consideration will take account of this guidance. The intention is to ensure that any alternative provision retains the current quantity of provision and the expertise and specialisms that currently exist. Access and convenience for parents should not be affected and every effort will be made to consider any potential improvements.</p>
The decision to move to a single funding formula for early years without allowing for differential funding of nursery schools was flawed. The single funding formula is not sufficient to sustain nursery schools with a headteacher and the current level of qualified teachers. Other local authorities have agreed arrangements to pay	<p>The DfE guidance on the introduction of the Early Years Single Funding Formula allowed local authorities some discretion in relation to the option of having differentiated rates of funding or of paying supplements in certain circumstances. What is clear, however, is the discretion did rest with each local authority in consultation with its Schools Forum and early years providers. The guidance also allowed for transitional funding in cases where the funding formula would result in significant changes in funding levels for certain types of provider. Barnet has adopted this approach over the last four years and</p>

Comments by Moss Hall Nursery School	Officer comments
nursery schools an additional amount beyond that provided through the single funding formula.	proposes an extension to this in cases where sustainable funding models can be agreed. Many different approaches have been taken by other local authorities and it has been reported ('Early Education - the British Association for Early Childhood Education') that over 100 Nursery Schools have closed in the last ten years.

2. ALTERNATIVE OPTIONS CONSIDERED

- 2.1 A range of other options were explored as part of discussions with the head teachers and chairs of governors. The table below considers these options and outlines both their advantages and disadvantages
- 2.2 This section outlines options considered as part of the review. Further options analysis is still required in the case of Moss Hall nursery school.

Option	Description	Advantages	Disadvantages	Score
Option 1 – Do nothing to change the existing model of provision and continue to pay the full subsidy to the nursery schools.	Continue with the status quo, with the £890,000 subsidy for the four nursery schools preserved.	This option would allow the borough’s nursery schools to continue their provision at current levels of funding without significant change to the service model.	<p>This could only be funded from the DSG in the long-term through one of the following:</p> <ul style="list-style-type: none"> • Reducing the funding allocated to the other 240 early years providers in the borough by 5% per provider. This would take place over the course of four years, because government legislation stipulates that the hourly rate cannot be reduced by more than 1.5% per year. In order to achieve this, the amount paid per hour per child under the Early Years Single Funding Formula would need to be reduced (subject to public consultation). • Drawing funding from the High Needs Block of the Dedicated Schools Grant and thus reducing expenditure on support for pupils with special educational needs • Reducing funding for central teams (e.g., admissions, troubled families, the virtual school for looked after children) <p>Any reduction in DSG funding for central services or use of non-DSG funding would simply increase the overall requirement for reductions in the council’s centrally-funded children’s services.</p> <p>This option would also do nothing to increase the impact in deprived areas of the borough. It would not extend the role of the nursery schools with regard to developing early years excellence in the rest of the early education sector in Barnet.</p>	0/5

Option	Description	Advantages	Disadvantages	Score
Option 2 – Amalgamated Nursery School with a single management and governance structure.	The creation of an amalgamated nursery school with one governance and management structure, operating across multiple sites. The nursery schools would receive a tapering transitional subsidy in 2015/16 and, subject to consideration of the available DSG funding, in 2016/17, from which point onwards income generated would enable a sustainable model.	This option would maintain nursery school provision in Barnet. It is sustainable and it has the potential for greater impact across the borough, through the flexible nature of the model and plans for extending the services offered. It would enable the extension of the nursery schools' offer around providing early years excellence support to the early education sector in Barnet.	It would require significant change over the next 12 months to achieve the new model. It would require some transitional funding to enable the new arrangements to succeed.	5/5
Option 3 – Closure of nursery schools and the expansion of nursery units in Primary schools	The closure of all nursery schools and the expansion of nursery units in Primary schools	This option does not rely on a subsidy. It would be possible to continue to offer high quality early education through expansion of nursery provision in Primary schools.	Closing the nursery schools would result in the loss of four outstanding early years institutions in Barnet and miss the opportunity to help raise standards of early education across the borough. There would also be accommodation and staffing pressures on Primary schools that would need to expand nursery class provision to take up the demand created by nursery school closures.	3/5

<p>Option 4 – Continue with current model with reduced subsidy for two years.</p>	<p>Individual nursery schools would continue to run individually, developing their own sustainable models, with a phased-out subsidy for each school until 2017 (50% of the current subsidy in 2015/16 and 25% in 2016/17)</p>	<p>Allows Nursery schools to continue to function as single entities in the short-term.</p>	<p>Currently there is no evidence that this would provide a sustainable long-term solution, as the loss of subsidy would result in deficit budgets after 2 or 3 years.</p>	<p>3/5</p>
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3. POST DECISION IMPLEMENTATION

Amalgamation of the three nursery schools (Brookhill, Hampden Way and St Margaret's nursery schools)

- 3.1 If the outline proposal for the amalgamation of the three nursery schools (by way of closing Brookhill and St Margaret's Nursery Schools and expanding, Hampden Way Nursery School) is approved by the Children, Education, Libraries and Safeguarding Committee as a basis for consultation, a consultation document on the related proposals will be issued soon after the committee has met. This will be sent to parents, staff, unions, governors and other stakeholders. There is a requirement for statutory consultation for closure of a school. Although there is no prescribed timescale for this, six weeks is recommended in the statutory guidance on school organisation. The length of consultation tends to vary between four and six weeks. There is no statutory requirement to consult on enlarging a school, however it is recommended in appropriate circumstances in the statutory guidance. As the proposals are related, it is recommended that consultation takes place on the expansion of Hampden Way Nursery School as well as the closures of the other two schools.
- 3.2 At the same time, the head teachers and governors of the three schools will work with Council officers to develop more detailed proposals, including a management and staffing structure and detailed budget.
- 3.3 If, following consultation, it is decided to proceed to the next stage of the statutory process, statutory notices will be issued, proposing the closure of Brookhill and St Margaret's Nursery Schools and the expansion of Hampden Way Nursery School. These will be published as related proposals, so it is clear that one proposal cannot happen without the other two being agreed. At the same time, the detailed staffing proposals will be issued to staff and unions. There will then be a period of consultation with staff and unions over the detailed proposals and a statutory representation period of four weeks, before a final decision is taken. The Director of Education and Skills has delegated authority to make a decision to publish statutory proposals and following the representation period to agree such proposals. However, if significant issues or objections are raised, it is expected that the final decision will come back to the Children, Education, Libraries and Safeguarding Committee.
- 3.4 If, following consultation, a decision is taken to publish proposals, a final decision could be taken by March 2015. If that decision is that the proposals are agreed, an implementation date of 1 September 2015 is possible.
- 3.5 As referenced in paragraph 2.3 the proposed amalgamation involves the closure of Brookhill and St Margaret's Nursery Schools and the expansion of Hampden Way Nursery School across the three current locations. This is because Hampden Way is the best-placed of the three schools to meet the criteria to become a Teaching School.

- 3.6 The decision to keep Hampden Way open does not indicate preferential treatment for the staff or pupils of this school. The amalgamated school would be free to consider a new name once the amalgamation comes into effect and the Governing Body, which would need to be re-constituted in order to represent staff and parents across the existing sites, will be responsible for management of staff and pupils across the three sites.
- 3.7 All existing children on the three school rolls (with the exception of children leaving any of the three nursery schools in June/July 2014) would simply transfer onto the roll of the enlarged Hampden Way Nursery School on the implementation date.
- 3.8 Key timescales for the amalgamation of the three Nursery Schools are as follows;
- End October 2014 – Consultation begins with parents, staff, unions, governors and others stakeholders on the proposals and will last for six weeks.
 - December 2014 - The Council considers the outcomes of consultation and agree next steps, in consultation with the three Governing Bodies.
 - Early January 2015 – Related statutory proposals published, with representation period of four weeks, and detailed staffing proposals are issued to staff and trade unions for consultation.
 - February 2015 - End of consultation. The Council decides whether to go ahead with the proposals.
 - March – May 2015 - Recruitment to the new structure (including assimilation of existing staff).
 - 1 September 2015 - New amalgamated school opens.

Moss Hall Nursery School

- 3.9 Proposals in relation to Moss Hall Nursery School will be brought to the next meeting of the Children, Education, Libraries and Safeguarding Committee on 12 January 2015.
- 3.10 The Council will continue to discuss options with the head teacher, chair of governors and key stakeholders of the four maintained nursery schools, in order to identify a sustainable solution.

4. IMPLICATIONS OF DECISION

4.1 Corporate Priorities and Performance

- 4.1.1 The high quality early education offered by the four maintained nursery schools supports Barnet's Children and Young People's Plan 2013 – 2016, which sets out a vision that 'every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment'. The early years priorities as part of the Children and Young People's Plan are;

- Engage families early to ensure children have happy lives at home.

- Provide high quality health services for mothers and young children.
- Ensure children in need of support are identified early and appropriately supported in their early years.

4.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

Finance

4.2.1 As outlined in section 1.8, the cost of the Nursery Schools per child per hour is 70% higher when compared to other Barnet settings delivering free entitlement to early education for 3 and 4 year olds. This means that the average funding per hour is £7.56, compared to £4.32 for Nursery Classes and £4.34 for Private, Voluntary and Independent Providers.

4.2.2 Nursery school funding therefore includes an additional subsidy of £890,000, paid for in 2013/14 and 2014/15 from an underspend in the Dedicated Schools Grant.

4.2.3 The Schools Forum has agreed transition funding of 50% for both the three nursery schools and Moss Hall for 2015/16 to facilitate transition to a new sustainable model of delivery, provided in each case that the Children, Education and Libraries Committee approves solutions as sustainable. The Forum agreed this transitional subsidy should be paid from the carried forward DSG underspend from 2013/14.

4.2.4 The Schools Forum has also agreed in principle, provided in each case that the Children, Education and Libraries Committee approves solutions as sustainable, that the three nursery schools and Moss Hall should be allocated twenty-five per cent of this year's subsidy for 2016/17 from the DSG and this be considered as part of the preparation of the budget for 2016/17.

4.2.5 The table below outlines the figures in more detail;

	2014/15		2015/16		2016/17		2017/18	
EYE school	100%	£657,161	50%	£328,581	25%	£164,290	0%	£0
Moss Hall	100%	£227,440	50%	£113,700	25%	£56,850	0%	£0

4.2.6 The Council is proposing to offer £70,000 of resource to support the transition to a new business delivery model for nursery provision. This includes;

Role	Description	Cost	Time
Nursery Business Manager	To implement new business delivery model for nursery provision	£54,000	1 year
Project Support	To provide administrative support and coordinate implementation of the Nursery School Review	£16,000	6 months

Procurement

4.2.7 N/A

Staffing

4.2.8 If, following consultation, it is decided to go ahead with the proposal, a statutory notice will be issued, proposing the amalgamation of the three schools and, at the same time, the detailed staffing proposals will be issued to staff and unions. There will then be a period of consultation with staff and unions over the detailed proposals before a final decision is taken.

4.3 Legal and Constitutional References

4.3.1 The Education and Inspections Act 2006 and the School (Prescribed Alterations to Maintained Schools (England) Regulations 2013 set out the procedures that must be followed to expand a school. Statutory proposals are required for a proposed enlargement of the premises of the school which would increase the capacity of the school by both more than 30 pupils, and by 25% or 200 pupils (whichever is the lesser).

4.3.2 The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 set out the statutory processes that must be followed when closing a school.

4.3.3 The Local Authority must also have regard to the guidance issued by the Department for Education ' School Organisation Maintained Schools, Guidance for proposers and decision makers' in January 2014 when exercising functions under these regulations. The guidance confirms that one reason for closing a maintained school is if it is being "amalgamated" with another school. Annex B of the guidance contains specific guidance on closure of schools encompassing early years and closure of nursery schools. This includes the requirement to consider whether alternative provision will integrate early education with childcare services and whether the alternative provision will maintain or enhance the standard of educational provision. In relation to nursery school closures, there is a presumption against closure and the case for closure should be strong, including the need to demonstrate that alternative provision will be equal in terms of quantity, with no loss of expertise and specialism and that it is more accessible and convenient for parents.

4.3.4 This report is compliant with the Council constitution.

4.4 Risk Management

4.4.1 Failing to deliver a sustainable solution to the four maintained nursery schools will mean significant pressure on other areas of the DSG. This could only be funded in the long-term through either reducing the funding allocation to the other 240 early years providers, drawing funding from the High Needs Block or reducing funding for central teams, such as admissions, troubled families or the virtual school for looked after children. The alternative would be to fund

the subsidy from the council's base budget which would require alternative savings proposals to be developed.

- 4.4.2 Risks associated with the delivery of this project will be managed and reported in accordance with the corporate risk and project management processes.

4.5 Equalities and Diversity

4.5.1 The Council and all other organisations exercising public functions are required under the Equality Act 2010, to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between those with a protected characteristic and those without; promote good relations between those with a protected characteristic and those without. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. It also covers marriage and civil partnership with regard to eliminating discrimination.

- 4.5.2 As the proposal is to maintain the existing nursery provision on existing sites in a more sustainable way, there is no expected to be any adverse impact on pupils or parents accessing the schools.

4.6 Consultation and Engagement

4.6.1 The Council has engaged with the headteachers and chairs of governors over the last 18 months to try to establish a sustainable funding solution. The closures require statutory consultation and it is recommended to consult on the expansion as it relates to the closure proposals.


4.6.2 The public consultation period will last for 6 weeks, from 29 October to 10 December 2014.

4.6.3 A consultation document on the proposal will be issued soon after the committee has met. This will be sent to parents, staff, unions, governors and other stakeholders.

5. BACKGROUND PAPERS

- 5.1 Early years review task and finish group report, Cabinet, 25 February 2014.

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	AGENDA ITEM 11
	<p>Children, Education, Libraries & Safeguarding Committee</p> <p>28 October 2014</p>
Title	Children, Education, Libraries & Safeguarding Committee Work Programme
Report of	Family and Community Well-being Lead Commissioner Schools, Skills and Learning Lead Commissioner
Wards	All
Status	Public
Enclosures	Appendix A - Committee Work Programme October 2014 - May 2015
Officer Contact Details	Paul Frost, Governance Service Email: paul.frost@barnet.gov.uk Tel: 020 8359 2205

Summary

The Committee is requested to consider and comment on the items included in the 2014/15 work programme

Recommendations

That the Children, Education, Libraries & Safeguarding Committee consider and comment on the items included in the 2014/15 work programme

1. WHY THIS REPORT IS NEEDED

- 1.1 The Children, Education, Libraries & Safeguarding Committee Work Programme 2014/15 indicates forthcoming items of business.
- 1.2 The work programme of this Committee is intended to be a responsive tool, which will be updated on a rolling basis following each meeting, for the inclusion of areas which may arise through the course of the year.
- 1.3 The Committee is empowered to agree its priorities and determine its own schedule of work within the programme.

2. REASONS FOR RECOMMENDATIONS

- 2.1 There are no specific recommendations in the report. The Committee is empowered to agree its priorities and determine its own schedule of work within the programme.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 N/A

4. POST DECISION IMPLEMENTATION

- 4.1 Any alterations made by the Committee to its Work Programme will be published on the Council's website.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 The Committee Work Programme is in accordance with the Council's strategic objectives and priorities as stated in the Corporate Plan 2013-16.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

- 5.2.1 None in the context of this report.

5.3 Legal and Constitutional References

- 5.3.1 The Terms of Reference of the Policy and Resources Committee is included in the Constitution, Responsibility for Functions, Annex A.

5.4 Risk Management

5.4.1 None in the context of this report.

5.5 Equalities and Diversity

5.5.1 None in the context of this report.

5.6 Consultation and Engagement

5.6.1 None in the context of this report.

6. BACKGROUND PAPERS

6.1 None.

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London Borough of Barnet

**Children, Education, Libraries & Safeguarding
Committee - Work Programme**

October 2014 - May 2015

Subject	Decision requested	Report Of	Contributing Officer(s)
28 October 2014			
Business Planning	Decision – To approve the five year commissioning plan to inform the 4 December Policy & Resource business planning decision and note the implications for the business of the committee	Strategic Director for Communities	Family and Community Well-being Lead Commissioner, Schools, Skills and Learning Lead Commissioner
Library Strategy	To approve the commencement of a period of consultation on a revised Library Strategy.	Family and Community Well-being Lead Commissioner	Family Services Director
Early Years Review	To agree the recommendations of the Full Business Case of the Early Years Review.	Family and Community Well-being Lead Commissioner	Family and Community Well-being Lead Commissioner
Nursery Schools Review	To agree a sustainable approach for the nursery schools in the Borough.	Family and Community Well-being Lead Commissioner	Family and Community Well-being Lead Commissioner
12 January 2015			
Early Help (Early Intervention) Offer for Children and Families in Barnet	To review services and outcomes for Barnet's children and young people (<i>Referral from Education OSC</i>)	Family and Community Well-being Lead Commissioner, Family Services Director	Family and Community Well-being Lead Commissioner, Family Services Director

Subject	Decision requested	Report Of	Contributing Officer(s)
Preparing to Meet Future Need for Children with Special Educational Needs	To agree a commissioning strategy for services to support children with special educational needs.	Education and Skills Director	Education and Skills Director
Education and Skills - Future Delivery of Services	To approve Outline Business Case for Education and Skills related services.	Schools, Skills and Learning Lead Commissioner	Education and Skills Director
9 March 2015			
Early Years Review Task and Finish Group	To consider a 12-month update report from Officers on the approved recommendations of the Early Years Review Task and Finish Group.	Family and Community Well-being Lead Commissioner	Family and Community Well-being Lead Commissioner
Commissioning Priorities	To agree the commissioning priorities for 2015/16.	Strategic Director for Communities	Family and Community Well-being Lead Commissioner, Schools, Skills and Learning Lead Commissioner
Quality and Safety in Family Services	To receive a report which reviews whether the Medium Term Financial Strategy implications for Family Services at the end of the Priorities and Spending Review period will leave sufficient budget to meet the council's thresholds for quality and safety.	Strategic Director for Communities	Family Services Director

Subject	Decision requested	Report Of	Contributing Officer(s)
20 April 2015			
Business Planning	To approve five year commissioning priorities, proposals for meeting financial targets set out in the MTFS and proposed Management Agreements.	Strategic Director for Communities	Schools, Skills and Learning Lead Commissioner, Family and Community Well-being Lead Commissioner
Noam Conversion to Voluntary Aided Sector	To approve the granting of voluntary aided status to Noam Primary School.	Education and Skills Director	Education and Skills Director, Schools, Skills and Learning Lead Commissioner