

**MEETING****CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE****DATE AND TIME****TUESDAY 12TH JULY, 2016****AT 7.00 PM****VENUE****HENDON TOWN HALL, THE BURROUGHS, LONDON NW4 4BQ****TO: MEMBERS OF CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE (Quorum 3)**

Chairman: Councillor Reuben Thompstone  
Vice Chairman: Councillor Bridget Perry

Councillor Rebecca Challice	Councillor Alison Cornelius	Councillor Val Duschinsky
Councillor Helena Hart	Councillor Anne Hutton	Councillor Kathy Levine
Councillor Kath McGuirk		

**Substitute Members**

Councillor Lisa Rutter	Councillor Stephen Sowerby	Councillor Tom Davey
Councillor Ammar Naqvi	Councillor Adam Langleben	Councillor Pauline Coakley Webb

**Co-opted Members**

Darren Warrington	Marilyn Nathan	Simon Clifford
Gladys Vendy	Denis Carey	Kevin McSharry

In line with the Constitution's Public Participation and Engagement Rules, requests to submit public questions or comments must be submitted by 10AM on the third working day before the date of the committee meeting. Therefore, the deadline for this meeting is Thursday 7<sup>th</sup> July at 10AM. Requests must be submitted to Salar Rida 020 8359 7113 sala.rida@barnet.gov.uk

**You are requested to attend the above meeting for which an agenda is attached.**  
**Andrew Charlwood – Head of Governance**

Governance Service contact: Edward Gilbert 020 8359 3469 edward.gilbert@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

14 June 2016

Members Present:-

AGENDA ITEM 1

Councillor Reuben Thompstone (Chairman)

Councillor Bridget Perry (Vice-Chairman)

Councillor Rebecca Challice

Councillor Alison Cornelius

Councillor Helena Hart

Councillor Anne Hutton

Councillor Kathy Levine

Councillor Kath McGuirk

Councillor Stephen Sowerby (as

substitute)

Also in attendance

Gladys Vendy (Co-opted Member)

Denis Carey (Co-opted Member)

Marilyn Nathan (Co-opted Member)

Kevin McShary (Co-opted Member)

Apologies for Absence

Councillor Val Duschinsky

Simon Clifford

Darren Warrington

## 1. MINUTES OF THE LAST MEETING

**RESOLVED-** The minutes of the last meeting held 18 May 2016 were agreed as a correct record.

## 2. ABSENCE OF MEMBERS

Apologies for absence were received by Councillor Daschinsky who was substituted by Councillor Sowerby and Co-opted members Darren Warrington Simon Clifford.

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

Councillor	Agenda item	Nature of Interest	Details
Councillor McGuirk	8	Non-pecuniary	Her granddaughter is likely to be in childcare in Barnet in the near future
Councillor Hutton	11	Non-pecuniary	Member of the Board of Barnfield Childrens' Centre and West Locality Board

**4. REPORT OF THE MONITORING OFFICER (IF ANY)**

None.

**5. PUBLIC QUESTIONS AND COMMENTS (IF ANY)**

None.

**6. MEMBERS' ITEMS (IF ANY)**

Councillor Anne Hutton introduced her Member's item relating to safeguarding implications of volunteer-run partnership libraries and unstaffed libraries.

Following discussion of the item the committee unanimously **RESOLVED:**

**That the Commissioning Director of Children and Young People will circulate to Councillors the details of OJEU and safeguarding specifications for Partnership Libraries**

**7. OPPOSITION MOTION IN THE NAME OF CLLR ANNE HUTTON FROM FULL COUNCIL: CUTS TO SCHOOLS AND THE NATIONAL FUNDING FORMULA**

Councillor Hutton introduced her Member's item which related to cuts to schools and the National Funding Formula.

Following discussion of the item, the Chairman moved a motion to amend the recommendation to read:

*Council notes the announcement of a new National Funding Formula for schools, which is aiming to ensure a settlement fair to all pupils, schools and localities. Council notes that Barnet's schools may, collectively, face a cut to their funding as a result - although the Department for Education have not yet confirmed proposed funding levels.*

*Council notes that the re-allocation of funds through the National Funding Formula could hit London the hardest, given current levels of funding when compared to other regions.*

*Council therefore supports efforts to make the case to government for continued investment in London's schools, taking into account its complexities including deprivation, mobility and other local factors.*

*Council asks the Leader of the Council and the Chairman of the Children, Education, Libraries and Safeguarding Committee to write directly to the Secretary of State for Education setting out LB Barnet's position in relation to the National Funding Formula and advocating on behalf of all the borough's schools.*

The committee unanimously AGREED the motion, therefore the motion was CARRIED.

The Chairman moved to the vote of the recommendation as amended. The committee unanimously agreed the recommendation.

The recommendation was therefore carried and it was **RESOLVED** that:

**‘Council notes the announcement of a new National Funding Formula for schools, which is aiming to ensure a settlement fair to all pupils, schools and localities. Council notes that Barnet’s schools may, collectively, face a cut to their funding as a result - although the Department for Education have not yet confirmed proposed funding levels.**

**Council notes that the re-allocation of funds through the National Funding Formula could hit London the hardest, given current levels of funding when compared to other regions.**

**Council therefore supports efforts to make the case to government for continued investment in London’s schools, taking into account its complexities including deprivation, mobility and other local factors.**

**Council asks the Leader of the Council and the Chairman of the Children, Education, Libraries and Safeguarding Committee to write directly to the Secretary of State for Education setting out LB Barnet’s position in relation to the National Funding Formula and advocating on behalf of all the borough’s schools.’**

## **8. REVIEW OF SPECIAL GUARDIANSHIP POLICY AND SUPPORT**

Paulette Thompson-Omenka introduced the item that related to the review of Special Guardianship policy and support.

Following discussion the Chairman moved a motion to amend recommendation 2 to read as:

*That the Committee approve the proposal to consult on a new SGO allowance rate and maintenance rates for kinship foster carers and foster carers and a corresponding increase in the skills based fee for foster carers, with a paper incorporating the consultation findings, along with any amendments following such consultation, returning to CELS Committee for final sign-off. The costs of consultation are minimal and will be met within the project budget.*

The committee unanimously agreed the motion.

The Chairman moved to the vote of recommendation 1 as set out in the cover report and recommendation 2 as amended.

The committee unanimously agreed the recommendations.

The recommendations were therefore carried and it was **RESOLVED**:

**1. That the Committee noted the SGO policy.**

**2. That the Committee approved the proposal to consult on a new SGO allowance rate and maintenance rates for kinship foster carers and foster carers and a corresponding increase in the skills based fee for foster carers, with a paper incorporating the consultation findings, along with any amendments following**

such consultation, returning to CELS Committee for final sign-off. The costs of consultation are minimal and will be met within the project budget

**9. BARNET CHILDREN AND YOUNG PEOPLE PLAN 2016-2020**

The Commissioning Director for Children and Young People introduced the report relating to the Barnet and Young People Plan 2016-2020.

Following discussion of the item the Chairman moved to the recommendations outlined in the report. The committee unanimously agreed the recommendations and the following was therefore **RESOLVED**:

**1. That the Children, Education, Library and Safeguarding Committee considered and approved the revised Children and Young People's Plan 2016-20 as summarised in 1.1 to 1.11 and contained in Appendix A.**

**2. That the Children, Education, Library and Safeguarding Committee delegated authority to the Commissioning Director for Children and Young People to work with partners to develop an action plan and implement the new Children and Young People's Plan.**

**10. THE FUTURE PROVISION OF SPECIALIST PLACES FOR CHILDREN AND YOUNG PEOPLE WITH SPECIAL EDUCATIONAL NEEDS AND DISABILITIES 2015/16 TO 2019/20**

The Education and Skills Director introduced the report relating to the future provision of specialist places for children and young people with Special Educational Needs and Disabilities 2015/16-2019/20.

Following discussion of the item, the Chairman moved to the vote of the recommendations outlined in the report. The committee unanimously agreed the recommendations and the following was therefore **RESOLVED**:

**1. That the Children, Education, Libraries and Safeguarding Committee noted the results of the consultation and approved the need for a new all-through special school for children and young people with Autistic Spectrum Disorders (ASD) to meet current and future demand.**

**2. That the Children, Education, Libraries and Safeguarding Committee noted that a Free School application to establish a new all-age special school in Barnet has been submitted to the Department for Education by Oak Lodge Special School and agreed that such a school would meet the need identified in recommendation.**

**3. That the Commissioning Director, Children and Young People be authorised to pursue the development of a school to meet the need set out in recommendation 1 and to report back to the Children, Education, Libraries and Safeguarding Committee on any capital requirements if such a school cannot be funded via a free school application.**



## 11. CHILDCARE SUFFICIENCY ASSESSMENT

The Commissioning Director for Children and Young People introduced the item which related to the Childcare Sufficiency Assessment. A wide ranging discussion was held about the statutory duty and how the council were delivering the requirements. Members noted the proposed actions.

Councillor Levine suggested that a strategic document is circulated to Members on how to address the issues in the Jewish community.

Councillor Levine moved a motion to amend Recommendation 5 in the report to add '...and the Jewish Community' so that it reads:

*That across relevant areas of the council there are plans for the impending demand for additional childcare in areas where regeneration work is currently taking place, actively promoting the creation of new childcare provision in Colindale and Burnt Oak and the Jewish Community, where there is a current shortfall in childcare and where there is predicted to be a higher demand for places.*

The committee unanimously agreed the motion.

Following discussion of the item, the Chairman moved to the recommendations as outlined in the report and recommendation 5 as amended.

The committee unanimously agreed the recommendations, the following was therefore **RESOLVED:**

**That the Committee approve the following:**

1. **The Child Sufficiency Assessment is agreed for 2015/16**
2. **That the Early Years' Service continue working to improve the London Borough of Barnet's childcare information so that parents are able to access better information about childcare in their area.**
3. **That the council is in the process of rolling out a new Provider Portal which will capture live information about childcare providers and vacancies. This will be linked to the LB Barnet website, giving greater transparency of local childcare services to parents.**
4. **That the Early Years' Service continues to work closely with those groups identified in this report that are not accessing the two year old offer. This work includes addressing specific barriers to accessing services by particular groups and continued delivery of a targeted action plan of support to increase take-up.**
5. **That across relevant areas of the council there are plans for the impending demand for additional childcare in areas where regeneration work is currently taking place, actively promoting the creation of new childcare provision in Colindale and Burnt Oak and the Jewish Community, where there is a current shortfall in childcare and where there is predicted to be a higher demand for places.**

6. That the Early Years' service work closely with Private, Voluntary and Independent (PVI) providers to explore opportunities to expand provision for the forthcoming childcare policy to provide an additional free 15 hours for 3 and 4 year old children in working families, and increasing out of school childcare. The policy will include creating a clear Strategy to respond to the demands placed on the childcare system in Barnet by the additional 15 hours childcare for working families.
7. That the Early Years' service and Cambridge Education will work with schools to look for further opportunities to develop the role they play in providing early years services, and addressing the shortage of out of school childcare provision.
8. That the Early Years' service are developing a robust system to ensure the childcare needs of children and young people with special educational needs and disabilities are met and to promote the additional support on offer by childcare providers for children with special educational needs.

**12. ANNUAL REPORT ON SCHOOL FUNDING IN BARNET AND THE GOVERNMENT'S CONSULTATION ON A NATIONAL SCHOOL FUNDING FORMULA**

The Director of Education and Skills introduced the report which related to the annual report on school funding in Barnet and the Government's consultation on a national school funding formula.

Following discussion of the item, the Chairman moved to the recommendations outlined in the report. The committee unanimously agreed the recommendations and the following was therefore **RESOLVED**:

**That the Children, Education, Libraries and Safeguarding Committee:**

1. Noted the annual report on school funding in Barnet and the recent government consultations on potential changes to school funding.
2. Delegated to the Commissioning Director, Children and Young People (Director of Children's Services) authority to consult schools on any potential changes proposed by Barnet Schools Forum, as a consequence of further published Government regulation or guidance, expected in Autumn 2016.
3. Delegated to the Commissioning Director, Children and Young People (Director of Children's Services) authority to make any necessary amendments to the Schools Funding Formula for 2017/18 to enable the changes to be included in the submission of the Authority Proforma Tool (APT) to the DfE on 31 October 2016 (or alternative date required by central government).

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

The Chairman introduced the committee's work programme for the forthcoming year.

It was agreed that the Annual Safeguarding Board Report and Response to Annual Safeguarding Board Report are moved to the September meeting and the Social Care Performance Report will be moved to the July meeting.

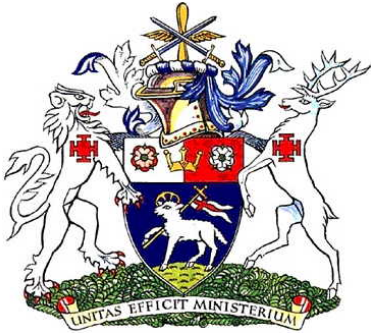
The committee unanimously noted the work programme.

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

None.

The meeting finished at 20.34

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## Children, Education, Libraries and Safeguarding Committee

**12<sup>th</sup> July 2016**

<b>Title</b>	School Admission arrangements, 2018/19
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	<p>Appendix A: Proposed admission arrangements for Barnet community schools in 2018/19</p> <p>Appendix B: Include Our Streets petition</p> <p>Appendix C: Office of the Schools' Adjudicator, Determination; The London Borough of Barnet for Moss Hall Infant School</p>
<b>Officer Contact Details</b>	<p>Chris Munday, Commissioning Director, Children and Young People <a href="mailto:Chris.Munday@Barnet.gov.uk">Chris.Munday@Barnet.gov.uk</a> Telephone: 0208 359 7099</p> <p>Ian Harrison, Education and Skills Director, Barnet with Cambridge Education <a href="mailto:Ian.J.Harrison@Barnet.gov.uk">Ian.J.Harrison@Barnet.gov.uk</a> Telephone: 0208 359 7943</p>

### Summary

This report sets out the results of consultation undertaken on two proposals to amend the admission arrangements for community schools (2017/18). In view of the low number of responses and the responses received, it recommends a further round of consultation on two amended proposals that would inform admission arrangements for community schools in 2018/19.

The report also considers a petition received by the council in relation to school admissions in N12.

## Recommendations

**That the Children, Education, Libraries and Safeguarding Committee:**

- 1. Agree to consultation on two proposed amendments to the school admission arrangements for community schools for 2018/19.**
- 2. Note the petition from residents 'Include Our Streets' (Appendix B) and the recommendation to take no further action for the reasons set out in paragraphs 1.16 to 1.28.**

### **1 WHY THIS REPORT IS NEEDED**

- 1.1 This report sets out the results of consultation undertaken to inform the admission arrangements for community schools in September 2017. In view of the low number of responses, it recommends a further round of consultation to inform admission arrangements for September 2018. Results of the consultation will be reported to the Children, Education, Libraries and Safeguarding Committee for a decision on the final admission arrangements for 2018/19.
- 1.2 The report also considers a petition received by the council in relation to school admissions in the N12 area.
  - a) Consultation on awarding admissions priority to children of teaching staff**
- 1.3 Earlier in the year, the local authority convened a small working party of headteachers to consider the recruitment and retention of teaching staff. Among a list of potential initiatives to encourage teachers to apply for positions in Barnet schools and to remain in Barnet was a proposal to offer admissions priority to children of Barnet teaching staff.
- 1.4 Barnet's admission policy covers all community schools whereas voluntary aided schools and Academies determine their own admissions arrangements. Therefore the council is the admissions authority for 42 community primary schools and Friern Barnet Community Secondary School.
- 1.5 A number of voluntary aided schools and Academies currently offer priority to children of the school's teaching staff. An analysis of admissions among primary voluntary aided and Academy schools that currently operate this policy show that the number of places offered each year at primary schools is most commonly none or 1 each year. Out of 641 reception places these schools cover, 5 places in 2015/16 and 7 places in 2016/17 were allocated on the basis of being a child of a staff member. This does not include any subsequent siblings that would be eligible. While this number is small, in one school the number of places in 2016/17 is 5 and therefore, for an individual school, the impact could be significant. For secondary entry, three Academies in Barnet operate this arrangement and between 0 and 3 places are allocated at each school each year.

- 1.6 In accordance with the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012, admission authorities are required to consult on any proposed changes to admission arrangements. The council consulted with schools, parents, residents etc between December 2015 and January 2016 on whether priority should be given to staff in either or both of the following circumstances:
- where the member of staff has been employed at the school for two or more years at the time at which the application for admission to the school is made, and/or
  - the member of staff is recruited to fill a vacant post for which there is a demonstrable skill shortage.
- 1.7 There were 44 responses to the proposal to give priority to children of staff in the oversubscription criteria. Of these, 31 respondents agreed or strongly agreed and 11 disagreed or strongly disagreed. 2 respondents neither agreed nor disagreed. The respondents were then asked to give reasons for their response. Twenty two respondents felt that giving priority to children of staff would impact staff recruitment and retention positively (four of these respondents were teachers). There were also suggestions to modify the proposal so that priority would be given to permanent staff only and/or to staff living in Barnet only. On the other hand, 8 respondents felt that local children should be given priority over children of staff. Given the small number of responses, the council determined the admission arrangements for 2017/18 with no change.
- 1.8 The statutory School Admissions Code sets out categories for setting oversubscription criteria. At paragraph 1.39 the Code confirms that oversubscription criteria to children of staff can apply in two circumstances, firstly, where a member of staff has been employed at the school for two or more years at the date of the admission application and secondly, where a member of staff is recruited to fill a vacant post for which there is a demonstrable skill shortage. Given the challenge faced by some schools in recruiting and retaining staff resulting in staff shortages, it is proposed to consult again on a proposal to introduce an oversubscription criteria, starting in October 2016 through to January 2017. In relation to the feedback to the first round of consultation set out above to restrict the proposal to permanent staff, we feel the requirement for the child's parent to have been employed at the school for two or more years at the time at which the application for admission to the school is made adequately addresses this point. However, we do feel we need to clarify that the staff member will also be in post at the point the child starts at the school.
- 1.9 We also propose to further clarify the proposal to make clear that the criteria would apply to teaching staff only as this is where the skill shortage is being experienced.
- 1.10 Therefore it is proposed to consult on introducing an oversubscription criteria where the member of staff (teaching staff) has been employed at the school for two or more years at the time at which the application for admission to the school is made and will be in employment as a teacher at the school when the child starts school.

1.11 Appendix A contains the proposed admission arrangements for community schools 2018/19 and shows the level of proposed priority that would be afforded to this new category of applicant in relation to other priority criteria, if, following the consultation, this new oversubscription criteria were approved.

**b) Consultation on amending priority given to former pupils for in-year admissions**

1.12 At the same time, consultation was also conducted on a proposal to remove priority for former pupils for in-year admissions (admissions that take place throughout the school year across all year groups, outside of the annual admissions arrangements for Reception and Year 7 places).

1.13 Current admission arrangements afford in-year priority to former pupils without a school place and to those wishing to transfer schools. This priority provides continuity for former pupils who leave the school, maybe as they have moved away or accompany their family on extended leave, if they return to Barnet. However, as it currently stands, a former pupil who may live outside of the local area would attract some priority ahead of certain categories of children without a school place within the local area. Some headteachers have asked the council to review the priority afforded to former pupils as they have experienced circumstances when a former pupil left the school and re-applied, maybe from some considerable distance away. The consultation was on a proposal to remove the priority for former pupils in its entirety.

1.14 There were 42 responses to the proposal to remove the priority for former pupils from the oversubscription for In-Year admission. Of these, 27 agreed or strongly agreed and 5 disagreed or strongly disagreed. The remaining 10 respondents neither agreed nor disagreed, or didn't know. The respondents were then asked to give reasons for their response. Thirteen responses suggested that the proposal was reasonable as all in-year applicants within each priority category would be treated the same, whether or not they were a former pupil. However, 6 respondents felt that the proposal should not be agreed, with many of them stating the importance of continuity of the child's educational experience as a reason. Given the small number of responses, the council determined the admission arrangements for 2017/18 with no change.

1.15 The council wishes to consult on an amended proposal for 2018/19. The new proposal would be to retain an element of priority to former pupils but restrict it to those former pupils that are without a school place, that live in the geographical area and to those that had attended the school in the previous 12 months. This will enable children who move away for a short period, but return to the same area (usually the same address) without a school place to attract some priority. The statutory School Admission Code confirms that oversubscription criteria must be reasonable, clear, objective and procedurally fair. It must not disadvantage unfairly, a child from a particular social or racial group or a child with a disability or special educational need. Whilst there is no specific category related to former pupils within the admission code, the rationale for the criteria relates to the need to ensure that certain children who have left an area for a short period of time, have an opportunity to continue their education within their former school.



1.16 Therefore it is proposed to consult on a proposal to afford a level of priority to children who are a former pupil of the school, who have attended the school in the 12 months prior to the date of the application, who are without a school place and who live within the school's defined priority area (Barnet Council operates a system of defined 'priority' areas for each of its community schools.)

**c) Admission arrangements in N12.**

1.17 Barnet Council operates a system of catchment areas for each of its community schools. These are defined 'priority' areas and are designed so that every address is within a catchment area for a community school and all addresses are within a safe walking route to a community school. The identified primary school may not be the nearest to the address but it will be in close proximity.

1.18 The council has received a petition in relation to the priority area for Moss Hall Infant School. This petition was first considered by the Finchley and Golders Green Area Committee. In accordance with the Council's Constitution, Public Participation Rules, petitions of 25 signatures and over, but less than 2,000 signatories are first considered by the relevant Area Committee. The Area Committee has the power to refer such petitions to the relevant thematic committee. The Finchley and Golders Green Area Committee referred the petition to the Children's Education, Libraries and Safeguarding Committee.

1.19 The Children's Education, Libraries and Safeguarding Committee requested that the content of the petition be considered as part of the annual admission arrangements consultation.

1.20 The 'Include our Streets' petition refers to named streets in N12 – the petition lists the following streets: Coleridge Road, Derby Road, Grange Ave, Hall Street, Netherfield Road, Percy Road. These streets are currently in the priority area for Northside Primary. The petition is requesting that the streets also become part of the priority area for Moss Hall Infants School. The petition is contained in Appendix B.

1.21 Last Autumn, the Office of the Schools Adjudicator (an independent body) received an objection from a Barnet resident under section 88H(2) of the School Standards and Framework Act 1998, (the Act). The objection referred to the Adjudicator related to the admission arrangements for September 2016 for Moss Hall Infant School. In particular, the objection related to the catchment area of the school and to the priority for siblings.

1.22 The Adjudicator's report (Appendix C) sets out that the objector considered that the arrangements are unfair and therefore do not comply with paragraph 14 of the Code which states that "*In drawing up their admission arrangements, admission authorities must ensure that the practices and the criteria used to decide the allocation of school places are fair, clear and objective*". The objection focused on the size of catchment areas and compared the relative size of Moss Hall Infant's catchment area and published admission number with those of a nearby school, Northside Primary School.

1.23 The objector also raised with the Schools Adjudicator that in their view, the priority for siblings was unfair as they have priority whether or not they live in the catchment area. This was felt to be unfair as the use of the sibling criterion is enabling children who live further away from the school to be allocated a place.

1.24 After investigating the objection the Schools Adjudicator concluded:

*'I have considered the objection to the admission arrangements of Moss Hall Infant School and have concluded that the arrangements do not contravene the Code. I have not been persuaded that difficulties identified by the objector faced by parents living in the catchment area of another nearby school make Moss Hall's catchment area unfair nor is the priority given to siblings at the school unfair. I therefore conclude that the oversubscription criteria do not contravene paragraphs 1.14 and 14 of the Code.'*

Within the decision, the Schools Adjudicator report also set out the following:

*'an area that is densely populated such as Barnet, where the schools are of different sizes, and then the chances of gaining a place at a school will vary between schools. I take fairness in the Code to be the application of the rules without prejudice or discrimination and just and reasonable treatment in accordance with those accepted rules or principles. Fairness does not in this case mean that all applicants will or can have the same chance of admission to the school they most prefer. I am not persuaded that the catchment area for the school is unfair and I do not uphold this part of the objection.'*

The report also noted:

*'I have noted in correspondence that the local authority is aware that given the rise on the number of children for whom a school place is required some residents are concerned about the appropriateness of the catchment areas for schools. The authority will be reviewing its arrangements before determining them for 2017.'*

1.25 As part of reviewing arrangements, the council has collated admissions data for the six streets named in the petition. The following information sets out the number of applications for 2014/15, 2015/16 and 2016/17 within the six streets named in the petition, the numbers that expressed their first preference for Moss Hall or Northside and of these, the numbers that received an offer of Moss Hall or Northside as their first preference and the numbers that received one of their preferences. Given such small numbers and the small geographical area this data covers, care needs to be taken in providing any further granular data that may identify individual applicants.

	Total number of applications received from the six named	Number of applications that chose Moss Hall or Northside as their first preference	Of these:	
			Number who received an offer of Moss Hall or	Proportion that received 5 <sup>th</sup> preference or

	streets		Northside as their 1 <sup>st</sup> preference	higher
2014/15	16	8	63%	88%
2015/16	16	14	36%	93%
2016/17	14	11	82%	100%

1.26 In any one year, in any one part of the borough, the number of applications, the pattern of parental preference, the number of siblings and the number of children with priority needs will vary. The pattern of applications and offers set out above for these six streets reflects these factors. In this area of the borough, school organisation changes have resulted in an increase in places at Moss Hall Infant and Juniors, a new school at Millbrook Park, the opening of primary provision at the Wren Academy and, the Alma Free school opening, all of which are likely to impact on parental preference and the pattern of applications and offers year to year.

1.27 For 2016/17, 9 of the 11 applicants received their top choice of school and the remaining 2 received their second choice.

1.28 Given this outcome, and the findings of the Schools Adjudicator, it is not recommended to take any further action in relation to the priority area of Moss Hall Infant School.

1.29 In relation to a more fundamental review of either the use of priority areas or of amending priority areas it is also not recommended to undertake this exercise at the current time. This is for the following reasons:

A) Barnet's priority areas have been in place for many years and are well established. Although the priority areas have not been reviewed in the light of demographic growth, new schools or school expansions, this longevity provides certainty for existing Barnet residents as to the priority area associated with their address. Any change to Barnet's priority areas may be welcomed by some parents and very strongly resisted by others who may reasonably have had an expectation of a particular school when choosing where to live for their family.

B) Assessing the impact on thousands of families in Barnet of any potential change to the current priority areas presents a complex and costly exercise. It would require detailed data analysis and extensive consultation, school by school, address by address.

C) Overall in Barnet, the borough wide pattern for the satisfaction of parental preference has remained stable despite the increase in the overall population.

Academic Year	1 <sup>st</sup> preference	2 <sup>nd</sup> preference or higher	3 <sup>rd</sup> preference or higher	5 <sup>th</sup> preference or higher
2014/15	80%	89%	91%	92%
2015/16	80%	87%	91%	92%

2016/17	79%	88%	92%	93%
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At a strategic level, the high proportion of applicants who continue to receive one of their top three preferences offers reassurance that the current priority areas have remained able to deliver this level of performance during the recent period of population growth. Barnet's primary expansion programme has been targeted at expanding Ofsted rated good and outstanding schools and where parental preference is strong.

D) The Government has stated clearly its ambition for all schools to become Academies. Academies become their own admission authorities and therefore each Academy would be able to propose and consult on changes to its admission arrangements. In essence, within a fully academised system, the local authority would no longer be responsible for determining the admission arrangements. Therefore the benefits, if any, from a borough wide fundamental review could be short lived or redundant if schools convert to Academy status before any review is complete. Indeed, for any school that would be unhappy at a change to its priority area, converting to Academy status would enable this change to be avoided or reversed.

## **2 REASONS FOR RECOMMENDATIONS**

It is recommended to consult on two proposals to amend the oversubscription criteria for admission to community schools in 2018/19 to improve recruitment and retention and to ensure that the circumstances in which former pupils receive priority are clear. The reasons for the recommendation in relation to the petition are set out in paragraphs 1.23 to 1.31 above.

## **3 ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

Maintaining the current admission arrangements for 2018/19 with no further consideration of change was considered but rejected for the reasons set out above. The Council will consider the consultation responses, when deciding whether to make any changes to its admission arrangements in 2018/19. In relation to the petition, the alternative options of undertaking a borough wide review of priority areas or of a more localised review of Moss Hall Infant priority area were considered but rejected for the reasons set out above.

## **4 POST DECISION IMPLEMENTATION**

If the recommendation is approved, in relation to the recommendation to consult on changes to the admissions arrangements for community schools, consultation must take place for a minimum of 6 weeks between 1 October and 31 January, in accordance with the statutory School Admission Code. Results of the consultation will be reported to the Children, Education, Libraries and Safeguarding Committee for a decision on the final admission arrangements for 2018/19.

## **5 IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

The quality of the education offer is at the heart of Barnet's continuing success as a place where people want to live, work and study. It plays a crucial part in making Barnet family friendly, with many families attracted to the area by the good reputation of Barnet's schools. Ensuring appropriate and sufficient local school places are available for children supports the delivery of the council's Corporate Plan to ensure that 'Barnet's children and young people will receive a great start in life' and that 'Barnet schools will be amongst the best in the country, with enough places for all and with all children achieving the best that they can'.

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

There are no financial implications arising directly from this report. The cost of the consultation will be contained within the existing Admissions team budget.

The indicative cost of a borough wide review of priority areas is estimated to be between £60k to £80k. This estimate is based on project management, data analysis and the management and conduct of a borough wide consultation exercise including surveys, media promotion, presentations, focus groups and an independent analysis of survey responses. As this option is not recommended, a detailed costing has not been undertaken.

### **5.3 Legal and Constitutional References**

Under section 14 of the Education Act 1966, Barnet Council has a statutory duty to ensure that sufficient school places for providing primary and secondary education are available in the borough. The School Standards and Framework Act 1998 sets out the statutory framework for school admissions. This requires the local authority and admission authorities to act in accordance with the statutory school admission code. Whilst some functions in relation to admissions have been contracted out to Cambridge Education, the duty to determine admission arrangements for community schools remains with the Council. This encompasses duties within regulations to consult on proposed changes to admission arrangements.

School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012 require admission authorities to consult on proposed changes to admission arrangements between 1 October and 31 January in the determination year, allow a minimum of 6 weeks and to determine the arrangements by 28 February. There are prescribed groups

who must be consulted, including the governing bodies of community schools, other admission authorities in the local area, neighbouring local authorities, parents of children between the ages of two and eighteen who are resident in the local area and other interested parties as required.

Annex A, Responsibility for Functions, of the council's constitution states that the committee has responsibility for :

Planning the adequate provision of school places in the borough

To be responsible for those powers, duties and functions of the Council in relation to Children's Services (including schools)

#### **5.4 Risk Management**

Individuals can make an objection to the Office of the Schools Adjudicator (OSA) if they think that the admissions arrangements of a maintained school or an academy do not comply with the statutory School Admissions Code or legislation relating to school admissions. There is a risk that any change to Barnet's admission arrangements could result in objections to the OSA. However, this risk will be mitigated by any proposed change to the admissions criteria being subjected to a detailed assessment of its compliance with the Schools Admissions Code.

#### **5.5 Equalities and Diversity**

The Council has a duty contained in section 149 of the Equality Act to have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it

The protected characteristics are:

- age
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;
- religion or belief;
- sex;
- sexual orientation.

In reviewing its admission arrangements, the Council must ensure that it does not discriminate unfairly, either directly or indirectly, children from particular racial or social groups or a child with a disability or special educational need.

#### **5.6 Consultation and Engagement**

In accordance with the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012, admission authorities are required to consult on any proposed changes to admission arrangements and regulations set out requirements for this

consultation. In view of the low number of responses to the consultation conducted this year, new avenues to communicate and publicise the consultation will be explored.

## **6 BACKGROUND PAPERS**

Children, Education, Libraries and Safeguarding Committee, 6th January 2016  
Agenda item 7 Petition: Include Our Streets N12

<http://barnet.moderngov.co.uk/documents/s28428/Petition%20for%20the%20Committees%20Consideration%20-%20Include%20Our%20Streets%20N12.pdf>

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# **Appendix A: Proposed Admission Arrangements for Barnet Community Schools 2018/2019**

## **Oversubscription Criteria for Admission to Community Infant and Primary School Reception Classes in 2018**

Offers of places at the preferred community school(s) will be made unless the number of applicants for the school(s) in question exceeds the relevant admission limit(s). When a particular school is oversubscribed, the following criteria would be applied, in order, to allocate the places available.

1. 'Looked after children' and children who were adopted (or subject to child arrangements orders or special guardianship orders) immediately following having been 'looked after' (see Note 1)
2. Children who the Commissioning Director, Children and Young People accepts have an exceptional medical, social or other need which the school is particularly able to meet (see Note 2)
3. Children who, at the time of admission, have a sibling living at the same address who already attends the school, or the linked school in the case of separate infant and junior schools. Siblings would include half, step, adoptive and foster siblings provided they also live at the same address as the applicant
4. Children of teaching staff of the school where the member of staff has been employed at the school for two or more years at the time at which the application for admission to the school is made and will be in employment as a teacher at the school when the child starts school.
5. Children living within the individual school's defined area, with priority given to those who live closest to the school when measuring distance in a straight line (See Note 3)
6. Children living outside the individual school's defined area, with priority given to those who live closest to the school when measuring distance in a straight line (See Note 3)

### **Note 1**

A child looked after is a child in the care of a local authority or provided with accommodation by that authority in accordance with Section 22 of the Children Act 1989. An adopted child is defined by Section 12 of the Adoption Act 1976 and Section 46 of the Adoption and Children Act 2002. Child arrangements orders are defined in Section 8 of the Children Act 1989, as amended by Section 12 of the Children and Families Act 2014. Child arrangements orders replace residence orders and any residence order in force prior to 22 April 2014 is deemed to be a child arrangements order. A special guardianship order is defined by section 14A of the Children Act 1989.

### **Note 2**

Applications made under this criterion must be supported by a current letter from a doctor, social worker or other appropriate professional. The letter must specify the reasons why the particular school is most suitable for the child and the difficulties

that would be faced if the child attends an alternative school. Information not provided at the time the application is submitted may not be considered at a later date.

### **Note 3**

A map showing a school's defined area may be viewed at the school. Distance is measured in a straight line between the address point for the child's home, supplied by the Royal Mail, to the school's main gate (unless specified otherwise) using the Council's computerised geographical information system.

### **Tie Breaker**

Distance will be used as a tie-breaker within each category.

### **Final Tie Breaker**

Applicants from the same block of flats, or applicants who live the same distance from the school will be selected in random order and places will be offered accordingly.

### **Applications on behalf of Twins or Triplets**

If only one place is available at the school and the next child who qualifies for a place is one of multiple birth siblings, we will ask community schools to go over their published admission number to support the family. These children will be deemed as 'excepted' pupils under infant class size legislation.

### **Request to delay entry to school (known as deferred entry)**

Children reach compulsory school age at the beginning of the term following their fifth birthday. Parents of children below compulsory school age may defer their child's entry to a Reception class school until the later in the school year. However, a Reception class place should be taken up by the start of the summer term. If parents want their child to take up a Year 1 place in the following academic year a fresh application must be made.

### **Requests for admission outside a child's age group**

Children are educated in school with others of their age group. However, parents may request that their child is exceptionally admitted outside their age group. The head teacher will decide whether or not the individual child's circumstances make this appropriate on educational grounds. Such requests will only be agreed in exceptional circumstances.

Parents seeking admission to an age group below the child's actual age should submit their request in the September of the year before the year when children of the same age are due to start school **and** submit a 'Request for Deferred Entry' form.

### **Summer-born children**

If parents wish to apply for their summer-born child to join a Reception class, instead of Year 1, in September 2018, they must complete an application for Reception 2017 **and** submit a 'Request for Deferred Entry' form. Summer-born children are those born between 1 April and 31 August.

### **Fair processing and Sharing Information**

The information provided with an application for a school place will be used in line with the provisions of the **Data Protection Act 1998**. Barnet has a duty under the Children's Act 2004 to work with partners to provide and improve services to children and young people in the area. Therefore, Barnet may also use this information for other legitimate purposes and may share this information where necessary with other bodies responsible for administering services to children and young people. Barnet also has a duty to protect the public funds it administers, and to this end, it may use the information you have provided on this form for the prevention and detection of fraud.

The people who may receive this information are:

- o the current school
- o the school to which the child is to be admitted
- o other Admission Authorities so as to ensure that parents have provided consistent information and do not hold on to more than one school place
- o any organisation legitimately investigating allegations of fraud, criminal offences or child protection.

## **Oversubscription criteria for In-Year Admission to Community Schools 2018-19**

Offers of places up to the admission limit will be made to all those who apply unless the particular school is over-subscribed. When this occurs places will be allocated in the following order:

1. 'Looked after children' and children who were adopted (or subject to child arrangements orders or special guardianship orders) immediately following having been 'looked after' (see Note 1)
2. Children without a school place who the Commissioning Director, Children and Young People accepts have an exceptional need which the school is particularly able to meet (see Note 2)
3. Children without a school place who live within the school's associated geographical area\* and will have a sibling\*\* at the school at the time of admission
4. Children without a school place who live outside the school's associated geographical area\* and will have a sibling\*\* at the school at the time of admission
5. Children of teaching staff of the school where the member of staff has been employed at the school for two or more years at the time at which the application for admission to the school is made and will be in employment as a teacher at the school when the child starts school.
6. Children who live within the school's associated geographical area\* and who are without a school place because they have moved
7. Children without a school place who live within the school's associated geographical area\*, who are a former pupil of the school and who have attended the school in the 12 months prior to the date of the application.
8. Other children without a school place who live within the school's associated geographical area\*
9. Children who live outside the school's geographical area\* and will have a sibling\*\* in the school at the time of admission
10. Other children who live within the school's associated geographical area\*
11. Remaining places are offered to children living outside the individual school's defined area, giving priority to those living closest to the school when distance is measured in a straight line.

\*For our community secondary school (Friern Barnet School), the associated geographical area is defined as the largest area to which places have been offered at secondary transfer during the last three years.

\*\* A sibling would include a half, step, adoptive or foster sibling provided they also live at the same address and who is a pupil or has been offered a place at the school in years Reception – 11 (or in years 12-13 at Woodhouse College, provided they also attended in years 7-11 for at least one year), or at the linked school in the case of separate infant and junior schools.

### **Note 1**

A child looked after is a child in the care of a local authority or provided with accommodation by that authority in accordance with Section 22 of the Children Act 1989. An adopted child is defined by Section 12 of the Adoption Act 1976 and Section 46 of the Adoption and Children Act 2002. Child arrangements orders are defined in Section 8 of the Children Act 1989, as amended by Section 12 of the Children and Families Act 2014. Child arrangements orders replace residence orders and any residence order in force prior to 22 April 2014 is deemed to be a child arrangements order. A special guardianship order is defined by section 14A of the Children Act 1989.

### **Note 2**

Applications made under this criterion must be supported by a current letter from a doctor, social worker or other appropriate professional. The letter must specify the reasons why the particular school is most suitable for the child and the difficulties that would be faced if the child attends an alternative school.

### **Distance**

Distance is measured in a straight line between the address point for the child's home, supplied by the Royal Mail, to the school's main gate (unless specified otherwise) using the Council's computerised geographical information system.

### **Tie Breaker**

Distance will be used as a tie-breaker within each category

### **Final Tie Breaker**

Applicants from the same block of flats, or applicants who live the same distance from the school will be selected in random order and places will be offered accordingly.

### **Applications made on behalf of twins or triplets**

If only one place is available at the school and the next child who qualifies for an infant class place is one of multiple birth siblings, we will ask community schools to go over their published admission number to support the family. These children will be deemed as 'excepted' pupils under infant class size legislation. When the over-subscription criteria are applied to other applications made on behalf of twins or triplets, they will be selected in random order and places will be offered accordingly. This could result in one (or two) children in a family being offered a place but not the other(s). Where relevant, the remaining child(ren) would be retained automatically on the particular school's waiting list and would have priority should any vacancies arise at that school.

### **Requests for admission outside a child's age group**

Children are educated in school with others of their age group. However, parents may request that their child is exceptionally admitted outside their age group. The head teacher will decide whether or not the individual child's circumstances make this appropriate on educational grounds. Such requests will only be agreed in exceptional circumstances.

Parents seeking out-of-year admission should submit their request at the same time that the In-Year admission application is made.

### **Fair processing and Sharing Information**

The information provided with an application for a school place will be used in line with the provisions of the **Data Protection Act 1998**. Barnet has a duty under the Children's Act 2004 to work with partners to provide and improve services to children and young people in the area. Therefore, Barnet may also use this information for other legitimate purposes and may share this information where necessary with other bodies responsible for administering services to children and young people. Barnet also has a duty to protect the public funds it administers, and to this end, it may use the information you have provided on this form for the prevention and detection of fraud.

The people who may receive this information are:

- o The current school
- o The school to which the child is to be admitted
- o Other Admission Authorities so as to ensure that parents have provided consistent information and do not hold on to more than one school place
- o Any organisation legitimately investigating allegations of fraud, criminal offences or child protection

## **Proposed Oversubscription Criteria for Transfer to Community Junior School in 2018-19**

Offers of places at the preferred community school(s) will be made unless the number of applicants for the school(s) in question exceeds the relevant admission limit(s). When a particular school is oversubscribed, the following criteria would be applied, in order, to allocate the places available.

1. 'Looked after children' and children who were adopted (or subject to child arrangements orders or special guardianship orders) immediately following having been 'looked after' (see Note 1)
2. Children who, when the applications are processed, attend the linked infant school.
3. Children who the Commissioning Director, Children and Young People have an exceptional medical, social or other need which the school is particularly able to meet (see Note 2)
4. Children who live within the individual school's defined area and who are without a school place because they have moved
5. Children who, at the time of admission, have a sibling living at the same address who already attends the school, or the linked school in the case of separate infant and junior schools. Siblings would include half, step, adoptive and foster siblings provided they also live at the same address as the applicant.
6. Children of teaching staff of the school where the member of staff has been employed at the school for two or more years at the time at which the application for admission to the school is made and will be in employment as a teacher at the school when the child starts school.
7. Children living within the individual school's defined area, with priority given to those who live closest to the school when measuring distance in a straight line (See Note 3)
8. Children living outside the individual school's defined area, with priority given to those who live closest to the school when measuring distance in a straight line (See Note 3)

### **Note 1**

A child looked after is a child in the care of a local authority or provided with accommodation by that authority in accordance with Section 22 of the Children Act 1989. An adopted child is defined by Section 12 of the Adoption Act 1976 and Section 46 of the Adoption and Children Act 2002. Child arrangements orders are defined in Section 8 of the Children Act 1989, as amended by Section 12 of the Children and Families Act 2014. Child arrangements orders replace residence orders and any residence order in force prior to 22 April 2014 is deemed to be a child arrangements order. A special guardianship order is defined by section 14A of the Children Act 1989.

### **Note 2**

Applications made under this criterion must be supported by a current letter from a doctor, social worker or other appropriate professional. The letter must specify the reasons why the particular school is most suitable for the child and the difficulties that would be faced if the child attends an alternative school. Information not provided at the time the application is submitted may not be considered at a later date.

### **Note 3**

A map showing a school's defined area may be viewed at the school. Distance is measured in a straight line between the address point for the child's home, supplied by the Royal Mail, to the school's main gate (unless specified otherwise) using the Council's computerised geographical information system.

### **Tie Breaker**

Distance will be used as a tie-breaker within each category.

### **Final Tie Breaker**

Applicants from the same block of flats, or applicants who live the same distance from the school will be selected in random order and places will be offered accordingly.

### **Applications made on behalf of twins or triplets**

When the over-subscription criteria are applied to applications made on behalf on twins or triplets, they will be selected in random order and places will be offered accordingly. This could result in one (or two) children in a family being offered a place but not the other(s). Where relevant, the remaining child(ren) would be retained automatically on the particular school's waiting list and would have priority should any vacancies arise at that school.

### **Fair processing and Sharing Information**

The information provided with an application for a school place will be used in line with the provisions of the **Data Protection Act 1998**. Barnet has a duty under the Children's Act 2004 to work with partners to provide and improve services to children and young people in the area. Therefore, Barnet may also use this information for other legitimate purposes and may share this information where necessary with other bodies responsible for administering services to children and young people. Barnet also has a duty to protect the public funds it administers, and to this end, it may use the information you have provided on this form for the prevention and detection of fraud.

The people who may receive this information are:

- o The current school
- o The school to which the child is to be admitted
- o Other Admission Authorities so as to ensure that parents have provided consistent information and do not hold on to more than one school place
- o Any organisation legitimately investigating allegations of fraud, criminal offences or child protection.



# **Proposed Oversubscription Criteria for Friern Barnet Community Secondary School at Secondary Transfer 2018-19**

Potential offers of places up to the admission limit of 162 will be made to all those who apply unless the school is over-subscribed. When this occurs places will be allocated in the following order:

1. 'Looked after children' and children who were adopted (or subject to child arrangements orders or special guardianship orders) immediately following having been 'looked after' (see Note 1)
2. Children who, at the time of admission, have a sibling living at the same address who is a pupil in years 7 - 11 of the school, or who is attending the linked 6<sup>th</sup> Form College, Woodhouse College, if they previously attended in years 7 – 11 for at least one year. Siblings would include half, step, adoptive and foster siblings provided they also live at the same address as the applicant.
3. Children of teaching staff of the school where the member of staff has been employed at the school for two or more years at the time at which the application for admission to the school is made and will be in employment as a teacher at the school when the child starts school.
4. Priority will be given to a maximum of 16 pupils who show performing arts potential in dance, drama or music
4. Remaining places are offered on a geographical basis, with priority given to those who live closest to the school when measuring distance in a straight line (see Note 2).

## **Note 1**

A child looked after is a child in the care of a local authority or provided with accommodation by that authority in accordance with Section 22 of the Children Act 1989. An adopted child is defined by Section 12 of the Adoption Act 1976 and Section 46 of the Adoption and Children Act 2002. Child arrangements orders are defined in Section 8 of the Children Act 1989, as amended by Section 12 of the Children and Families Act 2014. Child arrangements orders replace residence orders and any residence order in force prior to 22 April 2014 is deemed to be a child arrangements order. A special guardianship order is defined by section 14A of the Children Act 1989.

## **Note 2**

Distance is measured in a straight line between the address point for the child's home, supplied by the Royal Mail, to the school's main gate (unless specified otherwise) using the Council's computerised geographical information system.

### **Tie Breaker**

Distance will be used as a tie-breaker within each category.

### **Final Tie Breaker**

Applicants from the same block of flats, or applicants who live the same distance from the school will be selected in random order and places will be offered accordingly.

### **Applications made on behalf of twins or triplets**

When the over-subscription criteria are applied to applications made on behalf on twins or triplets, they will be selected in random order and places will be offered accordingly. This could result in one (or two) children in a family being offered a place but not the other(s). Where relevant, the remaining child(ren) would be retained automatically on the school's waiting list and would have priority should any vacancies arise at the school.

### **Requests for admission outside a child's age group**

Children are educated in school with others of their age group. However, parents may request that their child is exceptionally admitted outside their age group. The head teacher will decide whether or not the individual child's circumstances make this appropriate on educational grounds. Such requests will only be agreed in exceptional circumstances.

Parents seeking admission to an age group below the child's actual age should submit their request in the September of the year before the year when children of the same age are due to transfer to secondary school.

### **Fair processing and Sharing Information**

The information provided with an application for a school place will be used in line with the provisions of the **Data Protection Act 1998**. Barnet has a duty under the Children's Act 2004 to work with partners to provide and improve services to children and young people in the area. Therefore, Barnet may also use this information for other legitimate purposes and may share this information where necessary with other bodies responsible for administering services to children and young people. Barnet also has a duty to protect the public funds it administers, and to this end, it may use the information you have provided on this form for the prevention and detection of fraud.

The people who may receive this information are:

- o The current school
- o The school to which the child is to be admitted
- o Other Admission Authorities so as to ensure that parents have provided consistent information and do not hold on to more than one school place
- o Any organisation legitimately investigating allegations of fraud, criminal offences or child protection.

## APPENDIX B – INCLUDE OUR STREETS PETITION

As well as calling on Barnet Council to retrospectively amend the catchment (priority) map for Moss Hall Infants School without delay in line with the 'Include our Streets N12' campaign, I would also ask that my views be included in the responses to the consultation on 'School Admission Arrangements for 2016/17' that Barnet Council is currently carrying out.

The catchment area map for Moss Hall Infants School contains a **GLARING ERROR** and this error has meant that for a number of years, children living in residential streets local to Moss Hall Infants School (between Nether Street and Percy Road, London N12) have **LOST OUT** on admission to Moss Hall Infants School despite being just 0.4 miles away whilst the non-residential area of St Michael's School (off Nether Street) is **WRONGLY** included in the map. There are **NO HOUSES** and **NO CHILDREN** living within the large grounds of St Michael's School and I believe that this area should be urgently re-distributed and the catchment map retrospectively revised to include the residential streets of: Coleridge Road, Derby Avenue, Grange Avenue, Hall Street, Netherfield Road and Percy Road, London N12 (the majority of which are adjacent to St Michael's School) where children **DO** actually live!

### MAIN POINTS IN RELATION TO THE CAMPAIGN AND THE CONSULTATION:

- 1) The campaign focuses on just five streets: Coleridge Rd, Derby Av, Grange Av, Hall St, Netherfield Rd and Percy Rd.
- 2) These streets are within the catchment for **ONE** school only! The 30-a-year intake Northside Primary School.
- 3) I feel that the 'Include our Streets N12' area should also be within the catchment of the next nearest school Moss Hall Infants.
- 4) The Moss Hall Infants School catchment area's northern boundary is **NETHER STREET** but the catchment map then extends further **NORTH**, not to include the streets mentioned but to wrongly include almost the entire grounds of **NON-RESIDENTIAL** St Michael's School – that is clearly wrong and should be amended without delay!
- 5) The inclusion of St Michael's School is a **MISTAKE** and I want the local authority to amend the mistake retrospectively therefore giving children in the 'Include our Streets N12' area a choice of two infant schools both within **WALKING** distance. A SCHOOL WITHIN WALKING DISTANCE SHOULD BE OFFERED OVER ONE THAT REQUIRES A BUS OR CAR JOURNEY.
- 6) If parents in the above streets fail to gain a place at Northside, they are outside the catchment for the next nearest school as mentioned, therefore they are forced to **DRIVE** or get buses to schools **OUTSIDE OF THEIR COMMUNITY**. This is not only unfair, it adds to **CONGESTION** and **POLLUTION**. Local schools help build communities and **WALKING** to school is better for everyone.
- 7) To take a child to/from school on the bus means a **£1.50** fare **EACH WAY**, so 4 journeys a day = **£6**. Multiply that by 5 days and then by 30 weeks and the cost is **£900** which is disgraceful when the next nearest school is 8 minutes away.
- 8) The southern end of the Moss Hall catchment area extends to Finchley Central and Mill Hill Viaduct, 1.1 miles from the school. The 'Include our Streets N12' area is 0.4 miles away. There are four schools to choose from in that same southern section with **300** places available (once Hillbrook is fully operational) compared to one school with **30** places! Is that fair?
- 9) Moss Hall Infants School has an **N12** postcode but **N12** is under-represented at the School with most children coming from **N3**. The northern section is far less densely populated than the southern. **N12** should be fairly represented.
- 10) The catchment map for Moss Hall Infants School clearly includes North Finchley Baptist Church on the corner of Dale Grove and Ballards Lane. The church, opened in **1879** but was **DENOLISHED** approximately **25 - 30** years ago. The catchment map has not been updated/reviewed in all that time despite huge increases in local population, that is unreasonable.

For parents and children in the 'Include our Streets N12' area, Moss Hall Infants School is their local school too.

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# Appendix C



Office of  
the Schools  
Adjudicator

## DETERMINATION

**Reference:** ADA2982

**Objector:** A member of the public

**Admission Authority:** The London Borough of Barnet for Moss Hall Infant School

**Date:** 28 October 2015

### Determination

**In accordance with section 88H(4) of the School Standards and Framework Act 1998, I do not uphold the objection to the admission arrangements determined by the London Borough of Barnet for Moss Hall Infant School for September 2016.**

### The referral

1. Under section 88H(2) of the School Standards and Framework Act 1998, (the Act), an objection has been referred to the adjudicator about the admission arrangements (the arrangements) for September 2016 for Moss Hall Infant School (the school), a community infant school for pupils aged 4 to 7 years. The admission authority and the local authority is the London Borough of Barnet. The objection is to the catchment area of the school, called defined area in the admission arrangements, which the objector considers to be unfair and to the priority for siblings.

### Jurisdiction

2. These arrangements were determined under section 88C of the Act by the London Borough of Barnet. The objector submitted the objection to these determined arrangements on 26 June 2015. The objector is a member of the public who wishes to remain anonymous. Regulation 24 of the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012 (the Regulations), provides that an objection may only be made where an objector provides his or her name and address to the adjudicator and the objector has done so in this case. I am satisfied the objection has been properly referred to me in accordance with section 88H of the Act and it is within my jurisdiction. I have also used my power under section 88I of the Act to consider the arrangements as a whole.

## Procedure

4. In considering this matter I have had regard to all relevant legislation and the School Admissions Code (the Code).

5. The documents I have considered in reaching my decision include:

- a) the objector's form of objection and supporting documents dated 26 June 2015;
- b) the local authority's response to the objection and supporting documents dated 29 July 2015;
- c) the local authority's composite prospectus for parents seeking admission to schools in the area in September 2015 and 2016;
- d) maps of the area identifying relevant schools and catchment areas;
- e) further communications from the objector and the local authority;
- f) a copy of the determined arrangements; and
- g) information about the projected number of pupils in the local authority's area, downloaded from the internet.

## The Objection

6. The objector considers that the arrangements are unfair and therefore do not comply with paragraph 14 of the Code which states that *"In drawing up their admission arrangements, admission authorities **must** ensure that the practices and the criteria used to decide the allocation of school places are fair, clear and objective"*. The objection focuses on the size of catchment areas and compares the relative size of the school's catchment area and published admission number (PAN) with those of a nearby school, Northside Primary School.
7. The objector also says that the priority for siblings is unfair as they have priority whether or not they live in the catchment area. This is unfair as the use of the sibling criterion is enabling children who live further away from the school to be allocated a place before those nearer without siblings.

## Background

8. The school is a local authority maintained community infant school for 4 to 7 year olds in the West Finchley area of Barnet. The school has a PAN of 120 for

admission to the Reception year in September 2016. The school was expanded from a PAN of 90 to 120 in 2013. The school is oversubscribed, but it admitted all applicants living in the catchment area and a short distance outside in both 2014 and 2015.

9. The local authority has a rapidly growing school population. Data from the London Government Association shows there was an increase in the number of households from 136,000 in 2011 to 150,000 in 2015 with an associated increase in demand for school places. The local authority operates a system of catchment (defined) areas for each of its schools. These were originally designed so that every address was within a catchment area and all addresses were within a safe walking route to a school. The local authority writes that the areas *“took account of the location and proximity of other schools in the area. The defined areas do not, therefore, necessarily represent the closest school to the address.”*

10. The catchment area of Northside Primary School has parts that are also in the catchment areas of other schools, namely Queenswell Infant School in the north, Summerside Primary in the south east and Moss Hall to the South. However, part of Northside’s catchment does not overlap with the catchment of any other school, including part of its most southerly area adjacent to the school’s area. It is this part of Northside’s catchment that the objector believes should be included in the school’s catchment area.

11. The arrangements for admission in September 2016 were determined by the Director for Education and Skills and were subsequently published as required by the Code; they are in summary:

- a) Looked after children and previously looked after children;
- b) Children considered to have exceptional medical/social or other needs;
- c) Children who have a sibling at the school;
- d) Children who live in the individual school’s defined area with priority given to those who live closest to the school;
- e) Children who live outside the defined area with priority given to those who live closest to the school.

### **Consideration of Factors**

12. The first part of the objection is the fairness of the catchment area of the school and the second part is the priority for siblings. There are other issues and questions which the objector submitted in the objection form and subsequent communications which are not within my jurisdiction, including questions about the responses from the local authority.

13. The first part of the objection is the fairness of the catchment area used in the oversubscription criteria which it is said contravenes paragraph 14 of the Code. The Code at paragraph 1.14 sets out the requirements for a catchment area and says *“Catchment areas **must** be designed so that they are reasonable and*

*clearly defined. Catchment areas do not prevent parents who live outside the catchment of a particular school from expressing a preference for the school.*” There is no dispute about the catchment area being clearly defined. The local authority’s website has a map for each school which clearly defines its boundaries.

14. When I consider the requirement for reasonableness, viewing the catchment area for Moss Hall about which the objection is made I see from the data supplied by the local authority that the school admitted all the catchment area pupils who applied both in 2014 and 2015 and that the school was expanded from a PAN of 90 to 120 to meet an increase in demand from the locality. I can see from the map that the all the addresses are within a reasonable walking distance from the school. I find that the catchment area for the school is reasonable and clearly defined.

15. The objector argues that not to include part of the catchment area of Northside Primary which has PAN of 30 and of those places, 22 were taken by siblings, in the catchment of the school, is unfair. The local authority’s response is that *“the high demand for primary places unfortunately means that most Barnet schools have more applications than places available. The local authority is aware that a consequence has been that an increasing number of children living in a school’s defined area were not being offered a place. So far we have responded by increasing capacity in the areas of greatest demand but have not changed the boundaries of existing priority areas”*.

16. In arguing that the catchment area is unfair, with reference to paragraph 14 of the Code, the objector has constructed a table to demonstrate this unfairness which I show below.

Year	Total Number of applications	
	Northside (30 places)	Moss Hall (120 places)
2015	283	513
2014	288	492
2013	216	426
2012	204	474

17. The objector concludes from this table that, at Northside, the chance of admission is 1 in 9 and at Moss Hall it is 1 in 4 and further argues that when the PAN of Moss Hall was increased from 90 to 120, the catchment area should have been increased to include certain roads such Avondale Avenue, which are immediately adjacent to the school’s catchment.



18. I think there may be a variety of ways to try to calculate a chance of gaining admission to a school. I asked the local authority for projected numbers of pupils in the catchment area in relation to the available PANs; they responded that they do not hold data at the level of catchment areas but of wards; I looked at numbers of first preferences in relation to PANs, so for example for September 2015, Northside had 77 first preferences and admitted 29 of them and Moss Hall had 164 first preferences and admitted 109 and at the numbers of 'in catchment' applicants offered school places, each giving a different "chance" of entry. My view of this is, in an area that is densely populated such as Barnet, where the schools are of different sizes, and then the chances of gaining a place at a school will vary between schools. I take fairness in the Code to be the application of the rules without prejudice or discrimination and just and reasonable treatment in accordance with those accepted rules or principles. Fairness does not in this case mean that all applicants will or can have the same chance of admission to the school they most prefer. I am not persuaded that the catchment area for the school is unfair and I do not uphold this part of the objection.

20. I move on to consider the second part of the objection, the place of siblings in the oversubscription criteria. The objector refers to some recent publicity and the report of the Chief Schools Adjudicator about this matter. The objector writes *"the other concern I have raised is that the Admission Criteria of Moss Hall Infant and Northside Primary School is unfair to the local children, who don't have older siblings at the school Children with siblings attending are given a priority regardless of the area in which they now live. The sibling criterion is generally a good practice. For it to appear fair, it should only be applied to families living in the area as it is in some Local Authorities. The issue was raised in 2013, when the Office of the School Adjudicator criticized the policy of awarding priority school places to siblings in heavily oversubscribed school, saying the system may harm other pupils living in the catchment area."*

21. The local authority states in its response that it *"firmly believes it is fair to support families by giving a high priority to siblings"*.

22. In some previous Codes there was a positive encouragement for admission arrangements of primary schools to prioritise siblings so that children of the same family could attend the same school. The current Code makes it clear that it is for admission authorities to determine their arrangements that must be reasonable, clear, objective, procedurally fair and comply with the law. In the paragraph on siblings the Code requires admission authorities to define siblings and to be clear about their priority. It does not encourage or discourage authorities from including sibling priority in their arrangements.

23. I can see this might be an issue of concern for the objector about Northside, where 22 of the 30 places were offered to siblings, but at Moss Hall in 2014 and

2015 all of the applicants within the catchment area were offered places and some from outside. No child living in the catchment area was denied admission because places were taken by siblings. I do not accept that for the school the priority for siblings is unfair and so I do not uphold this part of the objection.

### **Conclusion**

24. I have considered the objection to the admission arrangements of Moss Hall Infant School and have concluded that the arrangements do not contravene the Code. I have not been persuaded that difficulties identified by the objector faced by parents living in the catchment area of another nearby school make Moss Hall's catchment area unfair nor is the priority given to siblings at the school unfair. I therefore conclude that the oversubscription criteria do not contravene paragraphs 1.14 and 14 of the Code.

25. I have noted in correspondence that the local authority is aware that given the rise on the number of children for whom a school place is required some residents are concerned about the appropriateness of the catchment areas for schools. The authority will be reviewing its arrangements before determining them for 2017.

### **Determination**

26. In accordance with section 88H(4) of the School Standards and Framework Act 1998, I do not uphold the objection to the admission arrangements determined by the London Borough of Barnet for Moss Hall Infant School.

Dated: 28 October 2015

Signed:

Schools Adjudicator: Miss Jill Pullen

	<h2>Children, Education, Libraries &amp; Safeguarding Committee</h2> <h3>12<sup>th</sup> July 2016</h3>
<p style="text-align: right;"><b>Title</b></p>	<p><b>Early Years Performance Report – Progress Update</b></p>
<p style="text-align: right;"><b>Report of</b></p>	<p>Commissioning Director, Children and Young People</p>
<p style="text-align: right;"><b>Wards</b></p>	<p>All</p>
<p style="text-align: right;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: right;"><b>Urgent</b></p>	<p>No</p>
<p style="text-align: right;"><b>Key</b></p>	<p>No</p>
<p style="text-align: right;"><b>Enclosures</b></p>	<p>Annex A: Progress Update: Children’s Centre Locality Model</p>
<p style="text-align: right;"><b>Officer Contact Details</b></p>	<p>Karen Pearson – Head of Early Years and Early Help  <a href="mailto:Karen.pearson@barnet.gov.uk">Karen.pearson@barnet.gov.uk</a>                  0208 3592459</p>

<h2>Summary</h2>
<p>This report provides the committee with a progress update in relation to the Early Years’ service performance following the decision agreed at a meeting of committee on 28<sup>th</sup> October 2014 for the remodelling of the Early Years’ service. This decision was taken in order to have a clear central function to support quality improvement across the Early Years sector, and in order to further develop access to and provision of the early education entitlement for targeted two year olds and all three and four year olds, as well as to implement a locality model for the boroughs children’s centres.</p>

<h2>Recommendations</h2>
<p><b>That the Committee note the following:</b></p> <ol style="list-style-type: none"> <li><b>That the committee note the progress of the Early Years’ service performance following the Early Years review as outlined in the report.</b></li> </ol>

## **1. WHY THIS REPORT IS NEEDED**

- 1.1 At the meeting of the Children, Education, Libraries and Safeguarding (CELS) Committee on 28<sup>th</sup> October 2014 it was agreed that the Early Years' service be remodelled including a locality model of delivery for children's centres being implemented that includes continued improvements in joint working with health visitors
- 1.2 Members have requested that a progress report be presented with regard to the implementation of the reconfigured Early Years' service and therefore this report provides the Committee with a progress update in relation to the remodelling and the work undertaken by all aspects of the service area.

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 In order to meet the statutory duties in point 5.4 the committee are asked to note the progress made so that further development and embedding of the locality model can continue.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 There are no alternative options presented as this is an update report on current delivery.

## **4. POST DECISION IMPLEMENTATION**

- 4.1 Once progress has been noted by committee, the continuation of the models development will be progressed by the Early Years' Service. This service reports quarterly to the Early Years Board where these actions will be reviewed.

## **5. IMPLICATIONS OF DECISION**

### **5.1 Corporate Priorities and Performance**

- 5.1.1 The council will continue to ensure a great start in life for every child and that young people are well prepared for adulthood
- 5.1.2 The Central Early Years teams provide quality assurance and work across a range of partners to improve standards in Early Years settings that are provided in schools and through partners in the voluntary, private and independent sector (PVI's). The teams also provide brokerage and support for providers to increase their provision for targeted two year olds and all three and four year olds and to parents who wish to access early education and child care for their under 5s. The teams support the children's centre localities by providing data in relation to each localities community profile and needs analyses and report to the board the performance of all areas of the service. The central team also lead on specific pieces of work such as the recent Child Sufficiency Assessment (CSA).

- 5.1.3 The locality children centre model works to provide services and interventions for a good start in life for our youngest children, with a targeted approach for those who are vulnerable or disadvantaged. The model is one of multi-agency, integrated services and sees the children's centres as a vehicle of delivery across a whole locality rather than one building. In this way activities and services are delivered where families are, so that they are locally accessible and more likely to be utilised.
- 5.1.4 The localities are pivotal in providing early identification and intervention and as such, staff are lead practitioners for assessment and intervention as part of the Common Assessment Framework (CAF) and are part of the Team Around the Child for those children who have children's social care plans. They provide early parenting and family support that encourages good attachment and early language development that supports their 'school readiness' and positive educational outcomes. Working with partners, a range of health services are provided starting in the antenatal period with midwifery service and following birth through partnerships with health visitors. The centres support healthy eating, good mental health and good oral health so that children's life chances are improved.
- 5.1.5 To support families to move out of poverty the localities provide support in accessing training and employment through working with Employment Advisors from JobCentre Plus (JCP) and Barnet College. The localities also support parents to access their entitlement to 15 hours of free early education for targeted 2 year olds and all 3 and 4 year olds
- 5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)**
- 5.2.1 As this is a progress update report there are no additional resource implications arising directly from this report.
- 5.2.2 The current children's centre locality model - which includes both council funding and public health funding - has an agreed budget profile in 2016/17, which forms part of the agreed base budget for Family Services as agreed as part of the annual budget planning process. The agreed budget profile for 2016/17 is £1,948,961 for the council led centres and £1,447,445 for those centres led by school partners. Budgets have taken account numbers of under 5s in each locality and levels of deprivation. The central team's budget is £315,101 from the base budget and £406,450 from Early Years Dedicated Schools Grant (DSG).
- 5.3 Social Value**
- 5.3.1 The Early Years' service is built upon effective multi-agency working across partners. It ensures universal and targeted delivery of early education, child care and children's centres in local communities across the boroughs three localities in order to have locally accessible services that reach all families with a targeted approach for those who are in need but less likely to access

services.

- 5.3.2 Barnet's Early Years model supports building resilience with children and families early in a child's life in order to improve their education and health outcomes and therefore their life chances. It builds capacity and resilience in local communities through integrated work with local community organisations and through the volunteer programme.
- 5.3.3 The Early Years locality model supports and assists parents to access training and employment opportunities again building resilience in families and addressing issues of child poverty.
- 5.3.4 The Early Years model supports newly-arrived families so that social isolation is reduced and such families have access to courses such as English for Speakers of Other Languages (ESOL) in order to support their child's school readiness and to fulfil their own aspirations in relation to future training and employment.

#### **5.4 Legal and Constitutional References**

- 5.4.1 Responsibility for Functions Annex A, as outlined in the council's constitution, states that the committee is responsible for those powers, duties and functions of the Council in relation to Children's Services
- 5.4.2 Under the Childcare Act 2006, local authorities have various duties in relation to young children in their area. This includes a general duty under s.1 to improve the well-being of young children and reduce inequalities and specific duties to provide early years services in an integrated manner and to promote services to those parents who are unlikely to take advantage of them.
- 5.4.3 The 2006 Act also contains a specific duty to secure, so far as is reasonably practicable, the provision of sufficient childcare to enable parents/carers to take up or remain in work, or to undertake education and training leading to work.
- 5.4.4 The Childcare Act 2006 requires local authorities to take account of the quantity and quality of early childhood services that are or are expected to be provided.
- 5.4.5 Section 5A of the 2006 Act requires the Council to secure, so far as reasonably practicable, sufficient children's centres in its area to meet local need
- 5.4.6 The Sure Start Children's Centre Statutory Guidance 2013 sets out the core purpose of a children's centre which 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.

## 5.5 Risk Management

- 5.5.1 Family Services manages risk in accordance with the council risk management procedure. Risks are reviewed in a timely fashion and controls put in place to reduce their likelihood and/or impact.
- 5.5.2 Barnet has a rapidly growing population and the work of the Early Years' service will increase particularly in areas of regeneration. In order to continue to meet the needs of our youngest children and their families further development of the locality model and more integrated working with partners, particularly with the health visiting service and community providers, is essential in providing the best we can for what we can afford.

## 5.6 Equalities and Diversity

- 5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
  - advance equality of opportunity between people from different groups
  - foster good relations between people from different groups
- 5.6.2 The broad purpose of this duty is to integrate considerations of equality into everyday business.
- 5.6.3 The equalities characteristics of Barnet's population are taken into account in decision making, the design of policies and the delivery of services. This information, insight and data are also taken into account in extending the reach of services, for example in providing early years places.
- 5.6.4 Early Years services and provision by their nature impacts on parents of working age and children below school age more than other age groups. The delivery of the early years model impacts on women receiving maternity services and those parents wishing to return to training or work following having children. Early Years services are particularly important to lone parents, who are more likely to be female and families on low income where for both parents there can be social isolation and family/parenting support needs. In Barnet the areas of highest relative deprivation, such as Colindale, Burnt Oak, and West Hendon, have the largest proportion of black and minority ethnic groups. It has also been identified that the Jewish Community, largely based in Golders Green and Childs Hill, are less likely to make use of the children's centres. Through an annual needs analysis and providing each locality with a community profile the needs of these and other target groups are considered when devising a strategy for engagement and delivery across the locality.
- 5.6.5 Families where English is an additional language are more likely to live in areas of higher deprivation and as such are more impacted on by provision in

these areas. In Barnet, this is mostly concentrated in Colindale, Burnt Oak, and West Hendon. Parents of children with Special Educational Needs (SEN) or a disability often find it harder to locate early year's provision than other parents. It is anticipated that the continued early year's model will have a positive impact on these groups, as provision will be more targeted to groups with these protected characteristics.

## **5.7 Consultation and Engagement**

- 5.7.1 All consultation with regard to the new model had taken place prior to the Committee reaching its decision to implement the locality model. Work has taken place with parents and partners in each locality to identify need and develop integrated working; each locality has held locality planning days with partners to agree target areas, target groups and an integrated delivery plan.

## **6 BACKGROUND PAPERS**

CELS October 2014 meeting, Agenda item 9:

<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=697&MId=8016&Ver=4>



## ANNEX A: Progress Update Children's Centre Locality Model

### **The Early Years Model**

- 1.1 The locality model was implemented in September 2015 with the first term being one of settling in and adjustments to the new model by all parties and working towards a fully embedded model by January 2016.
- 1.2 The premise of the model was to have a central team for improving standards across Early Years services and settings, to develop more provision for two, three and four year olds including specific posts to support and increase child minding and to enable more parents to access their child's Early education Entitlement.
- 1.3 The Children's Centre Localities that are part of this model bring together the thirteen individual Children's Centres in order to provide more effective and efficient integrated services that will improve outcomes for our youngest children. The model looks to provide universal services such as midwifery, health visiting and early learning that are part of a universal offer for all families along with targeted services such as family support and parenting support/programmes for our most vulnerable and disadvantaged children and families. Work with health colleagues has enabled some integrated working however this area is in its early stages and requires further development.
- 1.4 Using data and local knowledge, a community profile and needs analysis is developed which enable the identification of an areas specific need, where targeted services are required, and identifies through demographics those groups that are less likely to engage whilst requiring higher levels of support. The outreach aspects of the service therefore work across the locality in local communities to build relationships and engagement.
- 1.5 We have re-structured council-led services following full consultation so that there is now integrated leadership, management and service delivery. In practice this means the five council-led services have come together and in each locality we now deliver a range of services and activities across the whole locality. The model identifies that Children's Centres are not buildings or a discrete service; rather, they are a vehicle for integrated service delivery across a range of partners.
- 1.6 Our school led Children's Centres are committed to being part of the locality model and each area has a locality manager that works to ensure integrated partnership working, including planning and quality assurance of Children's Centre services.
- 1.7 Key areas to note in this report are:

- In 2015 two of the council led centres, Newstead and Parkfield received a 'good' Ofsted judgement, with Newstead childcare also receiving a 'good' judgment.
- The end of foundation stage results (Good level of development) for 2014 and 2015 continue to be above the national average and have improved year on year.
- In the Private, Voluntary and Independent (PVI's) sector we have 120 settings with 107 (89%) graded good or better by Ofsted
- The percentage of two year olds accessing their Early Education Entitlement has risen 10% in the last year, this does however continue to be a challenging agenda
- The number of Common Assessment Framework plans (CAFs) initiated and completed in relation to children under 5 has increased indicating earlier intervention where there are emerging issues.
- All of the children's centres in the localities are now accredited as Healthy Children Centres with one achieving an outstanding rating

## **Early Years Performance**

2.1 The performance set out below is in relation to the Children's Centre Localities. There are three children's centre localities:

### **2.1.1 East and Central**

The council-led team for East and Central is based at Newstead Children's Centre which also has early education and child care on site. The locality also comprises Barnet Early Years Alliance (BEYA) which is the federated nursery schools of St Margaret's, Hampden Way and Brookhill. This includes the two children's centres previously managed individually by St Margaret's and Hampden Way Nursery Schools that have merged to become BEYA Children's Centre. In addition to the Children's Centres BEYA have been commissioned to support quality improvement across the early years' providers and promote and enable providers to deliver the targeted Free Early Education for 2yr olds offer of 15 free hours early education for our most disadvantaged two year olds. Underhill and Coppetts Wood Children's Centres are two school-led centres that are partners of the locality model. This locality is progressing well with joint planning around delivery having taken place and being implemented.

### **2.1.2 West**

The council led team here is the merger of Wingfield and Stonegrove Children's Centres. The locality also comprises Fairway and Barnfield, two

school led Children's Centres. There are regeneration projects that include both the Wingfield and Stonegrove sites and work is in place to ensure the children's centre delivery will be at the heart of the community as the regeneration progresses. This locality is progressing well with joint planning around delivery in place. Early Education for 2, 3 and 4 year olds is provided at the Wingfield site, delivered through a partnership with the Orion school.

### **2.1.3 South**

The Council led team here is the merger of Parkfield and The Hyde Children's Centres which also has early education and child care on site. From April 2016 Child's Hill, which was a school-led centre, has also merged into the locality team. The merger has taken place as Child's Hill school is increasing its reception class intake and remodelling its nursery class provision. There are close working relationships with the school with the locality team delivering children's centre services as part of the schools developing early years model. The model includes delivering early education for targeted two year olds and universal early education for three and four year olds. The school led centre that is part of the locality model is Bell Lane

There is a large requirement to increase the supply of Free Early Education for 2yr olds (FEE2) places in the south and therefore the Hyde site is being considered for an expansion in this area along with preparation planning for the increase in early education entitlement from 15 to 30 hours for parents who will meet the government's criteria.

This locality is progressing well with joint planning around delivery in place.

## **2.2 Recruitment**

To support the new model the council has undertaken a large recruitment drive to appoint over 50 staff, more than two thirds of the appointments have been made. The school led centres have also reconfigured in order to ensure that across the whole locality there is less duplication of delivery and increased integrated working.

## **2.3 Ofsted Requirements**

2.3.1 Current Ofsted inspections nationally have been suspended whilst consultation takes place on a new framework; early indications are that the move will be away from children's centres as building and more around service delivery to meet need which may become part of the council's Ofsted inspection under the remit of Early Intervention. However we continue to measure quality against the current framework and have developed a robust performance framework and toolkit, supported by an Annual Conversation process led by the central Early Years Standards Team. In 2015 two of the

council led centres, Newstead and Parkfield have received a 'good' Ofsted judgement, with Newstead child care also receiving a 'good' judgment.

## 2.4 Reach and Outcomes

### 2.4.1 There are 27,500 children aged 0-4 living in Barnet

Barnet's draft early years strategy sets out four key outcome areas that underpin the work across the Early Years sector, they are:

- Increased resilience of the most vulnerable families
- Sufficiency and take up of high quality child care places
- School Readiness
- Increased number of parents/carers with young children that are able to return to work
- Positive health outcomes for all children in Barnet

### 2.4.2 As described the Children's Centre localities are delivering universal and Early Help services to our youngest children and their families. The locality children's centres are a vehicle for multi-agency delivery providing young children and their families' access to services that deliver against the core purpose as described in the Sure Start Children's Centre Statutory Guidance 2013:

- child development and school readiness;
- parenting aspirations and parenting skills; and
- child and family health and life chances.

### 2.4.3 To deliver the core purpose the localities provide a range of activities and interventions in the following areas

- Early Education and Child Care
- Health services
- Training and employment for parents and carers
- Family and Parenting support

### 2.4.4 A dashboard for Early Intervention and Prevention (EIP) has recently been developed; children's centre and early years provide quarterly performance reports as part of this process. Our most recent data in relation to the reach of Barnet's children's centres shows:

#### **Registration across Barnet – Target 80%**

- Families registered (Census 2011 baseline) **16696** (84%)

#### **Use of Services across Barnet – Target 60%**

- Families using services (Census 2011 baseline) **15146** (76%)

**Groups from Index of Multiple Deprivation (IMD)-deprived Target Lower Super Output Areas (LSOAs) in Barnet using services – Target 65%**

- Families in target LSOAs using services (Census 2011 baseline) **2820** (86%)

## 2.5 Increased resilience of the most vulnerable families

2.5.1 In order to measure impact and outcomes, Family Support in the children's centres used an evaluation tool called Outcome Star in 2015. Since January 2016 they have used the distance travelled radar (known as radar) as their measure tool for families engaged in family support plans. As well as radar, regular case supervisions take place to measure quality and consistency across all centres.

2.5.2 In the last year West Locality Children's Centres has worked with 290 families and 186 families have demonstrated positive or improved outcomes (64%). Currently West have 43 open cases.

2.5.3 South Locality have had 128 cases since September. 100% of those families that have been recorded on radar have improved outcomes.

2.5.4 In East Central locality they have engaged with 85 families, 54 families are still receiving support with 31 cases now closed. 64% of these cases show a positive impact.

2.5.5 The localities provide various parenting programmes such as Family Links, Incredible Years and the Solihull Approach. In the last year 155 families have accessed these programmes

2.5.6 Family support in children's centres is integral in initiating and leading Common Assessment Framework plans (CAFS) and supporting partners across the early years sector. Through the work of the locality model supported by the CAF team there has been a focused approach to increasing early help and therefore CAFs in the early years.

2.5.7 In 2015/16 there were 157 CAFs open where the children were under 5 (this was 24% of all CAFs.) In relation to CAFs completed in 2014/15 there were 11 which rose to 36 in 2015/16 (320% increase). In the last year there have been 83 CAFs for children under 5 where the children's centre locality provided the Lead Practitioner.

2.5.8 This increase in the early identification of the needs of families with children under 5 has ensured appropriate interventions as part of the CAF. This may have supported the reduction in children under 5 requiring statutory intervention from Children's Social Care. In 2014/15 there were 135 children

under 5 with a CP plan, (50% of all children with a CP plan), in 2015/16 this had fallen to 110 children (35% of all children with a CP plan) In 2014/15 there were 1,289 children under 5 with a Child in Need plan (34% of all children with a child in need plan) and this has further reduced to 987 (30%) in 2015/16

## **2.6 Increased number of parents/carers with young children that are able to return to work**

2.6.1 There are 3,175 families with children under 5 where parents are in receipt of out of work benefits. (This is based on Department of Work and Pensions Work and Pensions Longitudinal Study 100% data and Her Majesties Revenue and Customs Child Benefit administrative data).

2.6.2 Our children's centre localities provide support for parents/carers in accessing training and employment opportunities. We work closely with Barnet College to provide:

- English for Speakers of Other Languages (ESOL) PreEntry E1
- WFL Paediatric First Aid
- Let's Talk
- Introduction to Childcare
- Family Links
- Digi Discipline
- Healthy Eating & Cooking
- Return to Work
- Incredible Years
- Number Fun

2.6.3 Many families have ESOL requirements and classes are provided throughout the localities. In the last year 180 parents have attended. This has led to some parents now being in employment and others accessing further training and volunteering.

2.6.4 Other adult training has included First Aid, Basic IT skills, Basic Maths and cooking courses. Outcomes included progression to further training, confidence in managing minor injuries within the families, improved health and social engagement (family meal time).

2.6.5 Every CAF plan that is initiated ensures that families have access to an Employment Advisor as part of the Families First (Trouble Families) offer.

## **2.7 Positive health outcomes for all children in Barnet**

- 2.7.1 The health and wellbeing of children in Barnet is generally better than the England average, the infant mortality rate is better and the child mortality similar. Young children in Barnet have average levels of obesity at 8.7%
- 2.7.2 85.1% of mothers initiate breastfeeding when their baby is born, however Barnet has a lower percentage of babies who have ever been breastfed compared with the European average of 89.1%\*.
- 2.7.3 Local areas should aim to have at least 90% of children immunised, the MMR and diphtheria, tetanus, polio, pertussis and Hib immunisation rates are lower than 90%
- 2.7.4 In order to continue to improve health outcomes in the early years it is vital to provide local services and information through activities that engage parents in taking up services that will improve their child's life chances. Through the localities parents are able to access universal midwifery and health visiting services and are provided support by centre staff with areas such as breastfeeding (CLCH Breastfeeding Peer Support continues to meet and exceed KPIs) weaning, oral health (nineteen Oral Health Champions now trained) healthy eating and physical exercise. As stated previously continued development of more integrated working with midwives and health visitors and of the delivery of Public Health outcomes is required.
- 2.7.5 All localities receive a list of new births every month and undertake visits to register families and offer support (for those who were not engaged in the CC's in the ante-natal period). In the South the average new births per month are 40 with the locality registering 77% in the last quarter. In the East and Central locality 134 new births have been notified with localities undertaking home visits to engage families and gaining a percentage of 41(%) of registrations in the last quarter. In the West there have been notification of 117 new births of which 70 are registered with Children's Centres this equates to 60%.
- 2.7.6 All of the centres in the localities are now accredited as Healthy Children Centres with one achieving an outstanding rating. This programme aims to positively impact on the Public Health priorities in Barnet of healthy weight healthy lives, oral health, emotional health and wellbeing, alcohol and substance misuse, smoking cessation and childhood immunisations.

## **2.8 Performance of the Central Teams**

### **2.8.1 Sufficiency and take up of high quality child care places**

There is a dedicated team of brokerage workers who work to support parents to access the free early education entitlement for 2 year olds and who work with children's centres to ensure provision of outreach services to identify and engage with families who have eligible two year olds and then to identify

suitable provision. This is a challenging agenda in Barnet due to lack of supply in our most populated and deprived areas and due to some groups not accessing their entitlement due to reasons of culture. We have a clear strategy and action plan that has seen take up of two year old places increase by 10% in the last year and a continuing upwards trajectory. We are working with providers and parents in relation to developing sufficiency in relation to the expansion of 15 hours free early education for 3 and 4 year olds. The work in the early years supports 'school readiness' which remains in Barnet above the national average.

## 2.8.2 School Readiness

In Barnet the end of foundation stage results (Good level of development) for 2014 and 2015 continue to be above the national average and have improved year on year.

2014	2015
National 60.4%	National 66.3%
Barnet 65.3%	Barnet 68.3%
Free School Meals (FSM) 52.2%	Free School Meals (FSM) 57.5%
Children in Care (CiC) No data	Children in Care (CiC) 61.5%

The Standards team provide central and bespoke training around attainment and closing the gap. All schools take part in the profile moderation programme. Advisory teachers discuss attainment and tracking vulnerable groups with managers of Private, Voluntary and Independent led settings during visits. Through this work there has been a 7% increase in achievement of our lowest attaining group (boys FSM) in the last year.

In the Private, Voluntary and Independent sector we have 120 settings with 107 (89%) graded good or better by Ofsted..

## 2.8.3 Advice Support and Challenge

There is an Early Years Board that all areas of the service report to on a quarterly basis. The board receives performance data via a dashboard and verbal updates from managers.

The Standards team provide support to schools each term and to those providers in the Private, Voluntary and Independent sector that are graded Inadequate or Requires Improvement by Ofsted, having clear action plans that are monitored and reviewed alongside regular support and challenge visits. In addition they provide regular training events and host termly network meetings in each of the locality areas for all providers.




Each Childrens Centre locality has a multi-agency advisory board to provide external advice support and challenge; these meetings take place termly and are part of agreeing the annual target groups and the locality delivery plan.

Each centre within the locality has an 'Annual Conversation' that looks at their delivery in the centres and the locality against the Ofsted framework and provides an action plan for any areas of improvement.

## **2.9 Next Steps**

Once the locality model is embedded we will work with partners on phase two. This will include looking at funding a locality rather than individual funding for each centre, and this would further develop integrated planning and delivery across the partnership, specifically with health colleagues and more integration of the early education entitlement for 2, 3 and 4 year olds.

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	AGENDA ITEM 9
	<b>Children, Education, Libraries and Safeguarding Committee</b>  <b>12<sup>th</sup> July 2016</b>
<b>Title</b>	<b>Early Years Review Phase 2</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	No
<b>Enclosures</b>	Appendix A- Early Years Review: Phase 2- Strategic Outline Case
<b>Officer Contact Details</b>	Ben Thomas, Strategic Lead, Children and Young People <a href="mailto:ben.thomas@barnet.gov.uk">ben.thomas@barnet.gov.uk</a> 07590450626

<b>Summary</b>
<p>Barnet’s Children &amp; Young People’s plan sets out our vision for Barnet to be ‘the most Family Friendly borough in London by 2020.’ This means making Barnet an even better place to live for all our families and our strategy to achieve this is to focus on developing families’ resilience. Resilience, evidence tells us, is critical to achieving best outcomes for children and young people.</p> <p>The early years in particular are a crucial time for children and families to develop resilience. It is a time of opportunity for the development of cognitive skills, as well as social and emotional development, which provide the bedrock for future learning and development. Giving the right support during this period is crucial if Barnet is to realise its vision of safe, healthy and resilient children and families.</p> <p>Since the last review of our Early Years services in 2014, there have been a number of changes. The recent Childcare Act 2016 sets out that eligible 3 and 4 year olds of working parents will now be eligible for 30 hours of free childcare, an increase from the current 15 hours. The qualifying criteria is reserved to regulations and the new duty on the Secretary of State is not yet in force, however it is clear that Government policy is to provide further support to working parents. This is in addition to the 40% most disadvantaged 2 year olds</p>

now being entitled to 15 hours of free early education. These changes will mean a significantly increased investment in the universal early years offer.

Alongside this, health visitors and schools nurses are instrumental in delivering the universal 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. The transfer of responsibility to local authorities for public health commissioning also provides an opportunity to look at commissioning more integrated services in the early years.

These changes, together with the need to find further savings in line with the Medium Term Financial Strategy, mean that we have to look again at how best to provide Early Years services that will deliver the Family Friendly Barnet vision but which is also sustainable in the long term. The Early Years' Review: Phase 2 project is being established to further develop the model established in phase 1 in light of these strategic changes and challenges.

The project has the following objectives:

- To deliver the best outcomes possible for children and families in the early years with the resources available.
- To enable vulnerable families with children under five years old to build their resilience, reducing need for more costly later interventions.
- To provide integrated services so that they are joined up around the needs of families and feel seamless to users.
- To support meeting the duty to provide sufficient, high quality childcare for eligible 2, 3 and 4 year olds.
- To develop a sustainable model for early years services.

## **Recommendations**

- 1. That the Children, Education, Libraries and Safeguarding Committee note the content of the report and approve the strategic outline case.**
- 2. That the Children, Education, Libraries and Safeguarding Committee delegate authority to the Commissioning Director of Children and Young People to prepare a draft outline business case, with options for consultation, and report back to a future meeting of this committee.**

## 1. WHY THIS REPORT IS NEEDED

### Strategic Context and the case for change

- 1.1 The importance of early intervention and prevention, especially in the first five years of life, has been emphasised in a number of reviews commissioned by central Government over recent years, including the Allen Review on Early Intervention<sup>1</sup>, Frank Field's Review of Poverty and Life Chances<sup>2</sup> and Tickell's Early Years Foundation Stage Review<sup>3</sup>. The evidence from these is clear that 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. The evidence shows that the early years are a critical time for children and families to develop resilience, which is central to the strategy set out in the Children and Young People's Plan.
- 1.2 Following a review in 2014, a locality model for early years was implemented in September 2015. The model has brought together the 13 individual Children's Centres into three localities to provide a universal offer for all families along with targeted services such as family support and parenting support/programmes for vulnerable children and families.
- 1.3 Since that review, there have however been a number of further developments. The recent Childcare Act 2016 set out that qualifying 3 and 4 year olds of working parents will now be eligible for 30 hours of free childcare, an increase from the current 15 hours. This is in addition to the 40% most disadvantaged 2 year olds now being entitled to 15 hours of free early education. These changes, once brought in, will mean a significantly increased investment in the universal early years offer and will also mean an even greater pressure to find additional early years and childcare places in Barnet. The detail of how the Secretary of State will meet the new duty will be set out in regulations, however this could include a duty on local authorities to secure sufficient childcare free of charge in their local areas.
- 1.4 As well as the increased early education and childcare, a universal service is offered through the Healthy Child Programme, delivered mainly by health visitors in the early years, 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.
- 1.5 There is evidence that integrated services are better for families. The previous review recommended that health visitors and early year's services integrate in the medium term. However currently they are structured differently. Responsibility for the commissioning of health visiting transferred to local authorities in 2015 and this has provided an opportunity to explore commissioning a more integrated service.

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<sup>1</sup> Graham Allen MP, Early Intervention: The Next Steps, Cabinet Office, January 2011

<sup>2</sup> Frank Field MP, The Foundation Years: Preventing Poor Children Becoming Poor Adults, Cabinet Office, December 2010

<sup>3</sup> Dame Clare Tickell, The Early Years: Foundations for Life, Health and Learning, Dept of Education March 2011

- 1.6 These changes, together with the need to find further savings in line with the Medium Term Financial Strategy, mean that we have to look again at how best to provide Early Years services that will deliver the Family Friendly Barnet vision but which is also sustainable in the long term. The Early Years' Review: Phase 2 project is being established to further develop the model established in phase 1 in light of these strategic changes and challenges.
- 1.7 The key objective in this review will be using the resources available in the most effective way to improve outcomes for children and families in the early years. Based on the outcomes set out in Children and Young People's Plan and the strategy to support families to develop their resilience, the outcomes that the review will focus on improving are:
- Increased resilience of the most vulnerable families.
  - School readiness for all children in Barnet.
  - Positive health outcomes for all children in Barnet.
  - Increased take up of free early education and childcare.
  - To support parents and carers with young children to return to work.

### **Services in scope**

- 1.8 Early Years cover the 0-5 age range, including some antenatal services. The key services that are in scope for this project are:
- Health Visitors
  - Family Nurse Partnership
  - School Nursing Services
  - Children's Centres
  - Early Education and Childcare:
    - For the 40% most disadvantaged 2 year olds
    - For all 3 and 4 year olds
  - Community midwives
  - Other health services for under 5s (eg. healthy eating, dental health)
- 1.9 There are also a number of other services provided by the Voluntary and Community Sector that provide support to children and families in the early years, such as Homestart and the partnership with these will need to be considered as part of the review.

### **Areas for consideration**

- 1.10 With this context in mind, there are a number of areas for consideration in shaping our evolving model of early years. These will be explored further in the development of the draft outline business case, which will set out a range of options for consultation. These considerations are:
- Embedding a resilience model for early years, targeted at vulnerable families.
  - Increased integration of early years services

- Remodelled universal offer
- Using buildings differently

## 2. REASONS FOR RECOMMENDATIONS

### **Embedding a resilience model for early years, targeted at vulnerable families**

- 2.1 As set out earlier, building resilience is central to the Children's and Young People's Plan and the early years are a crucial period for building resilience. An objective for any new model for early years will be to embed a resilience model for early years across all services. This will require working with stakeholders from across early years services to develop a resilience practice model.
- 2.2 A more targeted service to enable vulnerable children and families to develop their resilience is key to reducing demand into more costly later interventions. Currently there are separate service for 0-5 year olds and 5 -19 years olds. Options for a targeted service will include:
- An integrated targeted service providing family support to enable families with 0-5 year olds to develop resilience.
  - An integrated targeted service providing family support to enable families with 0-19 year olds to develop resilience.

### **Increased integration of early years services**

- 2.3 It was recommended in the previous review that health visiting and children's centres services should be integrated in the medium term. There have been some areas of progress on implementing a more integrated model, for example in developing integrated health and early year's reviews for 2-2½ year old children. However, this needs to go further if there is to be a truly joined up service for users. The children's centres are currently structured into three localities, whereas health visitors are currently located in seven bases, and therefore these structures do not align.
- 2.4 Integration options that will be explored in a draft outline business case will be:
- Aligning staffing structures for different services into the three localities implemented in the previous review.
  - Co-locating the early years staff into hubs based on the localities model.
  - Employing all early years staff, including health visitors, in the same organisation.
  - A targeted 0-19 service, integrated across services.

### **Remodelled universal offer**

- 2.5 Many other local authorities are consulting on what their universal offer should be. The Government's increasing investment into childcare provision, with the

40% most disadvantaged 2 year olds entitled to 15 hours and all 3 and 4 year olds of working parents to become entitled to 30 hours, alongside the universal Health Child Programme, means that the role of children's centres in providing a universal service needs to be considered. Options that we want to explore in the outline business case will be:

- Remodelling the universal children's centres offer, with health visitors and early education/childcare forming the core universal offer, reflecting the changing childcare landscape.
- Children's centre universal offer focusing on 0-2 age range where evidence is that the biggest impact is made.
- Some universal services being provided by the community/volunteers or paid for by service users.

### **Using buildings differently**

- 2.6 There are currently 12 children's centres in Barnet. If there is a change to the level of universal children's centres provision then it would provide an opportunity to use some of the buildings for early education and childcare provision. The options to be explored further in a draft outline business case will be around some buildings, which are currently being use for children's centres provision, to be used instead to provide early education and childcare places for 2, 3 and 4 year olds.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The Strategic Outline Case makes the case for further exploring a range of options to build on the model implemented in Phase 1 of the Early Years Review, through the development of a draft outline business case.
- 3.2 The alternative option would be to do nothing and continue with the same model which is currently in place. This is not recommended as it would:
- Not improve resilience outcomes in the early years in line with Barnet's new vision set out in the Children and Young People's Plan
  - Only provide for limited integration of early years services
  - Not reflect the new financial position and therefore unlikely to be sustainable in the long term

## **4. POST DECISION IMPLEMENTATION**

- 4.1 The next steps in the project are:
- Continue and expand the Stakeholder engagement
  - Develop the options in more detail
  - Carry out more detailed financial and other analysis (eg impact of changes in other authorities)
  - Build the options' assessment criteria
  - Prepare consultation documents as part of a Draft Outline Business Case



## 5. IMPLICATIONS OF DECISION

### 5.1 Corporate Priorities and Performance

5.1.1 Embedding a resilience model for early years, targeted at vulnerable families supports the corporate priorities of fairness, responsibility and opportunity, through helping families with young children to be able to help themselves through developing their resilience in the early years.

5.1.2 Developing an integrated model in the early years supports Barnet's Health and Wellbeing Strategy 2015-20, which includes objectives to 'improve outcomes for young children and their families' and provide care and support to facilitate good outcomes, including through integrating health and social care services.

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

5.2.1 The overall investment in early years' services is set out below. When the Children's Centre and early years' health budgets are combined with childcare funding, LBB has a budget of approximately £29.653m. Whilst the Children's Centre Budget is not ring-fenced, the health-related budgets will have their ring-fence removed from April 2018.

Budget Area	16/17 Budget (£m)	Ring-Fenced
Children's Centres	£3.632m	No
Health Visiting	£4.272m	Yes - Until 2018
Breast Feeding	£0.115m	Yes - Until 2018
Family Nurse Partnership	£0.350m	Yes - Until 2018
Dental Health	£0.059m	Yes - Until 2018
2 Year old places	£4.005m	Yes (DSG)
3 and 4 year old places	£16.190m	Yes (DSG)
School Nursing Services	£1.030m	Yes – Until 2018
<b>Total</b>	<b>£29.653m</b>	
<b>Total not ring-fenced currently</b>	<b>£3.632m</b>	Includes Public Health funding of £375k
<b>Total not ring-fenced after 2017</b>	<b>£9.458m</b>	

5.2.2 In November 2015 the Children, Education, Libraries and Safeguarding Committee agreed a savings programme in order to meet the target saving required for 2016-20, which had increased to £14.5m from £9.9m previously. This agreed savings programme then informed the Council's Medium Term Financial Strategy, which was agreed by the Policy and Resources Committee on 16 December 2015.

5.2.3 Included in this savings programme was a saving of £800,000 from the Early Years' budget. Due to ring-fencing, this will be primarily from the children's centre budget and represents about a 22% cut in total funding (0.8m from £3.6m). When combined with the £700,000 savings achieved by Children's Centres during the first round of the MFTS, it represents a total reduction in children's centre funding of around £1.5m.

### 5.3 **Social Value**

5.3.1 The draft outline business case will give consideration to the wider social, economic and environmental benefits that could be gained through each of the options.

### 5.4 **Legal and Constitutional References**

5.4.1 There are various specific and overarching statutory duties that are relevant to this project. In relation to Children's Centres, the Childcare Act 2006 places a statutory duty on the Council to provide sufficient children's centres and to consult on significant changes in service provision in relation to the operation of Children's Centres. The Council must also take account of the statutory guidance for Sure Start Children's Centres. Section 1 of the Childcare Act 2006 also contains a general duty on local authorities to improve the well-being of young children in their area and reduce inequalities between young children. Well-being is defined as including physical, mental health and emotional well-being, protection from harm and neglect, education, training and recreation and the contribution made by them to society.

5.4.2 The Childcare Act places a duty on the Council to secure sufficient childcare provision, so far as is reasonably practicable, so as to meet the needs of parents who are working, wish to commence work or to undertaken education or training, which could assist them in obtaining work. As set out in this report, certain childcare must be provided to eligible children free of charge. The Childcare Act 2016 received royal assent in March 2016 and places a duty on the Secretary of State to secure 30 hours of childcare for eligible children of working parents. The legislation is not yet in force and regulations will determine how this duty will be met, which could include placing duties on local authorities to deliver this duty.

5.4.3 The Council has a number of public health duties, including the duty to commission public health services for children aged 0-5 years. This includes a requirement to provide or make arrangements to secure the provision of a universal health visitor review to be offered to pregnant women and children at four prescribed ages up to the age of 2.5 years. The relevant regulations require the Secretary of State to conduct a review of provision to determine

whether it is necessary to continue to mandate certain requirements in relation to universal health visiting services. This review must be conducted by 30 March 2017.

## 5.5 Risk Management

5.5.1 Project risks have been identified in the strategic outline case, along with mitigation measures. These will be managed through the project governance arrangements, in accordance with the Council's project management standards. The key risks to this project relate to:

- Further changes to Government policy relating to early years, which could not align with the early years model. This will be mitigated as far as possible by continued monitoring of DfE announcements.
- Failure to engage with the Delivery Unit and partners could result in a new model not being deliverable. This will be mitigated through planned stakeholder engagement in the development of the outline business case.
- Failure to consult sufficiently could result in a public backlash. This will be mitigated by undertaking a full public consultation on the options available.

## 5.6 Equalities and Diversity

5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- advance equality of opportunity between people from different groups
- foster good relations between people from different groups

The broad purpose of this duty is to integrate considerations of equality into day to day business and to keep them under review in decision making, the design of policies and the delivery of services.

An initial Equality Impact Assessment has been carried out and is appended as Appendix 2 to the Strategic Outline Case.

## 5.7 Consultation and Engagement

5.7.1 Stakeholder engagement will be one of the priorities of the project. An initial stakeholder analysis can be found as Appendix 3 to the Strategic Outline Case.

5.7.2 There will be further engagement with key stakeholders to inform the development of the outline business case. When the outline business case comes back to CELS in September 2016, it will set out recommendations on the preferred options on which to go out to consultation. This will be a full consultation with all key stakeholders, including service users, residents, partners and staff.

## **6. BACKGROUND PAPERS**

- 6.1 Decision taken at November 2015 Children, Education, Libraries and Safeguarding (CELS) Committee agreeing to recommend the savings programme as set out in Appendix A to Policy and Resources Committee, including a saving of £800,000 from the Early Years' budget.

<http://barnet.moderngov.co.uk/documents/s27441/Annual%20Business%20Planning.pdf>

- 6.2 Decision taken at June CELS that the Committee approve the Children and Young People's Plan 2016-20.

<https://barnet.moderngov.co.uk/documents/s32462/Barnet%20Children%20and%20Young%20People%20Plan%202016-2020.pdf>

# APPENDIX A- EARLY YEARS' REVIEW: PHASE 2 - STRATEGIC OUTLINE CASE

## 1. INTRODUCTION AND BACKGROUND

### 1.1 Summary

Barnet's Children & Young People's plan sets out our vision for Barnet to be 'the most Family Friendly borough in London by 2020.' This means making Barnet an even better place to live for all our families and our strategy to achieve this is to focus on developing families' resilience. Resilience, evidence tells us, is critical to achieving best outcomes for children and young people.

The early years in particular are a crucial time for children and families to develop resilience. It is a time of opportunity for the development of cognitive skills, as well as social and emotional development, which provide the bedrock for future learning and development. Giving the right support during this period is crucial if Barnet is to realise its vision of safe, healthy and resilient children and families.

Since the last review of our Early Years services in 2014, there have been a number of changes. The recent Childcare Act 2016 sets out that eligible 3 and 4 year olds of working parents will now be eligible for 30 hours of free childcare, an increase from the current 15 hours. The qualifying criteria is reserved to regulations and the new duty on the Secretary of State is not yet in force, however it is clear that Government policy is to provide further support to working parents. This is in addition to the 40% most disadvantaged 2 year olds now being entitled to 15 hours of free early education. These changes will mean a significantly increased investment in the universal early years offer.

Alongside this, health visitors and school nurses are instrumental in delivering the universal 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. The transfer of responsibility to local authorities for public health commissioning also provides an opportunity to look at commissioning more integrated services in the early years.

These changes, together with the need to find further savings in line with the Medium Term Financial Strategy, mean that we have to look again at how best to provide Early Years' services that will deliver the Family Friendly Barnet vision but which is also sustainable in the long term. The Early Years' Review: Phase 2 project is being established to further develop the model established in phase 1 in light of these strategic changes and challenges.

The project has the following objectives:

- To deliver the best outcomes possible for children and families in the early years with the resources available.
- To enable vulnerable families with children under five years old to build their resilience, reducing need for more costly later interventions.
- To provide integrated services so that they are joined up around the needs of families and feel seamless to users.
- To support meeting the duty to provide sufficient, high quality childcare for eligible 2, 3 and 4 year olds.

- To develop a sustainable model for Early Years' services.

## 1.2 National Context

The early years continues to play a prominent role in Government strategy and the summary of the national context below shows some of the key recent changes to national policy and strategy.

### Importance of the early years

The importance of early intervention and prevention, especially in the first five years of life, has been emphasised in a number of reviews commissioned by central Government over recent years, including: the Allen Review on Early Intervention<sup>1</sup>; Frank Field's Review of Poverty and Life Chances<sup>2</sup>, and; Tickell's Early Years Foundation Stage Review<sup>3</sup>. The evidence from these is clear that 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.

### Children's centres

The statutory duty regarding children's centres provision, as set out in the Apprenticeship, Skills, Children and Learning Act 2009, and underpinned by the Children Act 1989 and the Education and Inspection Act 1996, is that local authorities must have sufficient children's centres to meet the needs of young children and parents living in the area, particularly those in greatest need of support.

The statutory guidance for children's centres sets out that their core purpose 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

### Health Visitors and The Healthy Child Programme 0 - 19

The Healthy Child Programme aims to bring together health, education and other main partners to deliver an effective programme for prevention and support. With the 0 – 5 element led through health visitors and 5 -19 led by school nursing services, 'The universal reach of the Healthy Child Programme provides an invaluable opportunity from early in a child's life to identify families that are in need of additional support and children who are at risk of poor outcomes.'<sup>4</sup> By working with, and supporting families during the crucial early years of a child's life, health visitors can have a profound impact on the lifelong health and wellbeing of young children and their families.

### Life Chances Strategy

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<sup>1</sup> Graham Allen MP, Early Intervention: The Next Steps, Cabinet Office, January 2011

<sup>2</sup> Frank Field MP, The Foundation Years: Preventing Poor Children Becoming Poor Adults, Cabinet Office, December 2010

<sup>3</sup> Dame Clare Tickell, The Early Years: Foundations for Life, Health and Learning, Dept of Education March 2011

<sup>4</sup> Best Start in Life and beyond: Improving Public Health Outcomes For Children, Young People And Families, Public Health England, January 2016

In January 2016, the Prime Minister announced that the Government would be developing a Life Chances Strategy and there is currently an Education Committee inquiry running, gathering evidence around the early years and life chances strategy. The Prime Minister's speech about the Life Chances Strategy emphasised the importance of building resilience in the early years in reducing child poverty and improving life chances, indicating the increased focus on targeting services in the early years.

### Troubled Families

The Troubled Families initiative, launched in 2012, is aimed at helping the hardest to reach families by getting parents into work, ending truancy and cutting anti-social behaviour. In the first phase of the programme 120,000 families were supported. The government has pledged to work with a further 400,000 families over the course of the Parliament and has expanded the programme to also help children under five and families experiencing debt, drug and alcohol addiction, domestic violence and mental and physical health problems. This expansion to include families with children under five in the Troubled Families Programme, suggests that the national focus of Early Years' services, and particularly children's centres, will move increasingly towards the targeted from the universal.

### Early Education and Childcare

The statutory duty for local authorities is that they 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 recent Childcare Act 2016 set out that qualifying 3 and 4 year olds of working parents will now be eligible for 30 hours of free childcare, an increase from the current 15 hours. This is in addition to the 40% most disadvantaged 2 year olds now being entitled to 15 hours of free early education. These changes, once brought in, will mean a significantly increased investment in the universal early years offer and will also mean an even greater pressure to find additional early years and childcare places in Barnet. The detail of how the Secretary of State will meet the new duty will be set out in regulations, however this could include a duty on local authorities to secure sufficient childcare free of charge in their local areas.

### Integrated services

Under the Childcare Act 2006, local authorities also have a duty to ensure that early childhood services are provided in an integrated way in order to improve access and maximise benefits to young children and their parents. National policy has long emphasised the importance of integrated support coordinated around the needs of the child and family. Key policy reports of recent years, such as the Graham Allen review of Early Intervention, Eileen Munro's reports on child protection, and the Special Educational Need and Disability (SEND) Green Paper (DfE, 2011) have all made the case for a holistic, integrated service for children and young people. The transfer of Public Health commissioning responsibilities, including the commissioning of health visiting and the Family Nurse Partnership, has provided an opportunity to explore a more integrated commissioning model for early years.

### 1.3 Barnet Context

#### The vision for children and young people in Barnet

The vision set out in the Children and Young People's Plan 2016-20 is that:

'Barnet is the most Family Friendly borough in London by 2020. Children, Young People and their families are safe, healthy, resilient, knowledgeable, responsible, informed and listened to.'

This means making Barnet an even better place to live for all families - whether a couple with dependent children, a single-parent family, a foster family, a blended family or any other kind of family. In family-friendly Barnet, families and children are able to:

- Keep themselves safe
- Achieve their best
- Be active and healthy
- Have their say

The strategy to achieve this is to focus on developing families' resilience, which evidence tells us is pivotal to delivering the best outcomes for children and young people. Through developing families' resilience we can also reduce demand for higher cost statutory interventions. (The term resilience is used to describe a situation when good outcomes occur for individuals or families in the face of adversity. An approach based on resilience involves looking for strengths and opportunities that can be built on, rather than for issues or problems to treat. )

#### The importance of developing resilience in the early years

There is an established national body of evidence showing that the early years are a crucial time for children's development and for building resilience. The brain is far more impressionable (neuroscientists use the term plastic) in early life than in maturity. This plasticity has both a positive and a negative side. On the positive side, it means that young children's brains are more open to learning and enriching influences. On the negative side, it also means that young children's brains are more vulnerable to developmental problems should their environment prove especially impoverished or un-nurturing. While it is never too late for children to benefit from an enriched learning environment, a key opportunity is lost if their development is not fully supported when they are very young.

The foundations for virtually every aspect of human development – physical, intellectual and emotional – are laid in early childhood. What happens during these early years (starting in the womb) has lifelong effects on many aspects of health and well-being – from obesity, heart disease and mental health, to educational achievement and economic status. (Marmot 2010)

The early years are also a time of first relationships. A warm and loving relationship with a sensitive and predictable care giver creates the context in which children develop positive expectations about themselves and others and develop resilience.

Warm, authoritative and responsive parenting is usually crucial in building resilience. Parents who develop open, participative communication, problem-centred coping, confidence and flexibility tend to manage stress well and help their families to do the same.' (Hill et al, 2007)



Unfortunately the first five years can also represent a period of heightened risk for some families. Even in the happiest of circumstances the arrival of a new baby increases the family's level of stress. Where families are already coping with adversities, such as economic hardships, parental mental health problems, substance misuse, or domestic violence, it is likely the stress they experience is much higher. The research literature tells us that if this stress is too high, or chronic, the child will be at substantially greater risk of social, emotional and physical problems as he or she becomes older.

While almost all parents want to do the best they can for their child, many find this very difficult, especially when there is interplay in the family between such factors as poverty, mental ill health (including postnatal depression), addiction and violence. (Allen Review)

However, the research also tells us that with the right pathways or processes, exposure to risk or adversity provides an opportunity to develop resilience.

In children and young people, resilience refers to: 'developing well despite risk status or exposure to adversity' (Masten & Powell, 2003). Resilience is not a personality trait; children become more or less resilient depending on the opportunities they are given (Research in Practice, Promoting Resilience in Children, Young People & families)

#### **1.4 The previous review**

Between June 2013 and October 2014, a review of the Early Years' Service was carried out. The review covered all services that worked with children aged 0-5, with the aim of improving delivery and securing £0.7m of savings as part of the Medium Term Financial Strategy (MTFS).

The CELS Committee agreed in October 2014 that a locality model would be implemented for early years, with three clusters of Children's Centres. This would also deliver the £700k of savings through a consolidation of the Early Years' Team and reduced opening hours in three centres. It was also agreed that there would be full integration of health visitors and children's centres in the medium term.

#### **1.5 Current model**

A locality model for early years was implemented in September 2015. The model has brought together the 13 individual Children's Centres into three localities to provide a universal offer for all families along with targeted services such as family support and parenting support/programmes for vulnerable children and families.

For the council led services there has been a restructure, so that there is now integrated leadership, management and service delivery. In practice this means the council services have come together and in each locality a range of services and activities is delivered across the area.

The school led Children's Centres are committed to being part of the locality model and each area has a locality manager that works to ensure partnership working including planning and quality assurance of Children's Centre services.

## 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 need to receive. 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.

The current contract for health visiting is with the Central London Community NHS Trust and runs until the end of March 2017.

### **1.6 Needs analysis**

A detailed needs analysis can be found at Appendix 1. The needs analysis has been structured around the five key outcomes of the Early Years' strategy. Key findings include:

#### Barnet's 0-5 population:

Between 2012-2040, there is predicted to be an overall decrease in the 0-5 population in Barnet over the period. But in both Colindale and Golders Green, the 0-5 population will see significant growth. It is also worth noting that large scale re-generation projects happening in Colindale and West Hendon, mean projections are likely to change.

#### Increased resilience of the most vulnerable families:

Barnet is a relatively affluent borough but with areas of persistent deprivation. These are mainly concentrated in the West of the borough, but with pockets distributed elsewhere. Colindale, which is expected to see one of the highest rates of population growth for 0-5s, is one of the most deprived wards, as well as one of the most diverse with a high number of BAME children.

Initiation of early help for children and families (through CAF) does not tend to vary geographically. The West of the borough, despite having the lowest number of children aged 0-5, has the highest number of Children in Need accessing social care services. Across the borough the primary concern leading to referrals to social care is domestic violence, followed by substance misuse and mental health issues.

Across all 3 localities in Barnet, 1 and 2 year olds are the biggest users of children's centres. Children's centres have high levels of registration, attendance and sustained attendance by targeted families' children however the level of data available for usage is limited.

#### School readiness for all children in Barnet:

Barnet performs well in term of educational attainment compared to London and national LAs. Within the borough there are some disparities in terms of attainment, with children in the Central/ East localities being more likely to reach a higher GLD (Good level of Development) than those in the West.

#### Positive health outcomes for all children in Barnet:

Whilst the data on the key health outcomes for children and young people in Barnet has some significant gaps, both the incidence of dental cavities and the rate of immunisations have been flagged as areas where Barnet is performing worse than local and national LAs. In Barnet there has been a particular issue with recruitment and retention of health visitors which has had some impact of the outcomes of this service.

#### Increased take up of free early education and childcare:

The take up of the free entitlement to early education (FEE2) for the 40% most disadvantaged two year olds has continued to be a challenge in Barnet. Latest figures (May 2016) suggest Barnet has one of the lowest percentage of eligible children in provision compared to statistical neighbours, with 51% accessing provision. Barnet is also amongst the lowest in terms of provision when compared to LAs at a regional and national level. At a ward level, Burnt Oak and Colindale have the lowest uptake rate for FEE2 places, partly due to a shortage of places. These are two of the most deprived wards with the highest population of: parents on out of work benefits, and; lone parents. Barnet performs better for take up of 3 and 4 year olds, with 82% of those eligible accessing the free entitlement.

Poor uptake is partly due to a shortage of places, with the Childcare Sufficiency Statement reporting gaps in provision of places for 2, 3 and 4 year olds. The largest shortfall of places for 2 year olds is in Golders Green, and for 3 and 4 year olds, Colindale. This shortfall should be viewed in the context of the projected growth in the number of children aged 0-5 in these wards over the next few years and beyond.

The introduction of 30 hours of free childcare for 3 and 4 year old children in working families will increase pressure on places. There are 10,598 children aged 3-4 in Barnet. Estimates suggest that 56.8% of these would be eligible for the additional 15 hours of childcare, meaning there would be 6,021 eligible children in Barnet. In terms of the gap between supply and demand, estimations based on data from the insight team suggest a total of 942 places will need to be created in Barnet in response.

Projections suggest the greatest increase in demand for FEE2-4 places will be in the west of the borough, in particular Burnt Oak, Hale, Edgware and Colindale, where there is already some evidence of shortfall of places.

#### To support parents and carers with young children to return to work:

For reducing the number of adults with young children who want to return to work but are unable to, the West locality has the highest proportion of families with children under 5 who are on Out Of Work benefits.

## 2. SCOPE

### 2.1 Services in scope

Early Years cover the 0-5 age range, including some antenatal services. The key services that are in scope for this project are:

- Health Visitors
- Family Nurse Partnership
- School Nursing Services
- Children’s Centres
- Early Education and Childcare:
  - For the 40% most disadvantaged 2 year olds
  - For all 3 and 4 year olds
- Community midwives
- Other health services for under 5s (eg healthy eating, dental health)

There are also a number of other services provided by the Voluntary and Community Sector that provide support to children and families in the early years, such as Homestart and the partnership with these will need to be considered as part of the review

### 2.2 Financial baseline

Overall, there is a significant investment in the Early Years as the table below shows. When the Children’s Centre and early years’ health budgets are combined with childcare funding, LBB has a budget of approximately £29.65m. However of this, only the Children’s Centre Budget is not ring-fenced, although the health-related budgets will have their ring-fence removed from April 2018.

Budget Area	16/17 Budget (£m)	Ring-Fenced
Children’s Centres	£3.632m	No
Health Visiting	£4.272m	Yes - Until 2018
Breast Feeding	£0.115m	Yes - Until 2018
Family Nurse Partnership	£0.350m	Yes - Until 2018
Dental Health	£0.059m	Yes - Until 2018
2 Year old places	£4.005m	Yes (DSG)
3 and 4 year old places	£16.190m	Yes (DSG)
School Nursing Services	£1.030m	Yes – Until 2018
<b>Total</b>	<b>£29.653m</b>	
<b>Total not ring-fenced currently</b>	<b>£3.632m</b>	Includes Public Health funding of £375k
<b>Total not ring-fenced after 2017</b>	<b>£9.458m</b>	

Other activity is also taking place in support of the 0-5 group, for example, young children will benefit from work to tackle obesity. And midwifery activity is directly targeted at these families.

Of the Children’s Centre budget, the £3.6m is distributed across Barnet’s children’s centres (both school and in house) as follows:

<b>Children’s Centre</b>	<b>16/17 Budget (£m)</b>	<b>Children’s Centre</b>	<b>16/17 Budget (£m)</b>
Newstead	623k	Underhill	236k
Childs Hill, Parkfield & Hyde	770k	Hampden Way	179k
Barnfield	261k	Fairway	225k
Coppets Wood	250k	Bell Lane	201k
Wingfield & Stongrove	555k	St. Mary's Rent	63k
		Childs Hill Rent	30k
<b>TOTAL</b>	<b>£3,393k</b>		

85 % of the Children’s Centre budget is spent on staff costs, with over three quarters of the budget (76% or £2.6m) supporting over 70 FTE posts working directly on the frontline. Building costs are relatively low, with approximately 4% spent on rent as the table below shows:

<b>Staff &amp; Rental budget</b>	<b>16/17 Budget</b>
All Staff	<b>2,560k</b>
Children’s Centres	1,583
Childcare	669
Central team	308
Rent	<b>146k</b>
(of which £93k is rent for CCs devolved to schools)	
<b>Total Staff &amp; Rent</b>	<b>3,053k</b>

The current context necessarily means all activities must be informed by and support the need to make planned savings, and a new Early Years’ model will need to deliver the savings as planned.

## RATIONALE

### 3.1 Drivers for Change

#### Improving outcomes for children and families through enabling them to develop resilience

The key consideration in this review will be using the resources available in the most effective way to improve outcomes for children and families in the early years. Based on the outcomes set out in Children and Young People's Plan and the strategy to support families to develop their resilience, the outcomes that the review will focus on improving are:

- Increased resilience of the most vulnerable families.
- School readiness for all children in Barnet.
- Positive health outcomes for all children in Barnet.
- Increased take up of free early education and childcare.
- To support parents and carers with young children to return to work.

As part of the review, measures will be defined for each of these outcomes.

Enabling children and families to develop their resilience in the early years will also reduce the demand for later interventions, reducing the cost to local authorities.

#### Financial sustainability

In November 2015 the Children, Education, Libraries and Safeguarding Committee agreed a savings programme in order to meet the target saving required for 2016-20, which had increased to £14.5m from £9.9m previously. This agreed savings programme then informed the Council's Medium Term Financial Strategy, which was agreed by the Policy and Resources Committee on 16 December 2015.

Included in this savings programme was a saving of £800,000 from the Early Years' budget. This is primarily the Children's Centre budget and represents about a 22% cut in total funding (0.8m from £3.6m). When combined with the £700,000 savings achieved by Children's Centres during the first round of the MFTS, it represents a total reduction in Children Centre funding of around £1.5m.

The current context necessarily means all activities must be informed by and support the need to make planned savings, and a new Early Years' model will need to deliver the savings as planned.

#### National policy changes increasing demand for childcare

There was already significant pressure on early education and childcare provision in Barnet due to the additional demand created through the 40% most disadvantaged two years olds becoming entitled to 15 hours of free early education. The entitlement to an additional 15 hours of free childcare for all three and four year olds with working parents will significantly exacerbate this gap between supply and demand. To meet the duty to provide sufficient childcare will require a number of different solutions and this Early Years' Review must consider these potential solutions.

#### Reduced need for universal children's centres provision for three and four year olds

As three and four year olds with working parents will be entitled to an additional 15 hours per week of free childcare and will therefore be accessing 30 hours a week of early years provision, there will be a reduced need for universal children's centres provision for this age group.

Health visitors also work with all parents to assess the support they need and develop appropriate programmes to help give the child the best possible start in life. They deliver 5 universal checks as part of the Healthy Child Programme.

#### Integrating early year's services

There is evidence that integrated services are better for families. The previous review recommended that health visitors and early year's services integrate. Responsibility for the commissioning of health visiting transferred to local authorities in 2015 and this has provided an opportunity to explore commissioning a more integrated service.

### **3.2 Core Objectives for an early years' model**

Considering the drivers set out above and the wider context, the Project Board has established a core set of objectives for a model for Early Years' services. Our intention is to use these objectives as an overarching set of design principles to guide and shape our exploration of future delivery options for Early Years services. They will act as a basis for more detailed criteria against which options will be assessed. These are:

- To deliver the best outcomes possible for children and families in the early years with the resources available.
- To enable vulnerable families with children under five years old to build their resilience, reducing need for more costly later interventions.
- To provide integrated services so that they are joined up around the needs of families and feel seamless to users.
- To support meeting the duty to provide sufficient, high quality childcare for eligible 2, 3 and 4 year olds.
- To deliver the savings as set out in the Medium Term Financial Strategy (MTFS).

### **3.3 What are other local authorities doing?**

Whilst recognising the importance of the early years in improving outcomes for children and families, all local authorities face the same challenge of needing to make savings and reducing demand for expensive late interventions. Research has been undertaken into the changes that other local authorities have been making. Below is a summary of the key findings.

#### Other Councils

There has been an increase in the use of clustering and multiple site models, with programmes and services being delivered from a range of local venues such as libraries, schools and community centres. There has been a decrease in the number of traditional standalone centres.

There has also been an increase in the targeted work to meet the more acute needs of some disadvantaged families, with some creating a targeted 0 - 19 service, alongside a reduction in the open access 'universal' services. Local authorities that were implementing this approach expressed some concern that this would potentially make centres more stigmatised, reducing opportunities for identifying problems early.

Income generation from within Children's Centres is minimal. Some have started to introduce a small charge for their universal 'fun activities', however experience from some authorities shows that the administration of the charging system can cost more to administer than the income received.

LA	Budget reduction	Impact on CCs	Details
<b>Northants</b>	30% budget reduction for Children's Services	30% closure of Children's Centres (from 50 to 35)	<ul style="list-style-type: none"> <li>£3m is required, to be achieved by building closure &amp; efficiencies in staffing</li> <li>Also 30% reduction in budget for targeted work</li> <li>Universal services are now provided within libraries which form part of a CIC</li> <li>Concern that Level 2 families are being lost in the new design</li> </ul>
<b>Hants</b>	60% budget reduction for Family Support Service (incl. Early Help hubs, Youth Support service & CCs)	Closing 80% of CCs (54 down to 11)	<ul style="list-style-type: none"> <li>£8.5m savings required</li> <li>Proposing service redesign, a new Family Support Service bringing together Children's Centres, Early Help Hubs, Youth Support Services and Supporting Troubled Families.</li> <li>Will cease open access universal activities, will focus mainly on level 3 families</li> <li>May continue to offer some universal classes e.g. stay and play but at a charge</li> </ul>
<b>B'ham</b>	37% budget reduction for early years	Model TBC	<ul style="list-style-type: none"> <li>Anticipated model will see more floating support and tacking children's services onto places that already exist and are already used by children and families such as nurseries and health centres rather than standalone buildings.</li> </ul>
<b>West Berks</b>	25% budget reduction	Closing 30% of CCs (6 family wellbeing hubs from 13 CCs) BUT 3 handed back to schools	<ul style="list-style-type: none"> <li>Extending age range of support from 0-5 years to 0-19 years</li> <li>Emphasis on targeted support, however may still continue to deliver some of the universal activities but at a charge</li> </ul>
<b>Oxon</b>	40% decrease in whole Early Intervention budget	Closing 60% (44 centres down to 18)	<ul style="list-style-type: none"> <li>Plan to reduce centres</li> <li>Very active campaign group 'Save Oxfordshire's Children's Centres'</li> <li>£1m 'transitional' funding to help communities take on the running of children's centres post-2017</li> </ul>
<b>Harrow</b>	Savings of £1.189m to be made from Early Intervention and Children's Centres - 35% reduction in Harrow's children's centres' budgets	Reduction in number of Children's Centres	<ul style="list-style-type: none"> <li>Approval in Feb 2015 to move to a Hub and spoke model</li> <li>Retain 2 Children's Centres that fulfil the statutory definition of Children's Centres. Operate 8 "delivery sites" that will continue to offer access to some of the early childhood services on behalf of the 2 children's centres.</li> <li>Current arrangements - 5 Children's Centres, with 11 'delivery points'</li> </ul>
<b>Haringey</b>	Savings of £1.44 million to be made from EY budget (11% of 13/14 budget)	Reduce number of designated children's centres from 16 to 9. Widen focus from 0-5 to 0-19	<ul style="list-style-type: none"> <li>Widen focus of children's centre services from 0-5 to 0-19</li> <li>Establish five children's centre planning areas,</li> <li>Close seven designated children's centres</li> <li>Establish new Children's Centre Advisory Boards (CCAB) for each children centre planning area</li> </ul>
<b>Enfield</b>	Total budget £4.2 million annual budget (including commissioning) with approximately £900,000 cuts required 2015 - 2016 (21% reduction)	Reduce number of children's centres from 12 to 5 in a hub and spoke model and exploring third party alternatives	<ul style="list-style-type: none"> <li>Currently 12 centres with 24 delivery sites.</li> <li>Plan to have five standalone Children's Centres in hub and spoke model</li> <li>Management by a single coordinator for each Hub and Spoke Centre.</li> <li>Wider use of community venues whilst also using existing sites, to ensure our services are where they are most needed.</li> <li>delivery of high quality services based on outstanding practice elsewhere</li> </ul>



### **3.4 Key considerations for an evolving model for early years**

Reflecting on the changes made through the 2014 Early Years Review, and the emerging demands around increasing investment in childcare, as well as additional savings required, there are a number of considerations to shape our evolving model of early years. These are interconnected rather than discreet, for example remodelling the universal children's centres offer and using some children's centres buildings to provide childcare cannot be considered in isolation from each other. The following sections outline these key considerations, which will be explored further in the development of the draft Outline Business Case (OBC), which will set out a range of options for consultation.

These considerations are:

- Embedding a resilience model for early years, targeted at vulnerable families.
- Increased integration of Early Years' services
- Remodelled universal offer
- Using buildings differently

#### **(1) Embedding a resilience model for early years, targeted at vulnerable families**

As set out earlier, building resilience is central to the Children's and Young People's Plan and the early years are a crucial period for building resilience. An objective for any new model for early years will be to embed a resilience model for early years across all services. This will require working with stakeholders from across Early Years' services to develop a resilience practice model.

A more targeted service to enable vulnerable children and families to develop their resilience is key to reducing demand into more costly later interventions. Currently there are separate service for 0-5 year olds and 5 -19 years olds.

Options for a targeted service will include:

- An integrated targeted service providing family support to enable families with 0-5 year olds to develop resilience.
- An integrated targeted service providing family support to enable families with 0-19 year olds to develop resilience.

#### **(2) Increased integration of Early Years' services**

It was recommended in the previous review that health visiting and children's centres services should be integrated in the medium term. There have been some areas of progress on implementing a more integrated model, for example in developing integrated health and early years' reviews for 2-2½ year old children. However, this needs to go further if there is to be a truly joined up service for users. The children's centres are currently structured into three localities, whereas health visitors are currently located in seven bases, and therefore these structures do not align.

Integration options that will be explored in a draft outline business case will be:

- Aligning staffing structures for different services into the three localities implemented in the previous review.

- Co-locating the early years’ staff into hubs based on the localities model.
- Employing all early years’ staff, including health visitors, in the same organisation.
- A targeted 0-19 service, integrated across services.

### (3) Remodelled universal offer

Many other local authorities are consulting on what their universal offer should be. The Government’s increasing investment into childcare provision, with the 40% most disadvantaged 2 year olds entitled to 15 hours and all 3 and 4 year olds of working parents to become entitled to 30 hours, alongside the universal Health Child Programme, means that the role of children’s centres in providing a universal service needs to be considered. Options that we want to explore in the outline business case will be:

- Remodelling the universal children’s centres offer, with health visitors and early education/childcare forming the core universal offer, reflecting the changing childcare landscape.
- Children’s centre universal offer focusing on 0-2 age range where evidence is that the biggest impact is made.
- Some universal services being provided by the community/volunteers or paid for by service users.

### (4) Using buildings differently

There are currently 13 children’s centres in Barnet. If there is a change to the level of universal children’s centres provision then it would provide an opportunity to use some of the buildings for other purposes, such as early education and childcare provision. Options to be explored further in a draft outline business case will be:

- Some buildings, which are currently being use for children’s centres provision, could be used for a different purpose, including providing early education and childcare places for 2, 3 and 4 year olds.

## 3.5 Potential benefits

The initial benefits to be realised from this project are set out in the table below. These benefits will be unpacked in the outline business case to form a set of criteria against which to assess the options. At this stage they are derived from the key outcomes agreed for the project and further work will take place with Stakeholders over the coming weeks and months to refine them.

Type	Description of the benefit	Who benefits	Benefit value	Year benefit will start to be realised	Benefit Owner	How will the benefit be measured	*Baseline value (£, % etc) and date
Non-Financial	<b>Improves resilience of vulnerable families by providing a more integrated service that is fully joined up around their needs.</b>	<ul style="list-style-type: none"> <li>• Families</li> <li>• Partners</li> <li>• Council</li> <li>• Staff</li> </ul>	tbc	tbc	Tbc	tbc	tbc
Non-cashable	<b>More resilient families reduce cost to LBB and partners through lower demand for higher cost interventions</b>	<ul style="list-style-type: none"> <li>• Families</li> <li>• Partners</li> <li>• Council</li> </ul>	tbc	tbc	Tbc	tbc	tbc

Non-Financial	Increased availability and take up of childcare, enabling more parents to return to work.	<ul style="list-style-type: none"> <li>Families</li> <li>Local Economy</li> </ul>	tbc	tbc	Tbc	tbc	tbc
Non-Financial	Enable LBB to meet its statutory duty to provide sufficient high quality childcare.	<ul style="list-style-type: none"> <li>Council</li> <li>Families</li> </ul>	tbc	tbc	Tbc	tbc	tbc
Non-Financial	The Early Years' service is more sustainable and therefore better positioned to improve outcomes for children and families in the early years with the resources available	<ul style="list-style-type: none"> <li>Families</li> <li>Staff</li> </ul>	tbc	tbc	Tbc	tbc	tbc
cashable	Reduced cost of Early Years' services, in line with savings set out in MTFS	<ul style="list-style-type: none"> <li>Council</li> </ul>	tbc	tbc	Tbc	tbc	tbc
* Note the value and date that the baseline value was obtained, For example 67%							

#### 4. PROJECT APPROACH & DEFINITION

##### 4.1 Stakeholder Engagement & Consultation

###### Stakeholders

Stakeholder engagement will be one of the priorities of the project. Working with those most impacted by any changes – users and providers – is going to be essential if we are to get a remodelled service that is fit for purpose and which children and families want to use. Only then can we deliver the resilience outcomes we want and achieve our vision for Barnet.

###### Consultation

Although we would want to carry out a full public consultation anyway, there is a legal for us to do so should we make any material change to the provision of Children's Centres. As part of the Draft Outline Business Case in September, we will bring detailed proposals for a public consultation. The initial work around stakeholders is attached at Appendix 3 and our initial Equalities Impact Assessment is at Appendix 2.

## 4.2 Risk

The project Board has carried out an initial risk analysis. The top three are identified below.

Ref	Risk Description	Date Raised	Likelihood	Impact	Action / Mitigation
EY001	There is a risk that the DfE review of Children's Centres will make recommendations that are incompatible with the EY strategy.	26/4/16	Low	High	Until it reports, no mitigation possible. Action is to monitor DfE closely. Date for review still not known but expected in 2016.
EY002	Failure to engage with the Delivery Unit and partners could result in a new model not being deliverable.	4/4/16	Low	Med	The recent changes to the leadership of the DU mean that engagement has significantly and quickly improved.
EY003	There is a risk that any consultation is deemed insufficient leading to a significant public backlash.	4/4/16	Med	High	The most vocal of stakeholders during the previous review were Head teachers. Fully engaging with them and recognising this in the comms plan will be crucial. A full stakeholder analysis and engagement strategy will be carried out and implemented, led by the Head of the Early Years' Service.

## 4.3 Deliverables

The project will follow the Council's internal governance model and project management methodology. This will revolve around iteratively building the business case for a new model for Early Years' provision. Specifically, the project will deliver the following, which will set out the commissioning model for Early Years' provision for the MTFs period, up to 2019/20:

- A Strategic Outline Case
- An Outline Business Case
- A Full Business Case - which will include a service specification, Target Operating Model and pathway for implementation.

## 4.4 Legal references

There are various specific and overarching statutory duties that are relevant to this project. In relation to Children's Centres, the Childcare Act 2006 places a statutory duty on the Council to provide sufficient children's centres and to consult on significant changes in service provision in relation to the operation of Children's Centres. The Council must also take account of the statutory guidance for Sure Start Children's Centres. Section 1 of the Childcare Act 2006 also

contains a general duty on local authorities to improve the well-being of young children in their area and reduce inequalities between young children. Well-being is defined as including physical, mental health and emotional well-being, protection from harm and neglect, education, training and recreation and the contribution made by them to society.

The Childcare Act places a duty on the Council to secure sufficient childcare provision, so far as is reasonably practicable, so as to meet the needs of parents who are working, wish to commence work or to undertake education or training, which could assist them in obtaining work. As set out in this report, certain childcare must be provided to eligible children free of charge. The Childcare Act 2016 received royal assent in March 2016 and places a duty on the Secretary of State to secure 30 hours of childcare for eligible children of working parents. The legislation is not yet in force and regulations will determine how this duty will be met, which could include placing duties on local authorities to deliver this duty.

The Council has a number of public health duties, including the duty to commission public health services for children aged 0-5 years. This includes a requirement to provide or make arrangements to secure the provision of a universal health visitor review to be offered to pregnant women and children at four prescribed ages up to the age of 2.5 years. The relevant regulations require the Secretary of State to conduct a review of provision to determine whether it is necessary to continue to mandate certain requirements in relation to universal health visiting services. This review must be conducted by 30 March 2017.

## **5. NEXT STEPS**

The next steps in the project are:

- Continue and expand our Stakeholder engagement
- Develop the options in more detail
- Carry out more detailed financial and other analysis (eg impact of changes in other authorities)
- Build the options' assessment criteria
- Prepare consultation documents as part of a Draft Outline Business Case

The recommendations to Committee are:

- That the Children, Education, Libraries and Safeguarding Committee note the content of the report and approve the strategic outline case.
- That the Children, Education, Libraries and Safeguarding Committee delegate authority to the Commissioning Director of Children and Young People to prepare a draft outline business case, with options for consultation, and report back to a future meeting of this committee.

## **APPENDICES**

1. Detailed Needs Analysis
2. Initial Stakeholder Engagement Plan
3. Initial Equalities Impact Assessment

## APPENDIX 1 – Detailed Needs Analysis

### Early Years – Needs Assessment

#### 1. Introduction

This needs assessment informs the options analysis for phase 2 of the early years review. The assessment describes the population of children under the age of 5 and their families in Barnet. It identifies current and existing provision that impacts on early childhood outcomes as well as identifying gaps, barriers and unmet needs in current service provision.

The report is structured around the key objectives of the early years' service in Barnet identified in phase 1 of the early years review. These include:

- 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.

Analysis has been done at a variety of scales; at borough level, at ward level, at a Lower Super Output Area (LSOA) level, at a locality level. In terms of Early Years, the locality model refers to the way Children's Centres are organised geographically, with 3 localities; East/ Central, West and South (see Fig. 18).

#### 2. Barnet's 0-5 population

##### 2.1. Population and Population Growth

In 2015, it was estimated that there were 32,305 children aged between 0-5 years old. Figure 1 shows how this is broken down by single year of age and gender. The largest 'single year of age' group is 3 year olds, followed by 4 year olds. Within each single year of age, there are a higher proportion of males than females.

Gender	Age 0	Age 1	Age 2	Age 3	Age 4	Age 5
Male	2714	2705	2767	2889	2799	2712
Female	2542	2538	2502	2728	2731	2678
All Persons	5255	5243	5269	5616	5531	5390

Figure 1:

Geographically, the wards with the highest number of 0-4 year olds are Colindale with 2,005; Golders Green with 1,712; Hendon with 1,626 and Childs Hill with 1,499. High Barnet (917) and Underhill (964) have the lowest numbers of 0-4 year olds.

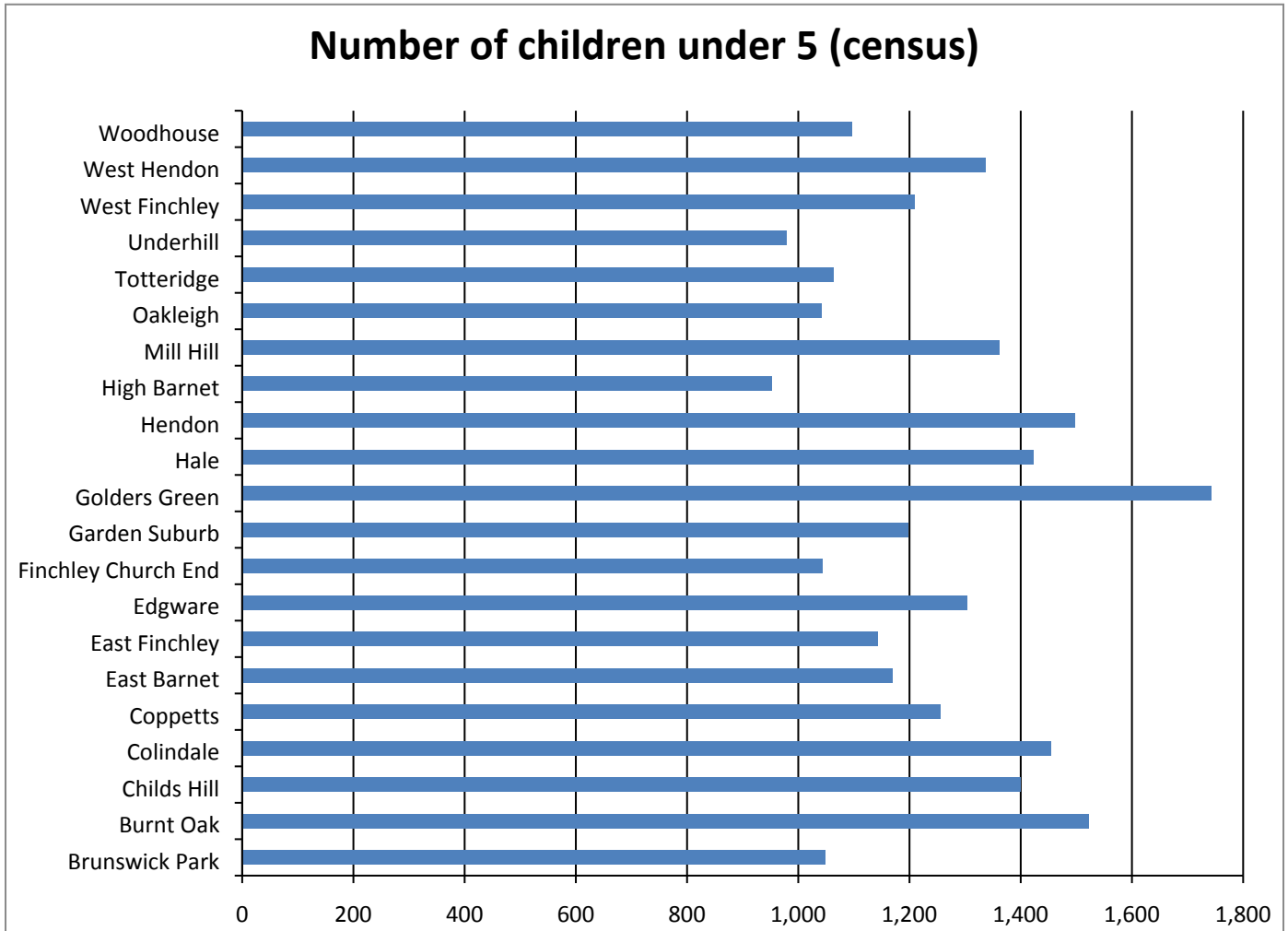


Figure 2:

Broken down by single year of age, the figures below show that around 40% of all of the under 5 population are 0 or 1.

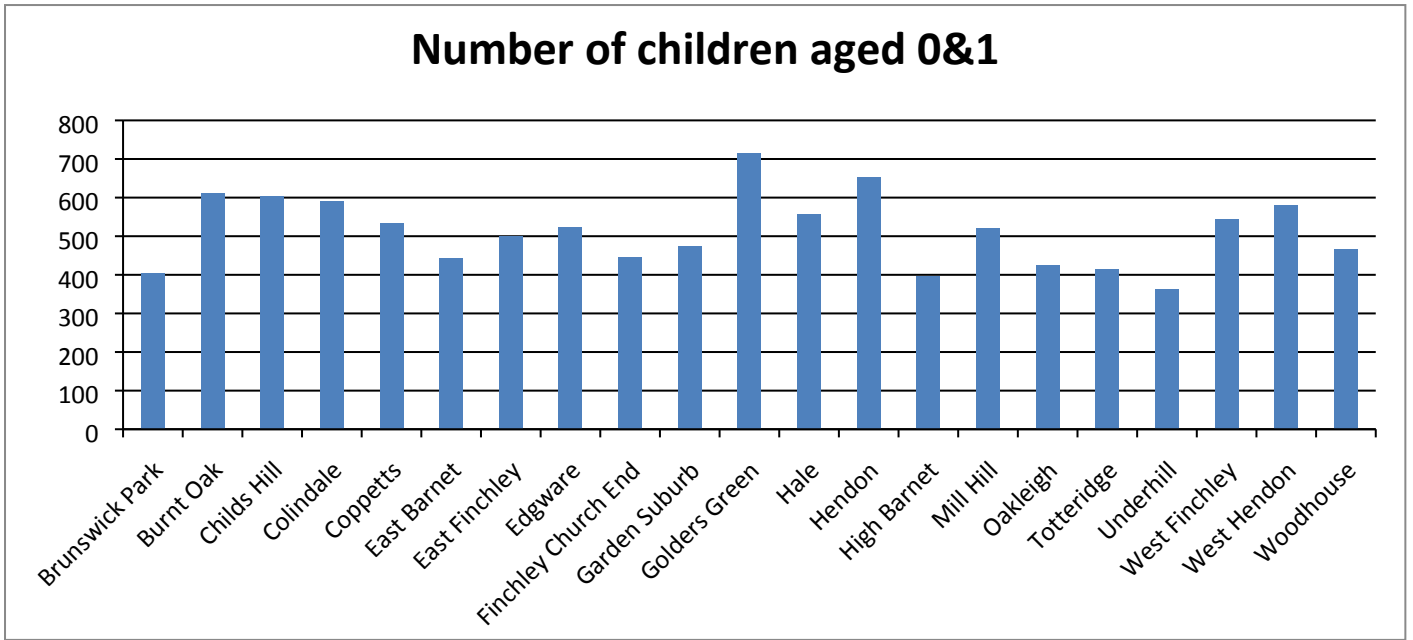


Figure 3

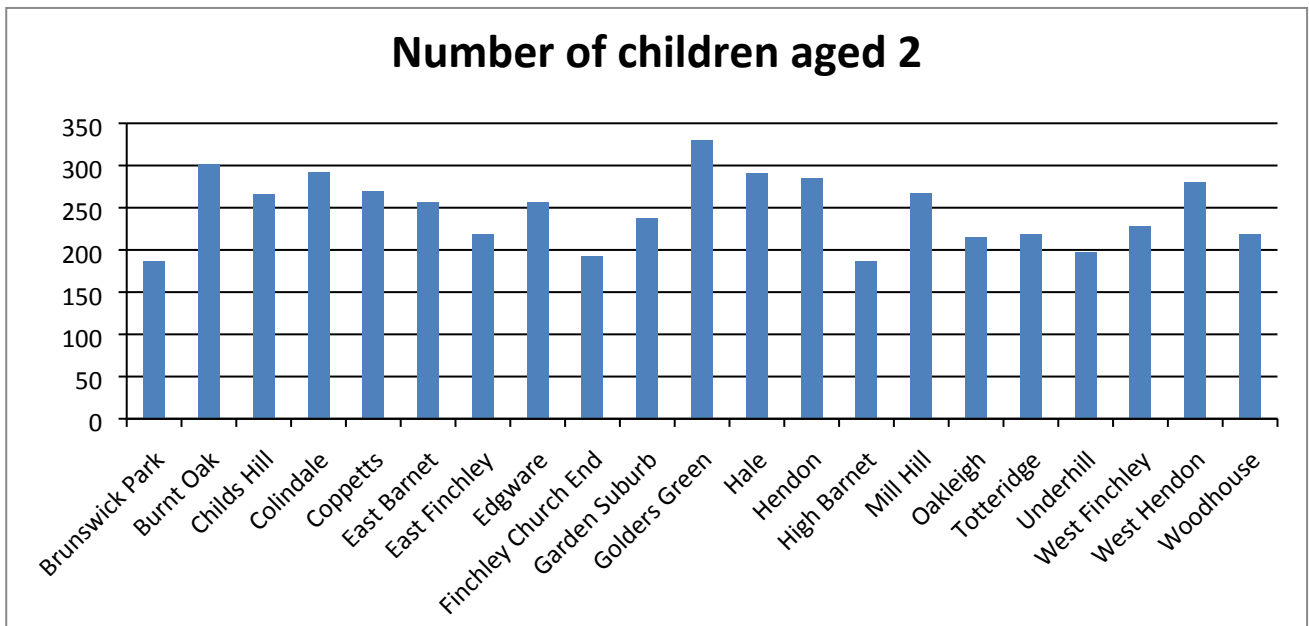


Figure 4



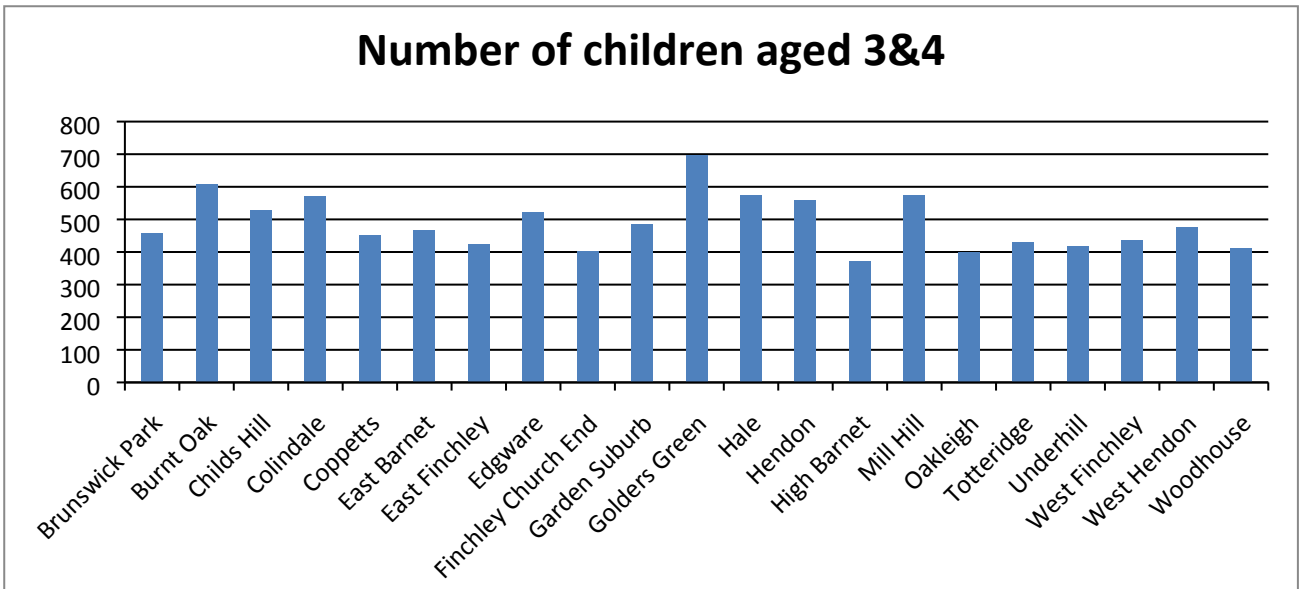


Figure 5

Looking at a locality level, East/ Central locality has the largest number of children aged under 5 with the West locality having the fewest.

By locality	Aged 0 & 1	Aged 2	Aged 3 & 4	Aged under 5
East Central	4,530	2,329	4,402	11,261
South	3,465	1,782	3,294	8,541
West	3,103	1,474	2,930	7,507
<b>Total Barnet</b>	<b>11,098</b>	<b>5,585</b>	<b>10,626</b>	<b>27,309</b>

Figure 6

Latest GLA population projections (April 2016) predict that for the period from 2012 to 2040, there will be a net decrease in children aged 0-5 years from 32,176 to 29,493, a decrease of 8.34%.

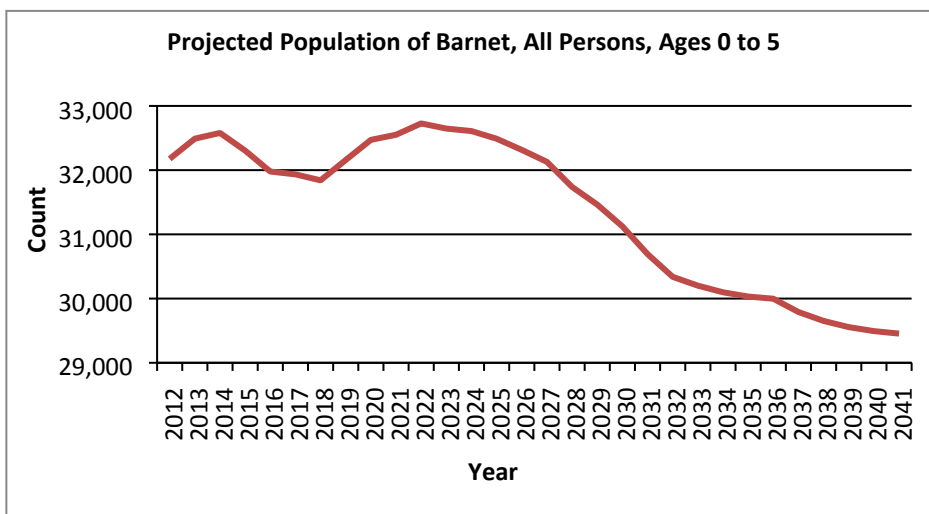


Figure 7

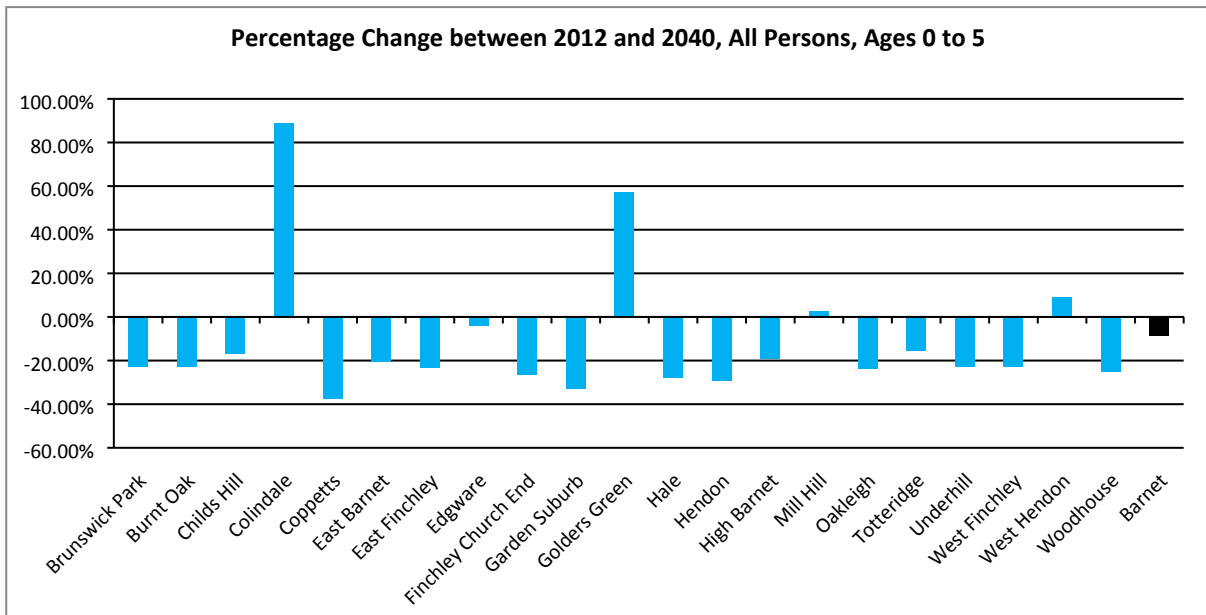


Figure 8

Whilst there is a decrease in 0-5 population over the whole period from 2012-2040, within this there are variations. Between 2012 and 2015, population growth for children aged 0-5 in Barnet has been at a rate of 0.4%. At a ward level this growth has been concentrated in Burnt Oak (7.5%), Childs Hill (5.5%), Colindale (19.4%), East Finchley (4.3%), Edgware (8.6%) and West Hendon (3.4%), with all other wards seeing a decrease in the number of 0-5s.

Population is predicted to fall between 2015-2018 but then increase from 2018-2022 meaning that in the ten year period (2015 to 2025) there is a small net population increase of 0.57%. However, this small population increase across the borough as a whole masks some significant variation between wards. Colindale is expected to have a 90% increase in children aged between 0-5 years old, and Golders Green is expected to see an increase of 39%. Mill Hill (20%) and to a lesser extent West Hendon (5%) are also expected to see small population increases with all other wards seeing an overall population decrease from their 2015 levels.

Between 2025 and 2035 there is expected to be an overall 7.6% decrease in the 0-5 population across the borough, however again ward level data shows this decrease is not uniform, with Golders Green (24%) and to a lesser extent West Hendon (1%) seeing an increase in 0-5s.

In summary:

- Predicted to be a decrease in 0-5 population in Barnet over the period 2012-2040.
- Whilst overall trend in the borough is decline in 0-5 population, Colindale (88.6%) and Golders Green (57.1%) are exceptions seeing significant increases in 0-5 population.
- Effects of large scale re-generation, particularly in Colindale and West Hendon, may mean projections are unreliable.

### 3. Identification and support of most vulnerable families

#### 3.1. Locality needs i.e. who / where are our most vulnerable families

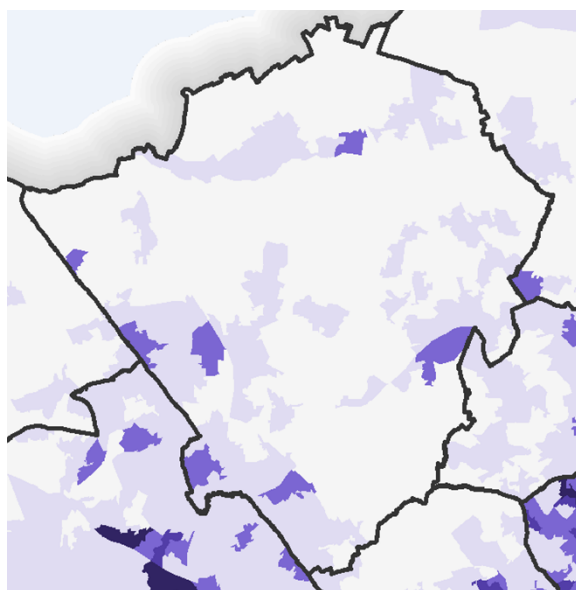
It is estimated that third of all children in the UK live in poverty. Child poverty touches all areas of a child's life, from the home they live in to their health, educational attainment, involvement in crime and social exclusion and is the most significant general indicator of risk.

### 3.1.1. Deprivation 0-5 years

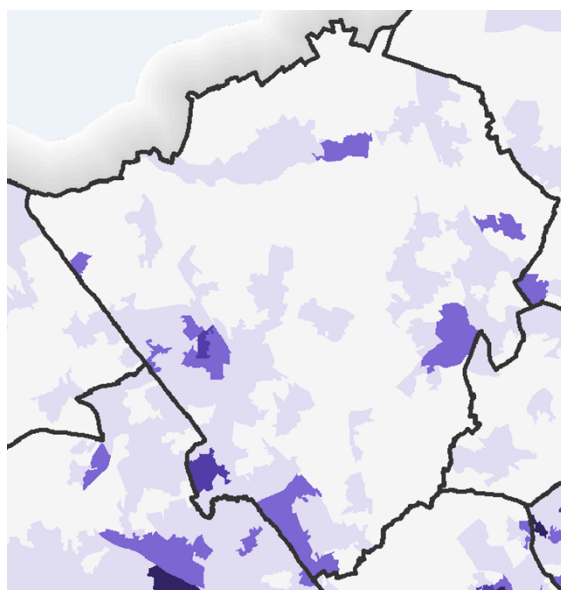
To date, the Index of Multiple Deprivation (IMD 2010) has been the primary source for measuring deprivation in England and Wales. The 2010 update to the Index of Multiple Deprivation, ranks Barnet 176th out of the 326 local authorities in England and Wales for deprivation – just slightly below the average. This is 48 places higher than 2007 (128th) suggesting that deprivation has increased over this period compared to other local authorities.

Relative to other London boroughs, Barnet is ranked 25th out of 33 local authorities and nearly all of the LSOAs in Barnet have become less deprived relative to the rest of London since 2007. Figure 4 maps IMD scores across the borough in 2010 and 2015 showing that patterns of poverty have seen some changes with the western border of the borough in the South seeing an increase in poverty as well as some increase in pockets of poverty to the North and East of the borough.

**IMD 2010**

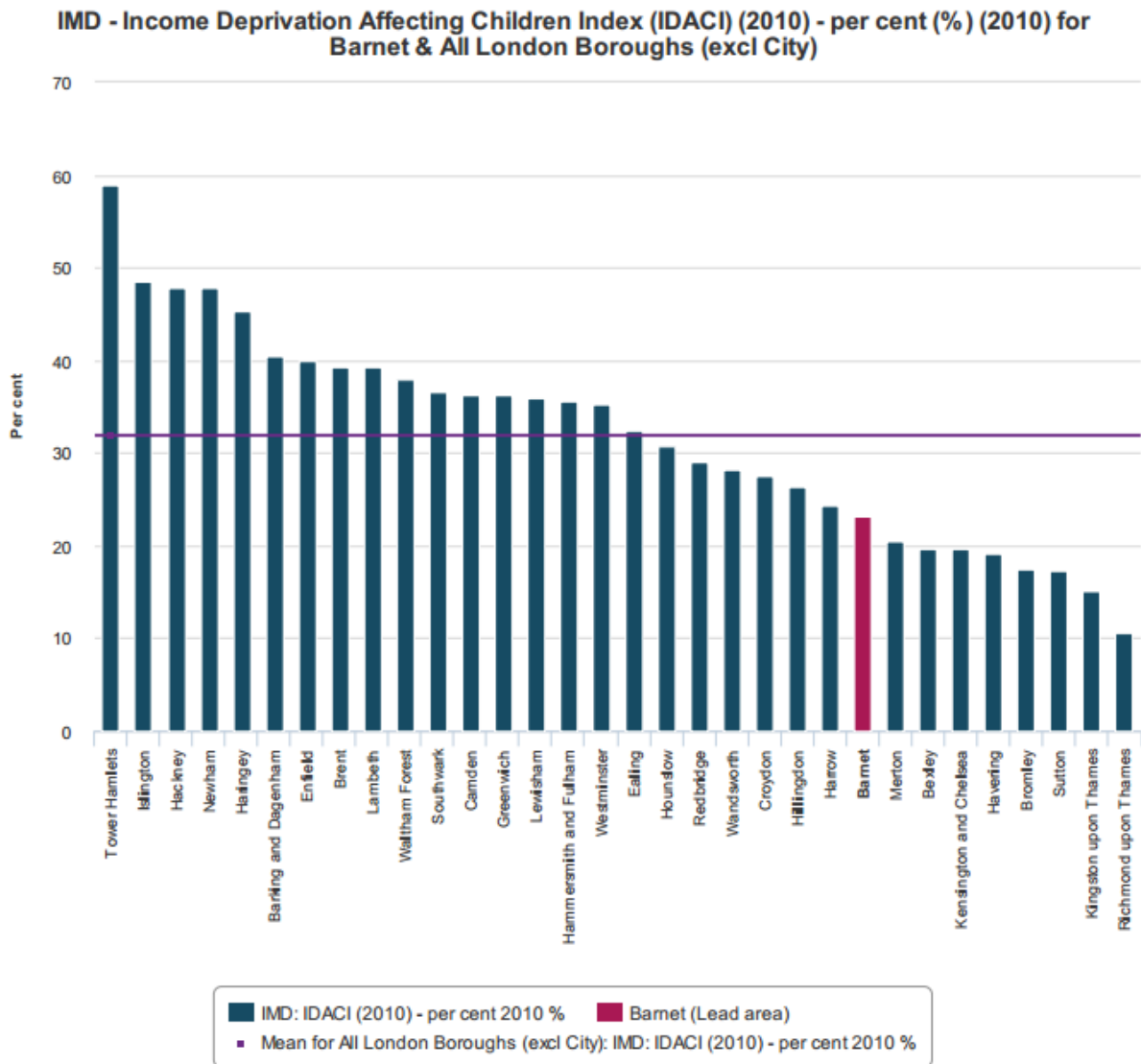


**IMD 2015**



Local Authorities, including Barnet, are moving towards more nuanced measures of child poverty. The Income Deprivation Affecting Children Index (IDACI), which is a specific subset of the income Deprivation Domain relating to child poverty factors, provides a more accurate picture of the proportion of children under the age of 16 in an area living in low income households. Under IDACI, families are classed as income-deprived if they are in receipt of income support, income based jobseekers allowance or pension credit, or child tax credit with an equivalised income (excluding housing benefits) below 60% of the national median before housing costs.

Latest IDACI figures (2010) suggest that in Barnet 23.17% of children under the age of 16 are living in families that are income deprived. This is below the London average of 31.96% which is shown in Figure 5.



Source:  
Communities and Local Government

Figure 10

Looking at IDACI at an LSOA level, data suggests that 14% of children in Barnet are living in the 33 most deprived LSOAs. These are defined as LSOAs which are in the lowest 20% for IDACI.

In summary, Burnt Oak and Colindale are the wards with the largest number of deprived LSOAs with both IMD and IDACI indicating that the most deprived communities are concentrated in the West of the Borough. It is worth noting that these areas of highest deprivation are areas in which large scale regeneration projects are underway which may mean patterns change over time.

There are notable pockets of poverty in other parts of the borough notably in Underhill, Golders Green, East Finchley and Child's Hill. Most significant for this analysis is that Colindale and Golders Green are both predicted to see the biggest increase in numbers of 0-5 year olds over the next 10-20 years meaning that this could mean more children living in areas of deprivation, although some of this may be mitigated by large scale regeneration.

Locality	Aged 0	Aged 2	Aged 3	Aged
----------	--------	--------	--------	------

	<b>&amp; 1</b>		<b>&amp; 4</b>	<b>under 5</b>
East Central	517	264	494	1,275
South	476	227	404	1,107
West	1,023	467	904	2,394
<b>Total</b>	<b>2,016</b>	<b>958</b>	<b>1,802</b>	<b>4,776</b>

Figure 11: Number in deprived LSOAs

Looking across localities the West has the highest number of children living in deprived LSOAs despite having the lowest number of children aged 0-5. 43% of the children living in deprived LSOAs in the West locality are aged 0 or 1.

#### 1.1.1. Free-school meals

Another way of assessing child poverty is looking at the number of children receiving free school meals (FSM). FSM are a statutory benefit available to school aged children from families who receive other qualifying benefits and who have been through the relevant registration process. There are currently 510 children aged 0-5 years old in maintained schools who are eligible for Free School Meals. It must be noted, however, that this offer is currently universal to all children in reception classes. We do not hold information on the number of children in PVI's who are eligible for FSM.

#### 1.1.2. Lone parents

Research shows that lone parent families are at higher risk of deprivation. There are currently 2,965 lone parent families in the most deprived wards in Barnet (IMD), which makes up around 30% of the total lone parent population in Barnet. In total there are 10,026 lone parent families with children under five living in Barnet.

Whilst there are high concentrations of lone parents in Barnet's deprived LSOAs, it should be noted that there are also high concentrations of lone parents in the Borough's more affluent LSOAs.

#### 1.1.3. Ethnicity 0-5 years

Barnet has 24 LSOAs with relatively high estimated number of Black, Asian and Minority Ethnic children under five (over 90 households per LSOA).

The West locality contains 17 of the LSOAs with high concentration of Black, Asian and Minority Ethnic households with children under five. It should be noted that there are high numbers of Black, Asian and Minority Ethnic children in the wards of Burnt Oak and Colindale, which have pockets of deprivation. The Central/East locality has only two LSOAs with high number of Black, Asian and Minority Ethnic households with children under five, however, these are not deprived LSOAs.

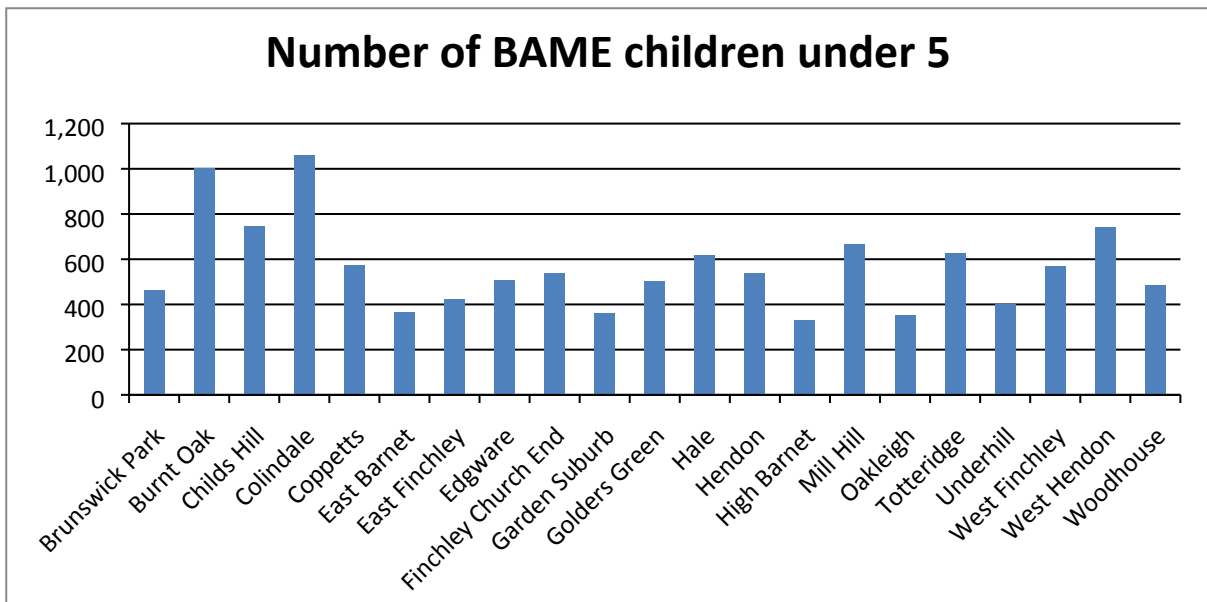


Figure 13: Number of BAME children under 5

Looking at children under 5 whose first language is not English, Burnt Oak, Childs Hill, Colindale and Golders Green all have a large number of children where English is their second language. Again, these are wards that have pockets of deprivation.

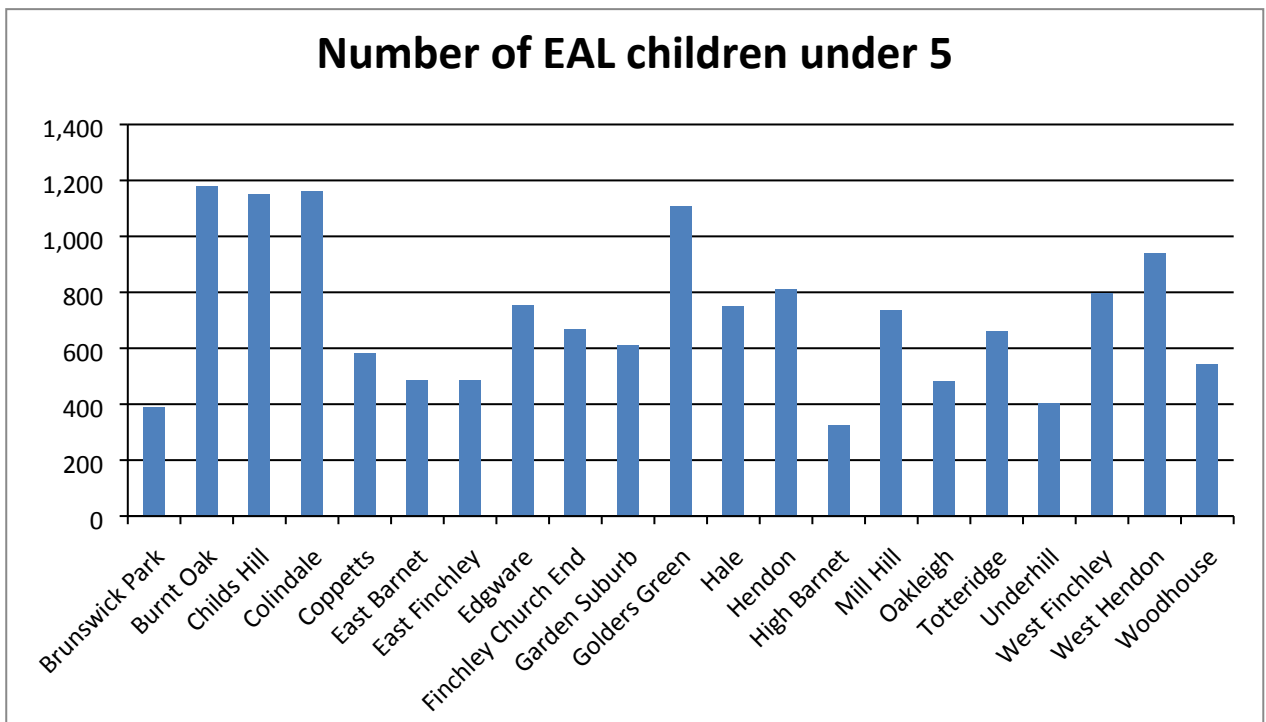


Figure 14

### 1.1.1. CAF initiation

A CAF is a nationally recognized framework for holistically assessing children with additional needs, at an early stage before their needs increase.

Looking at the number of CAF initiations helps to give us an idea of the number of children and families that need extra support from early help services but who do not currently meet the threshold for statutory services.

Over the past 5 years, the total inflow of CAFs across Barnet has increased meaning that more families are receiving early help. The professionals most likely to raise CAFs for the under 5 demographic are Midwives, Health Visitors and Family Support workers based in Children's Centres. Current data does not show a relationship between level of deprivation and the number of CAFs initiated.

The CAF growth model was developed in 2015 when the most recent full-year data available was from 2014/15. It has been used to set expectations across the partnership. As at March 2016 there were 836 CAFs open, exceeding the 670 target we had initially set. Work has taken place to ensure that CAFs are closed appropriately and not left open if they are not being actively worked, and so the higher number of CAFs is due to increased numbers of new CAFs each month (92 new CAF assessments completed in March 2016) rather than just an increase over time as more CAFs get created. In terms of CAF initiation, schools are the main initiator of CAFs. Data for 2015/16 is below, showing above expectation growth for all areas except health which we have identified as an area for focus in 2016/17.

Analysis has been undertaken to assess Barnet's rate of CAF initiation, including comparison against statistical neighbours and local authorities as a whole. The conclusion of this analysis is that Barnet is currently initiating fewer CAFs than statistical neighbours and local authorities as a whole. Estimates show that Barnet should be initiating 1120 CAFs per year across the partnership by 2020 (for all children aged 0-16).

The total historic CAFs initiated up to 31 March 2014 for Barnet, Richmond and Barking & Dagenham is included for information:

Setting	Barking & Dagenham	% of Total	Richmond	% of Total	Barnet	% of Total
Local Authority Teams	1187	27%	1184	73%	534	28%
Schools	1176	27%	325	20%	869	46%
Children's Centres	933	22%	0	0%	232	12%
Health	537	12%	99	6%	152	8%
Voluntary Sector	493	11%	22	1%	103	5%
<b>Total</b>	<b>4326</b>	<b>100%</b>	<b>1630</b>	<b>100%</b>	<b>1890</b>	<b>100%</b>

Figure15

Therefore, Health and Children's Centres are projected to initiate 28% of all CAFs by 2020 in line with the population and our strategic principal to intervene as early as possible in the life of the child.

Setting	2013/14 Baseline	2015/16 CAFs	2016/17 CAFs	2017/18 CAFs	2018/19 CAFs	2019/20 CAFs	% of total
Local Authority Teams	160	198	236	274	312	350	31%
Schools	250	270	290	310	330	350	31%
Children's Centres	50	72	94	116	138	160	14%
Health	10	40	70	100	130	160	14%
Voluntary Sector	5	24	43	62	81	100	9%
<b>Total</b>	<b>474</b>	<b>520</b>	<b>670</b>	<b>820</b>	<b>970</b>	<b>1120</b>	<b>100%</b>

Figure 16

1.1.2. Children In Need (CIN) and Children Subject of a Child Protection Plan (CP) aged 0-5 years

The tables below demonstrate that there is a higher number of under-fives on a child protection plan in the West locality, despite this locality currently containing the smallest number of under-fives overall. CIN plans by locality excluding disability show 160 CIN plans in total (Central/East: 64 CIN plans South: 33 CIN Plans West: 63 CIN plans).

Primary concerns leading to CIN and CP plans are identified in the charts below.

**Under 5's on Child Protection Plans**

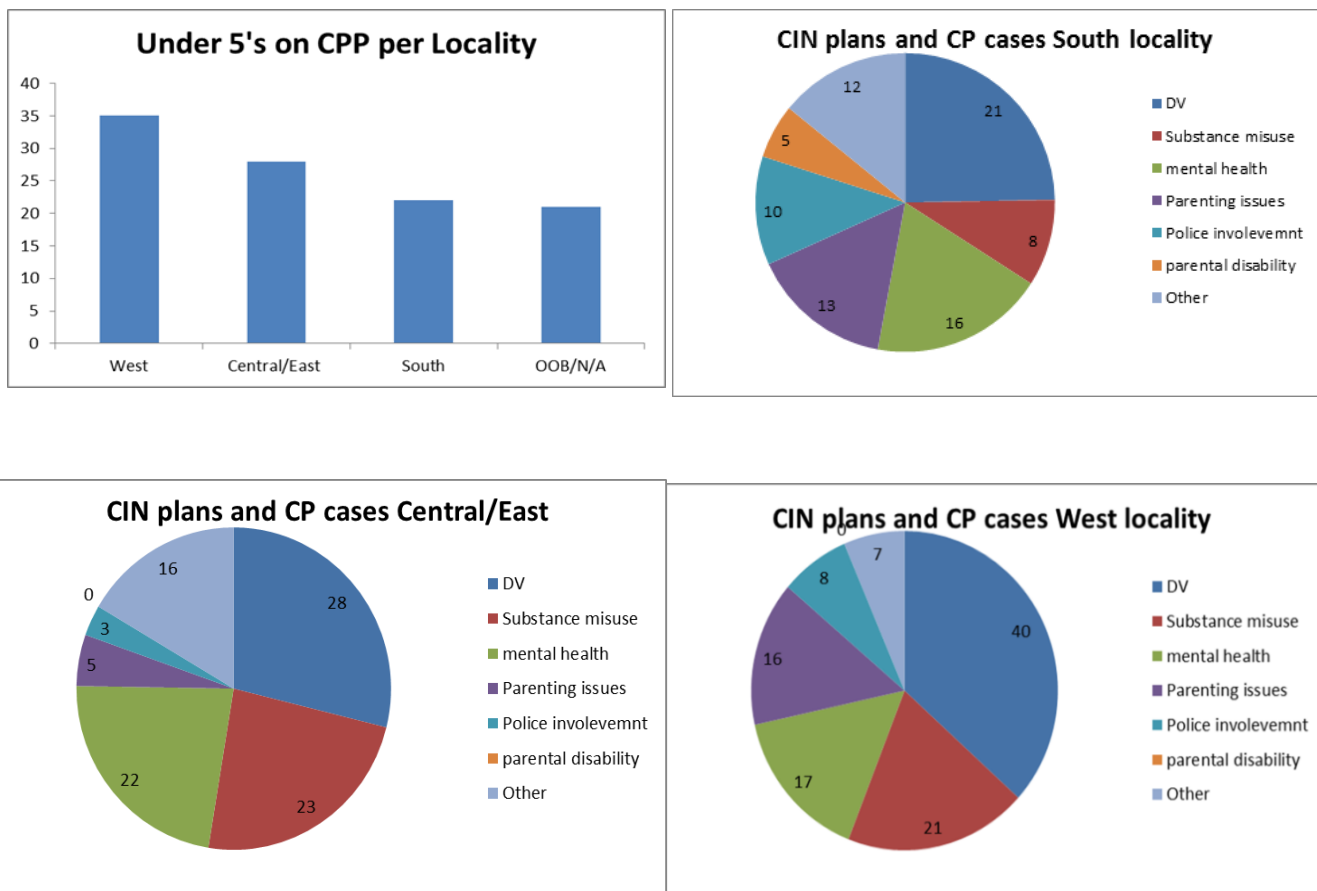


Figure 17: Source: ICS October 31st 2014, under-fives on a Child Protection Plan

In all three localities domestic violence (DV) is the primary reason for the initiation of CIN plans. In the Central/ East and West localities the second most prevalent reason for CIN plan initiation is substance misuse, and in the South locality it is mental health.

**1.2. Current offer/ support for vulnerable families**

1.2.1. Attendance at children's centres for targeted LSOAs

The Council currently provides services for children aged 0-5 at Children's Centres. Children's Centres aim to improve outcomes for families with children under five, ensuring that all children are properly prepared for school. Services are delivered, either by or through Children's Centres and include both Universal and Specialist services for families in greatest need - families living in deprived areas; workless families; those with low levels of English; and those experiencing the 'toxic trio' of domestic



violence, mental health issues and/or substance misuse.

There are 13 Children’s Centres in Barnet organised across 3 localities; East/ Central Locality, West Locality and South Locality.

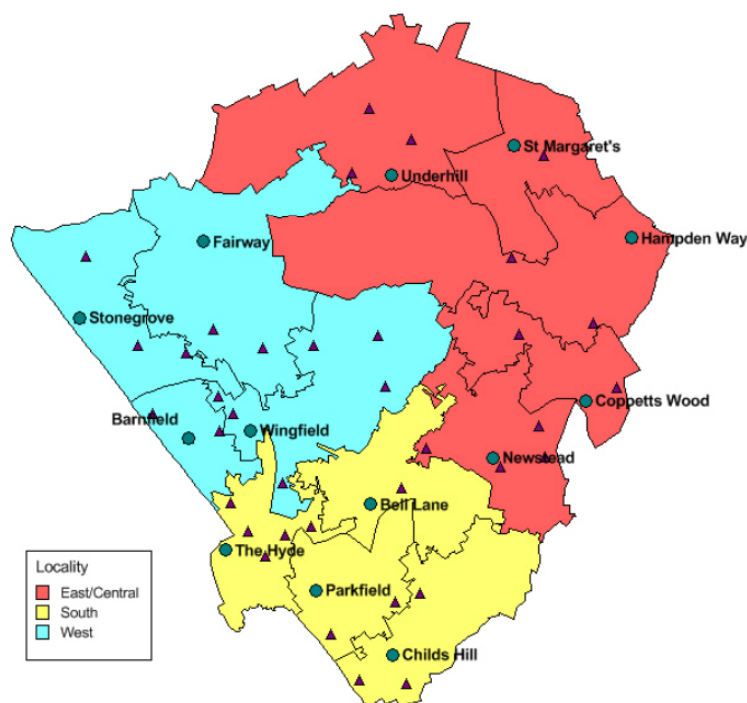


Figure 18

Across all 13 CCs in Barnet, there is a target for 80% of families to be registered. Using Census data from 2011 baseline, 16,676 out of 19,963 (84%) of families registered, with 19,860 out of 27,309 (73%) of children under 5 registered (using GLA 2013).

The target for families using services at Children’s centres is 60% (Attendance Data). 14,869 out of 19,963 (74%) of families using services (Census 2011 baseline), with 16,700 out of 27,309 (61%) of children under 5 using services (using GLA 2013).

Looking at attendance at each centre over a 1 year period (Feb 2015 – Feb 2016), 8,692 children attended CCs. Barfield has the largest number of children attending followed by Newstead and the Hyde. Across all of the children’s centres, 1 and 2 year olds are the biggest users (52%) with 3 and 4 year olds making up only 29% of users.

Children’s Centre	Age						Total
	0	1	2	3	4	5	
Barnfield	230	225	253	212	110		1030
Bell Lane	107	185	155	121	45	1	614
Childs Hill	80	134	123	55	35		427

Coppetts Wood	103	151	138	99	53		544
Fairway	72	139	158	109	62		540
Hampden Way	74	144	130	115	48	2	513
Newstead	218	208	177	110	64		777
OutSide	80	156	191	129	79	1	636
Parkfield	107	136	121	84	41		489
St Margarets	82	147	152	109	57		547
Stonegrove	89	134	124	87	53		487
The Hyde	217	217	205	124	60		823
Underhill	89	172	128	128	79		596
Wingfield	114	174	170	143	68		669
Grand Total	1662	2322	2225	1625	854	4	<b>8692</b>

Figure 19

CCs also have a target for attendance by families in IMD-deprived 'Target LSOAs', with a target of 65%. 2,820 out of 3,162 (89%) (Census 2011 baseline) of families in target LSOAs are using services and 3,194 out of 4,281 (75%) (using GLA 2013) of children under 5 in target LSOAs are using services.

<b>Families in IMD-deprived Target LSOAs sustained attendance (attending more than 3 times)</b>	<b>Baseline</b>	<b>Families with sustained attendance</b>	<b>%</b>
<b>West</b>	1175	710	60
<b>East Central</b>	841	498	59
<b>South</b>	800	537	67

Figure 20

### 1.3. Summarise key issues/ challenges

- Whilst Barnet is a relatively affluent borough there are some areas of persistent deprivation, measures of multiple deprivation indicate that pockets of high deprivation are mainly concentrated in the West of the borough, with pockets elsewhere in the borough.
- Colindale, where population of 0-5s is predicted to grow most significantly has one of the highest levels of deprivation, as well as a high number of BAME children.
- For children aged 0-5 CAF initiation is mainly by Midwives, with Children's Centre predicted to play a greater role in initiating in the future. Analysis suggests Barnet is under initiating CAFs currently.
- The West of the borough, despite having the lowest number of children aged 0-5, has the highest number of Children in Need (accessing social care services). Across the borough

the primary concern leading to referrals to social care is domestic violence, followed by substance misuse and mental health issues.

- Across all 3 localities in Barnet 1 and 2 year olds are the biggest user of children’s centres
- Children’s centres are doing well in terms of registration, attendance and sustained attendance by targeted families children however data available is not detailed.

## 2. School readiness for all children in Barnet

### 2.1. Locality needs, where are there gaps how are we doing compared to other LAs

#### 2.1.1. Analysis of EYFS profile results incl. attainment gaps

The quality of a child’s early experience is vital for their future success. It is shaped by many interrelated factors, notably the effects of socio-economic status, the impact of high-quality early education and care and the influence of ‘good parenting’. High-quality early education is crucial in countering the effects of socio-economic disadvantage.

For the purpose of this report ‘school readiness’ is defined as children meeting the expectations in the prime areas of learning and development set out in Early Years Foundation Stage (EYFS) outcomes.

Overall, attainment of good level of development (GLD) in Barnet is above the national average, including the development of children in receipt of free school meals (FSM) and SEN pupil attainment.

EYFS characteristics	Barnet	National Average (DfE) <sup>5</sup>
No of children at EYFS	4,723	N/A
No of children achieving a GLD	65.4%	60%
No of children whose first language is English achieving a GLD	71.6%	63%
No of children whose first language is other than English achieving a GLD	60.2%	53%
No of children with SEN achieving a GLD	21.2%	19%
FSM	52%	45%
Term of Birth (summer babies achieving GLD)	55.2%	49%

Figure 21

However, attainment varies by locality. A higher percentage of children within the Central/East locality achieved a GLD (68.1%) with 65% attaining above the national average, whilst in the West locality, GLD attainment is lower (60.1%) but is in line with the national average.

<sup>5</sup> Early years foundation stage profile attainment by pupil characteristics, England 2014, DfE, Statistical First Release

## 2.2. Current offer to address attainment gap

## 2.3. Summarise key issues/ challenges

- Overall Barnet performs well in term of educational attainment compared to London and national LAs
- Within the borough there is some disparities in terms of attainment with children in the Central/ East localities being more likely to reach a higher GLD than those in the West.

## 3. Positive health outcomes for all children in Barnet

### 3.1. Locality needs, how is Barnet performing against key health indicators

#### 3.1.1. Birth weight - % of babies with low birth weight

In terms of number of children born with a low birth rate, Barnet's performance is slightly below the London and national average with 2.5% of term babies born with low birth weight compared to England average 2.9%.

#### 3.1.2. Overweight - % children over/under weight

Figures that are available for childhood obesity suggest that Barnet does slightly better than other LAs, 8.7% of 4-5 year old children are obese compared to England average of 9.1%.

#### 3.1.3. Breastfeeding - % mothers initiating breastfeeding & who continue to breastfeed at 6-8 wks

In 2013/14, breastfeeding initiation in Barnet was the 11th highest among all 326 English LAs and 9th highest among 33 London Boroughs. The proportion of all mothers who breastfeed their babies in the first 48 hours after delivery in Barnet (89.3%) was better than the national average (73.9%) during the same period. Figures are not available for how many mother continue breastfeeding.

#### 3.1.4. 0-5 emergency admissions & reasons for admission

In 2015/16 there were 763 emergency admissions for children aged 0-5, this is compared to England average of 540.

#### 3.1.5. Immunisation rates

The NHS routine childhood immunisations provide cover against a number of infectious diseases. The NHS immunisation statistics for 2013/14 show that Barnet rates for MenC (12 months), DTap/ IPV/ Hib (24 months) and MMR1 (5 years) are better than the corresponding rates for England; however, other childhood immunisation rates in Barnet are worse than the national rates.

Chimat data (2013/14) shows that Barnet's rate of population vaccination coverage MMR for two doses (5 years old) is worse than national and London rates (79.9%)

The target for % of children aged 0-5 receiving necessary immunisations is 90%, but Barnet is below this both for Dtap/IPV/ Hib- (86.50%).

### 3.1.6. Oral Health

Overall, levels of oral diseases in children in Barnet are low compared to their neighbouring Boroughs. One of the public health outcome framework indicators, overall success of health and wellbeing, is the level of tooth decay in children aged 5 years,<sup>6</sup> which is lower in Barnet compared to the average levels for London and England and several other local authorities in London (Figure 5-11).

In addition, the percentage of children with one or more obviously decayed, missing (due to decay) and filled teeth in Barnet (25.0%) is similar to the national average (27.9%) but lower than the London region (32.9%).

Moreover, the prevalence of early childhood (dental) cavities (ECC) involving three year old children in Barnet (6.1%) is higher than the national average (3.9%), which suggests a need for early and targeted oral health improvement interventions to reduce the ECC levels at an early stage.

Hospital admissions for extraction of one or more decayed primary or permanent teeth in children aged less than 15 years is lower in Barnet compared to the London region but higher than the national average (Figure 5-12). However, child dental decay is the top cause for non-emergency hospital admissions in Barnet, which involved 349 children aged 0-19 years and the majority (67%) involved 5-14 years olds in 2012/13, which is currently the most up to date data available.

Furthermore, statistics about access to the dental service show that the dental access rate in children (under 18 years) in Barnet is slightly above the London regional rate but is below the national rate (Figure 5-13).

Latest data on oral health of 5 year olds, released in May 16, showing that overall, 75.2% of five-year-old children in England whose parents gave consent for participation in this survey had no experience of obvious dental decay. Whereas for Barnet the figure is 68.4%

### 3.2. Key issues/ biggest challenge

- Data on the key health outcomes for children and young people in Barnet has some significant gaps.
- Both the incidence of dental cavities and the rate of immunisations have been flagged as areas where Barnet is performing worse than local and national LAs
- In Barnet there has been a particular issue with recruitment and retention of health visitors which has had some impact of the outcomes of this service

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<sup>6</sup>Public Health England (Oct 2014) [Barnet Dental Health Profile. Dental health of five-year-old children 2012.](#)

## 4. Sufficiency of high quality childcare places for children in Barnet

### 4.1. Locality needs

#### 4.1.1. Analysis of childcare sufficiency across the borough through the Childcare Sufficiency Assessment (CSA) – including

Following the Children and Families Act 2014 all local authorities are under a statutory duty to report annually on how they are meeting their duty to secure sufficient childcare. The Childcare Sufficiency Assessment (CSA) uses both qualitative and quantitative methodologies to explore childcare sufficiency in Barnet.

The demand for childcare in Barnet is growing, and around 60% of all parents surveyed in our latest Childcare Sufficiency Assessment said that they had used some form of childcare in the past twelve months, compared to 79% of parents across England.

In terms of the type of childcare available, there is a wide range of provision in the borough, and currently there are 849 domestic and non-domestic childcare settings available. Childminders are the most commonly used form of childcare in Barnet, followed by the Private, Voluntary and Independent (PVI) sector. Although the borough is mostly affluent with a relatively sufficient number of childcare providers, there are pockets of deprivation where childcare is not being accessed, either because it is not seen as a being a significant part of early childhood development due to ideological or cultural reasons, or there is a genuine shortfall in places due to a rapidly increasing population of 0-4 year olds.

According to the Tribal database, the number of childcare providers in the Borough has increased by 52% in 2015, from 408 to 849 since the 2013 CSA. Out of this, there are 342 childminders, 395 settings in the PVI sector, 65 settings in the maintained sector, and 41 out of school care providers.

There has also been a growth in the places available for childcare; in 2014 there were 8924 childcare places in Barnet. In 2015 this figure grew by almost 45% to 12444 childcare places.

The table below lists the type of childcare currently available by provider type:

Total Provider Type	Total number of providers	% of providers	Total number of places	% of places
Childminders	342	40%	1270	10%
Independent Sector	59	7%	1717	14%
Private & Voluntary Sector	336	40%	4389	35%
Maintained Sector	71	8%	3113	25%
Out of School Care	41	5%	1955	16%
Total	849	100%	12444	100%

The majority of childcare places are provided by the PVI sector, with day nurseries and sessional preschools offering a greater number of places. This is followed by the maintained sector.

The highest take up of places has been in Burnt Oak due to the large proportion of under 5s in the ward, however there is a clear shortfall in 3 and 4 year old places in Colindale where the population of 0-4 year olds makes up 7% of the total 0-4 population in Barnet. The largest shortfall for two year old places is in Golders Green, which has a large Jewish population and anecdotal evidence suggests that this is a group which appears to be particularly reluctant to take up the 2 year old offer due to cultural and religious reasons. One to one parent sessions in Golders Green found that parents felt any nursery provision for their children would have to be Jewish.

Burnt Oak and Colindale remain in the bottom 20% according to the IMD, and have the lowest number of eligible 2 year olds accessing the free entitlement to early education due to a shortage of places and some underlying engagement issues with Jewish families in the Golders Green area due to cultural reasons.

The largest population of 0-4 year olds is in Burnt Oak, Colindale, and Golders Green, with population projections suggesting that Colindale in particular to will see a large increase in its 0-5 population over the next three years due to current regeneration work. It is estimated that around 5,420 affordable housing units will be created; adding pressure to a community which has already has an existing shortage of childcare.

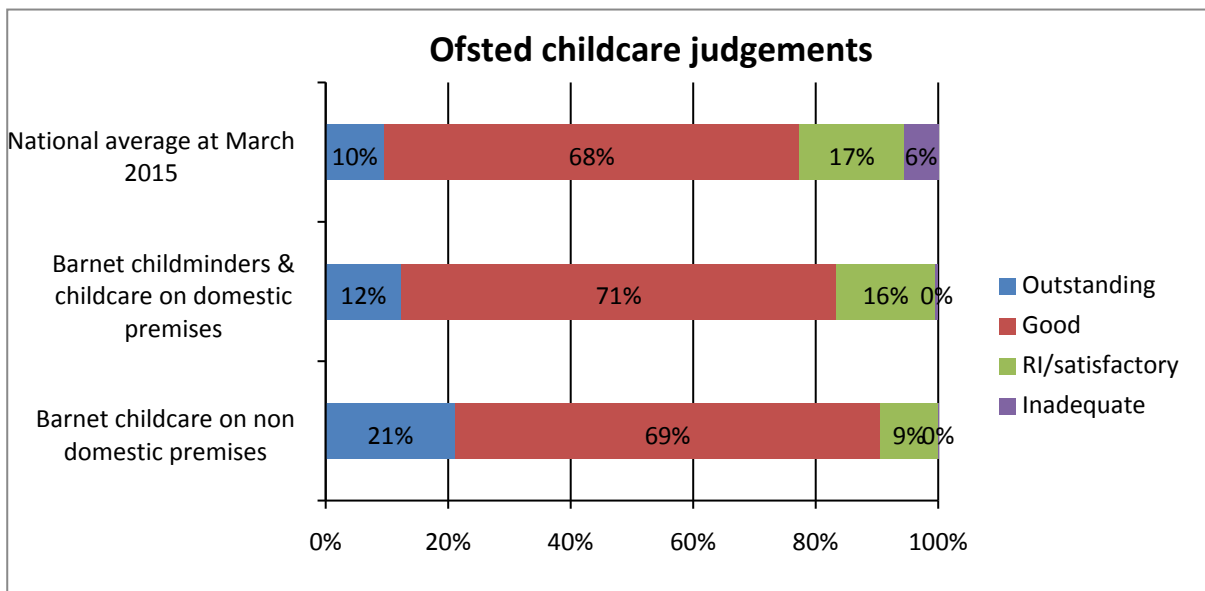
A detailed analysis of supply and demand by ward can be seen below:

Ward	Number of known childcare places	Shortfall in impending 30 hours FEE ¾ places	Shortfall in FEE2 places
Brunswick Park	246	51	-23
Burnt Oak	672	128	95
Childs Hill	120	125	38
Colindale	322	167	32
Coppetts	404	75	4
East Barnet	477	60	16
East Finchley	276	59	-8
Edware	262	95	30
Finchley Church End	318	66	1
Garden Suburb	48	75	21
Golders Green	179	155	119
Hale	574	71	34
Hendon	386	110	13
High Barnet	375	41	-29
Mill Hill	314	95	-6
Totteridge	191	75	-1
Underhill	356	57	0

West Finchley	277	79	23
West Hendon	281	114	24
Woodhouse	340	67	27
<b>Total places</b>	<b>12444</b>	<b>1373</b>	<b>337</b>

The most recent data revealed that Barnet has only achieved 82% take up for all 3 and 4 year olds accessing the free entitlement, compared to 96% of 3 and 4 year olds nationally. Take up for two year olds accessing free entitlement is 53%, compared to 58% of eligible two year olds nationally.

Nationally, Barnet is performing above average in terms of good and outstanding childcare providers, which currently stands at 78%. In Barnet, 90% of childcare providers on non-domestic premises are good or outstanding, compared to 85% nationally; whilst 83% of childminders and childcare providers on domestic premises are good or outstanding.



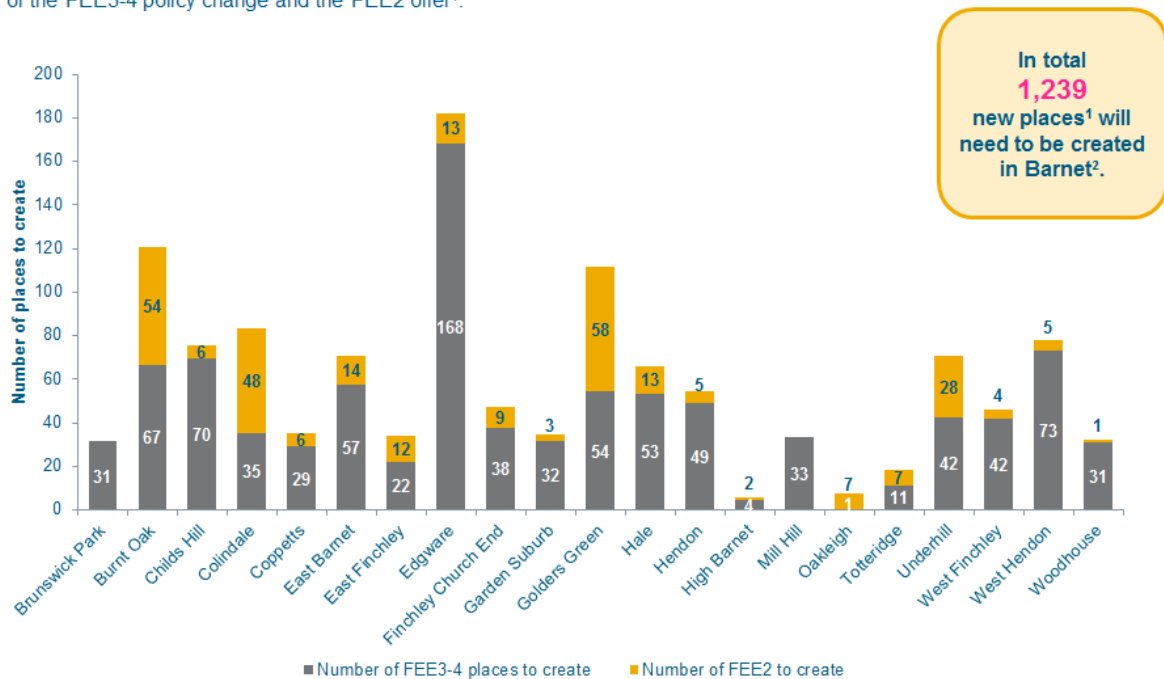
In summary, Barnet provision of childcare places has seen a rapid increase over the last two years.

Analysis has been done around the current supply and demand of childcare provision in the borough.



## What is the difference between supply and demand in wards?

The graph shows the number of additional places that will need to be created in response to the increase uptake of childcare as a result of the FEE3-4 policy change and the FEE2 offer<sup>1</sup>.



### 4.2. Key issues/ biggest challenge

- The demand for childcare is growing with places also rapidly increasing to try and meet this need.
- Currently child minders are the most used type of childcare, followed by the PVI sector.
- The largest shortfall of places for 2 year olds is in Golders Green with Colindale having a shortfall of places for 3 and 4 year olds both of these wards are predicted to see the greatest overall growth in children aged 0-5.
- Burnt Oak and Colindale, two of the most deprived wards have the lowest uptake rate for FEE2 places, partly due to shortage of places.
- Barnet is performing slightly below national average for take up of FEE 2 places but more significantly worse for take up of 3 and 4 year old places

#### 4.2.1. Meeting growing demand for FEE 2, 3 and 4 places

- The number of childcare places required by 3-4 year olds will increase by approximately 1,085 – 1,178 after the FEE3-4 policy change.
- The greatest increase in FEE2-4 places used will be in the west of the borough, with the greatest increases being in Burnt Oak, Hale, Edgware and Colindale.
- According to data on current childcare providers, the wards in which the most new places should be created will be Edgware, Burnt Oak and Golders Green.
- The greatest demand for new places will be in schools.

- According to data on current childcare providers, every ward will contain some underutilised providers after the FEE3-4 policy change.
- The key factor in parents' decisions not to use childminders appears to be misconceptions about the childminding profession.

## 5. Reduce the number of adults with young children who want to return to work but are unable to

### 5.1. Locality needs – who/ where are parents out of work

#### 5.1.1. Parents of 0-5 yr olds from households where someone is out of work

Community profile data shows 16% of families in Barnet with children under 5 are on Out of Work (OOW) benefits. West locality has the highest % with 19% families on OOW benefits.

<b>By locality</b>	<b>Number of families with children under 5</b>	<b>Number of children in families on OOW benefits</b>
East Central	8,485	1,305
South	6,022	820
West	5,456	1,050
<b>Total Barnet</b>	<b>19,963</b>	<b>3,175</b>

**APPENDIX 2 – Initial Equalities Impact Assessments - Residents & Staff**

**Initial Equality Analysis (EIA)  
Resident/Service User**

<b>1. Details of function, policy, procedure or service:</b>	
Title of what is being assessed: <b>Early Years’ Review (Phase 2)</b>	
Is it a new or revised function, policy, procedure or service? <b>Service</b>	
Department and Section: <b>Family Services</b>	
Date assessment completed: <b>20/06/2016</b>	
<b>2. Names and roles of people completing this assessment:</b>	
Lead officer	Ben Thomas

<b>How are the following equality strands affected?</b> <i>Please detail the effect on each equality strand, and any mitigating action you have taken / required. Please include any relevant data. If you do not have relevant data please explain why / plans to capture data</i>			
<b>Equality Strand</b>	<b>Affected?</b>	<b>Explain how affected</b>	<b>Indicate what action has been taken / or is planned to mitigate impact?</b>
<b>1. Age</b>	<b>Unknown</b>	Data for children and young people shows:  In 2015 there is an estimated 32,305 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.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
<b>2. Disability</b>	<b>Unknown</b>	Data for children and young people shows:  It is estimated that 1% of the population 0-18 has a disability, this would equate to around 320 children aged between 0-5.	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with

			professionals and parents to ensure that the needs are highlighted in the Equalities Impact Assessments and key concerns are identified and considered.
3. Gender reassignment	<b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.  In the absence of data no impact on this protected characteristic can be considered.	None at this time.
4. Pregnancy and maternity	<b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.  In the absence of data no impact on this protected characteristic can be considered.	
5. Race / Ethnicity	<b>Unknown</b>	Census 2011 data for children (0-5) combined with EY census and mid-2013 estimates suggest that:  BAME: 45% White: 55%  Data also suggests that 57% (15,008) of children 0-5 have English as an additional language (EAL).	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
6. Religion or belief	<b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.  In the absence of data no impact on this protected characteristic can	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with

		be considered.	professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
7. Gender / sex	<b>Unknown</b>	Data for children (0-5) people shows that out of the 32,305 children in Barnet:  Female 49% Male 51%	The key mitigation is the involvement of heads of service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.  Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.
8. Sexual orientation	<b>Unknown</b>	Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available. It is estimated that ^6% of the UK adult population identify as LGBT.  In the absence of data no impact on this protected characteristic can be considered.	None at this time.  Barnet propose to treat children fairly irrespective of sexual orientation. Evidence suggests that sexual orientation in young people can be a key factor in health and well-being of the young person
9. Marital Status	<b>Unknown</b>	There are 10,026 lone parent families with children under five living in Barnet  Given the age range of the client base 0 – 5. The impact on this protected characteristic is anticipated to be negligible.  Data is unavailable at this point. The protected characteristics will be taken into account at a later stage if data becomes available.	None at this time.
10. Other key	<b>Unknown</b>	<b>Low income families</b> According to the 'Children in	The key mitigation is the involvement of heads of

groups?		<p>Low-Income Families Local Measure' (2012 HMRC) 19.2% of children in England under 16 years were estimated to be living in low-income families, in Barnet the figure is 17.4%.</p> <p><b>Families on out of work benefits</b></p>	<p>service and staff in the development of options and full business case to ensure that needs of all children and young people are considered.</p> <p>Consultation with professionals and parents to ensure that key concerns in the Equalities Impact Assessments are identified and considered.</p>
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**5. Please outline what data sources, measures and methods could be designed to monitor the impact of the new policy or service, the achievement of intended outcomes and the identification of any unintended or adverse impact?**

*Include how frequently monitoring could be conducted and who will be made aware of the analysis and outcomes*

To deliver the aims of the strategy, outcomes that are common across all early years services are needed.

- Increased resilience of the most vulnerable families.
  - o Increase number of CAFs for under 5s
  - o Increase % of CAFs for under 5s with successful outcome
  - o Reduction in referrals and repeat referrals for under 5s to Social Care
- School readiness for all children in Barnet.
  - o Early Years Foundation Stage results
  - o Narrowing of the gap in the EYFS results
- Positive health outcomes for all children in Barnet.
  - o A reduction in obesity at age 4-5
  - o An increase in initiation and continuation of breastfeeding
  - o Smoking rates of parents/carers with under 5s
  - o Immunisation rates for under 5s
- Increased take up of free early education and childcare.
  - o % of 2 year olds eligible for free early education taking up a place
  - o % of 3 and 4 year olds eligible for free early education taking up a place
- To support parents and carers with young children to return to work.
  - o % of parents/carers with under 5s that are in work, education or training.

This Equalities Impact Assessment will be kept under review and updated as part of the development of the outline business case for the Early Years review (phase 2) and as proposals develop. The options appraisal process will give due regard to ensuring that the needs of those with protected characteristics are taken into account throughout the process.

**6. Initial Assessment of Overall Impact**

Positive Impact  <input type="checkbox"/>	Negative Impact or Impact Not Known <sup>7</sup>  <input type="checkbox"/>	No Impact  <input type="checkbox"/>
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**7. Scale of Impact**

Positive impact:  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or Impact Not Known <sup>7</sup>  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	
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**8. Outcome**

No change to decision  X	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"/>
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**9. Please give a full explanation for how the initial assessment and outcome was decided. .**

Through the second phase of the review of the Early Years' service, the council is seeking :

- To deliver the best outcomes possible for children and families in the early years with the resources available.
- To enable vulnerable families with children under five years old to build their resilience, reducing need for more costly later interventions.
- To provide integrated services so that they are joined up around the needs of families and feel seamless to users.
- To support meeting the duty to provide sufficient, high quality childcare for eligible 2, 3 and 4 year olds.

And reflect priorities in the Corporate Plan 2015-20 to:

- Build resilience in the client group and their parents
- Promote early intervention and prevention
- The outcome of the review is anticipated to have a neutral impact on service users

<sup>7</sup> '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.

At this stage of the project (early Assessment phase) the re-designed service is a work in progress and the shape is not yet known and therefore it is not possible to fully assess the impact (LBB processes cannot be completed unless model known). The EIA includes relevant data about children and their parents/carers. Given what is known at the moment and the objectives of the project, it is anticipated that any impact will be at least neutral and hopefully positive as the Early Years' service will be designed to improve access to and the delivery of services.

Post decision by Committee in July 2016 further analysis will inform the development of the potential alternative delivery models and the EIA for residents and service users will be reviewed and updated.



## Initial Employee Equality Impact Analysis (EIA)

<b>3. Delivery Unit/Function and/or Service: Family Services</b>	
Date assessment completed: 20/06/2016	
Title of project/proposal/policy change/Alternative Delivery model/organisation change being assessed: Early Years Review (Phase 2) – Strategic Outline Case	
2. This EIA is being undertaken because it is:	
<input type="checkbox"/> A result of organisation change <input checked="" type="checkbox"/> Part of a project proposal or Barnet Transformation programme 2016 – 2020 <input type="checkbox"/> Other please specify:–	
3. Names and roles of officers completing this assessment:	
Lead officer	Ben Thomas
Stakeholder groups	Project Working Group
Representative from internal stakeholders (please specify)	
Representative from external stakeholders (please specify)	
Delivery Unit Equalities Network rep	Lindsey Hyde
Commissioning Equalities rep (where appropriate)	Ben Thomas
HR rep (for employment related issues)	Sharni Kent

### 4. Employee Profile for the Proposal

The potential impact for employees is not known at this stage of the project. As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out. On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.

#### Source of employee data, HR.

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
<b>Gender</b>	Female	1402	67%	540	82%
	Male	682	33%	117	18%
<b>Age/Date of Birth</b>	<b>1994-1997</b>	247	12%	109	16%
	<b>1993-1986</b>	439	21%	152	23%
	<b>1985-1976</b>	537	26%	170	26%

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
	<b>1975-1966</b>	812	39%	219	33%
	<b>1965-1951</b>	49	2%	8	1%
	<b>1950-1941</b>	3	0%	2	0%
	<b>1940 and earlier</b>	3	0%	2	0%
<b>Ethnicity</b>	<b>White</b>	<b>1164</b>	<b>56%</b>	<b>355</b>	<b>54%</b>
	British	914	44%	273	41%
	Irish	55	3%	17	3%
	Other White	195	9%	65	10%
	<b>Mixed</b>	<b>57</b>	<b>3%</b>	<b>21</b>	<b>3%</b>
	White and Black Caribbean		0%		0%
	White and Black African	12	1%	5	1%
	White and Asian	12	1%	5	1%
	Other Mixed	14	1%	5	1%
		19	1%	6	1%
		57	3%	21	3%
	<b>Asian and Asian British</b>	<b>197</b>	<b>9%</b>	<b>75</b>	<b>11%</b>
	Indian	135	6%	49	7%
	Pakistani	16	1%	7	1%
	Bangladeshi	23	1%	9	1%
	Other Asian	23	1%	10	2%
	<b>Black or Black British</b>	<b>371</b>	<b>18%</b>	<b>104</b>	<b>16%</b>
	Caribbean	122	6%	50	8%
	African	219	10%	46	7%
	Other Black	30	1%	8	1%
	<b>Chinese or Other Ethnic Group</b>	<b>28</b>	<b>1%</b>	<b>9</b>	<b>1%</b>
	Chinese	11	1%	4	1%
	Other Ethnic Group	17	1%	5	1%
<b>Disability</b>	<b>Physical co-ordination</b> (such as manual dexterity, muscular control, cerebral palsy)				
			0%		0%
	<b>Hearing</b> (such as: deaf, partially deaf or hard of hearing)	8	0%	6	1%
	<b>Vision</b> (such as blind or fractional/partial sight. Do not include people who wear	5	0%	3	0%

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
	glasses/contact lenses)				
	<b>Speech</b> (such as impairments that can cause communication problems)	1	0%	0	0%
	<b>Reduced physical capacity</b> (such as inability to lift, carry or otherwise move everyday objects, debilitating pain and lack of strength, breath, energy or stamina, asthma, angina or diabetes)	13	1%	3	0%
	<b>Severe disfigurement</b>	0	0%	0	0%
	<b>Learning difficulties</b> (such as dyslexia)	19	1%	6	1%
	<b>Mental illness</b> (substantial and lasting more than a year)	9	0%	2	0%
	<b>Mobility</b> (such as wheelchair user, artificial lower limb(s), walking aids, rheumatism or arthritis)	3	0%	1	0%
<b>Gender Identity</b>	<b>Transsexual/Transgender</b> (people whose gender identity is different from the gender they were assigned at birth)	4	0%	2	0%
<b>Pregnancy and Maternity</b>	Pregnant	1	0%	0	0%
	Maternity Leave (current)	22	1%	10	2%
	Maternity Leave (in last 12 months)	59	3%	35	5%
<b>Religion or Belief</b>	Christian	916	44%	284	43%
	Buddhist	11	1%	3	0%
	Hindu	107	5%	35	5%

Protected Characteristic		Barnet Workforce		Delivery Unit	
		No.	%	No.	%
	Jewish	8	0%	6	1%
	Muslim	51	2%	22	3%
	Sikh	105	5%	31	5%
	Other religions	8	0%	3	0%
	No religion	63	3%	19	3%
	Not stated	63	3%	16	2%
<b>Sexual Orientation</b>	Heterosexual	1348	64%	443	67%
	Bisexual	14	1%	3	0%
	Lesbian /Gay	34	2%	7	1%
<b>Marriage and Civil partnership</b>	Married	730	35%	227	34%
	Single	654	31%	193	29%
	Widowed	17	1%	3	0%
	Divorced	81	4%	29	4%
	In Civil partnership	15	1%	4	1%

**5. How are the equality strands affected?** Please detail the positive/negative or neutral effect on each equality strand, and any mitigating action you have taken / required. Please include any relevant data and source. If you do not have relevant data please explain why and when you will capture the data.

Equality Strand	Affected?	Explain how affected	Indicate any action planned or taken to mitigate negative impact?
<b>11. Age</b>	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	<p>The age of the DU workforce is generally in line with LBB workforce in general.</p> <p>Date for the DU works force shows that there is a slightly larger proportion of workers aged 18-21 compared to LBB workforce as a whole.</p> <p>Data shows there are fewer employees between the ages 40-49 in the DU compared to the whole Barnet workforce.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>

<p><b>12. Disability</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>The number of employees in the DU with a disability is generally in line with LBB workforce in general.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>13. Gender reassignment</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>The number of employees in the DU who have undergone gender re-assignment is generally in line with LBB workforce in general.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>14. Pregnancy and maternity</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>Data shows the number of employees in the DU who have been on Maternity leave in the last 12 months is slightly greater than in the LBB workforce in general.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
<p><b>15. Race / Ethnicity</b></p>	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>There are relatively small differences in the ethnicity of employees in the DU</p>	<p>As the project proposals are developed further the impact for employees will be</p>

		<p>compared to LBB workforce in general.</p> <p>There are slightly fewer white British (41%) employees in the DU compared to workforce as a whole (44%).</p> <p>There are slightly more Asian/ Asian British (11%) employees in the DU compared to workforce as a whole (9%).</p> <p>There are slightly fewer white Black African (7%) employees in the DU compared to workforce as a whole (10%).</p>	<p>considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
16. Religion or belief	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>The number of employees in the DU from specific religions/ beliefs is generally in line with LBB workforce in general.</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.</p>
17. Gender / sex	<p>Yes <input type="checkbox"/> / No <input type="checkbox"/></p> <p><b>Unknown</b></p>	<p>The number of female (82%) employees in the DU is higher than LBB workforce in general (67%).</p>	<p>As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.</p> <p>On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and</p>

			influencing the project and its outcomes.
<b>18.</b> Sexual orientation	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	The number of employees in the DU who are heterosexual (67%) is slightly greater than in LBB workforce in general (64%).	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
<b>19.</b> Marital Status	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	The marital status of employees in the DU is generally in line with LBB workforce in general.	As the project proposals are developed further the impact for employees will be considered and an employee equalities impact assessment will be carried out.  On-going communication and engagement with employees as the project progresses will involve employees in the process of shaping and influencing the project and its outcomes.
<b>20.</b> Other key groups?	Yes <input type="checkbox"/> / No <input type="checkbox"/>  <b>Unknown</b>	Unknown	

6. Overall impact and Scale		
Positive impact:  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	Negative Impact or <b>Impact Not Known</b>  Minimal <input type="checkbox"/> Significant <input type="checkbox"/>	

7. Outcome			
No change to decision     <input 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"/>

8. Please give full explanation for how the overall assessment and outcome was decided
<p>HR data provided from CORE HR (March 2016).</p> <p>This is an initial analysis of the EIA for the Early Years Review (phase 2) project and provides baseline figures. As the project develops the EIA will need to be re-assessed.</p> <p>A Service Users EIA profile has also been completed.</p> <p>The equality data above is the information available which details the protected characteristics of staff within the Family Services cohort.</p> <p>Children’s, Education, Libraries and Safeguarding Committee will determine which options the council should explore and at this stage a detailed EIA will be undertaken on the staffing implications of the whole service;</p> <p>The councils overall workforce is;</p> <ul style="list-style-type: none"> <li>• 67% female</li> <li>• 41% are over 40 years of age.</li> </ul> <p>Initial analysis of the Family Services equality data indicates;</p> <ul style="list-style-type: none"> <li>• 82% of the workforce is female</li> <li>• 34% are over 40 years of age.</li> </ul>



Given the current make-up of the workforce, whichever delivery model is recommended/ decided upon from the eventual options available, female employees will be impacted to a greater extent than males. So it will be important to bear this in mind and consider the equality impacts on both genders and all other protected characteristics as required by Barnet's equality policies and the requirements of the Public Sector Equality Duty. Mitigations for any such impacts will be drawn up at a later stage in direct relation to the proposals which are developed.

It is essential that the Managing Change Policy is followed and in a legally compliant manner, including with consideration of all aspects of the Equality Act 2010 and other relevant legislation.

Overall, at this stage of the project the revised shape of the Early Years' service is not known and therefore it is not possible to assess the impact (in line with the LBB processes this cannot be completed until the Full Business Case is developed when the new model is known).

## Consultation and Engagement Plan

### Early Years Review: Phase 2

Author:	Christina Tudor
Service:	Commissioning Group – Children and Young People
Date:	20 <sup>th</sup> June 2016
Version:	V0.1

### Introduction

Barnet Council is committed to involving local people in shaping their area and the services they receive. Consultation and engagement is one of the key ways the council interacts with and involves local communities and residents, providing them with opportunities to:

- gain greater awareness and understanding of what the council does
- to voice their views and know how they can get involved
- to have their views fed into the democratic decision making process

This plan aims to provide an effective consultation and engagement programme to help inform how the Council will deliver Early Years Services to children and families in the medium and longer term. The plan aligns to the standards and key guiding principles set out in the council's Consultation and Engagement Strategy and supports the council's Corporate Plan priority 'to improve the satisfaction of residents and businesses with the London Borough of Barnet as a place to live, work and study; promote responsible growth, development and success across the borough'.

### Consultation and engagement objectives

Early Years is a critical time for children and families. Getting the right support in place to help build and maintain the resilience we have identified in Barnet’s Children and Young Peoples’ Plan is a key priority. But it will only be the ‘right’ support if we bring service users and our partners with us. We have a lot of data about our residents and clients, but through consultation and engagement, we want to make the data come to life and fully understand what it means to be a family with young children in Barnet. This way, we are more likely to develop a service that better meets their needs, which is more likely to have a positive impact. Engaging with our partners and community stakeholders is equally important. If we are to remodel a sustainable Early Years’ Service then we can’t do it alone. Working with other organisations will be essential to the effective delivery and targeting of our support and understanding how we can best do that will only come through a full engagement and consultation with those we will rely on: the voluntary and community sector, private providers, other public sector organisations.

## Delivery of messages

At this stage in the project, we are still at a very high level. We have no specific options on which to consult. The table below reflects the wide range of interests and the fact that there will be different methods and approaches at different times of the project. Our core principles in the consultation will be:

- Open and honest and clear about scope and what can and can’t be influenced
- Tailored approaches to meet the different needs of our stakeholders
- Relevant and meaningful
- Gives opportunity for feedback and questions

## Stakeholders

Key target audiences and areas for consultation	Consultation Methods	Methods of promoting the consultation
Service Users – segmented by service used, eg: <ul style="list-style-type: none"> <li>• Children’s centres</li> <li>• Sessional users</li> <li>• Health visitor clients</li> </ul> (These will be the families of under 5s rather than	Methods will vary according to the group we’re trying to reach and the phase the project is in. But it is expected that we will run:	We will work with staff and community groups and other frontline providers to identify the best way to communicate with users and eligible non-users.

Key target audiences and areas for consultation	Consultation Methods	Methods of promoting the consultation
the children themselves)	<ul style="list-style-type: none"> <li>• Workshops</li> <li>• Conferences</li> <li>• Focus Groups</li> <li>• Online survey</li> <li>• 1:1 meetings</li> </ul> <p>As well as establishing a stakeholder group to provide ongoing advice to the project board.</p>	<p>Likely routes include:</p> <ul style="list-style-type: none"> <li>• Engage Barnet</li> <li>• Barnet First Insert</li> <li>• Community Barnet Newsletter</li> <li>• Posters</li> </ul> <p>As well as target presentations and briefings to key stakeholder groups, notably staff and community groups.</p>
Eligible Non-Users – segmented by geography (what else?)		
Childcare providers across the sector types		
Schools (Headteachers) <ul style="list-style-type: none"> <li>• Those running Children’s Centres</li> <li>• Non Childrens Centre schools</li> </ul>		
Voluntary sector eg: <ul style="list-style-type: none"> <li>• Homestart</li> </ul>		
Barnet Council: <ul style="list-style-type: none"> <li>• Directly affect staff</li> <li>• Other staff</li> <li>• Members</li> </ul>		

## Outline of consultation approach

### Phase 1:

This focus is on consulting with members, notably the Children, Education, Libraries and Safeguarding Committee about the broad proposal to have a Phase 2 Early Years Review and to highlight some of the possible options that could be considered. At this stage it is about getting the political support to begin the work in earnest through a Strategic Outline Case submitted to CELS in July.

### Phase 2:

This phase is about developing a Draft Outline Business Case and the focus here will be to coalesce the different ideas into coherent and more defined options. Consultation is likely to be limited to engaging with experts to test the validity of the various ideas and get initial reactions from potential deliverers to them. Consultation is likely to be low key to avoid misinformation from negatively impacting the project and will culminate in a Draft Outline Business Case to CELS in September.

### Phase 3:

Once the draft OBC is approved by CELS there will be a clear idea of the range of options to consider fully. At this point we will expand our consultation to include a wider range of partners and service users / eligible non-users with a view to firming up and narrowing specific options in the OBC for consideration and decision by CELS in December.

### Phase 4:

It is expected that CELS will give a clear steer on a preferred option. The next phase therefore will focus on engaging with key stakeholders as set out above on more detailed and specific issues to test the feasibility of the option and identify any particular strengths and weaknesses to inform implementation and the Full Business Case in March.

### Phase 5:

Post decision consultation will focus wholly on the implementation. All stakeholders will have a strong interest and full engagement is expected.

## Consultation and Engagement Plan: Early Years' Review: Phase 2 (DRAFT)

Phase 1:							
*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Empower	Members	CELS	Meeting	Approval to explore a range of options	Write paper Submit and attend CELS	23/6/16 For 12/7/16	Ben Thomas
Insight	Residents and Service Users	N/A	Report	All aspects of relevant data	Needs analysis for SOC	Ongoing throughout project	Rebecca Johnson

Phase 2: Draft OBC development (July - September 2016)							
*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Empower	Current Providers inc Headteachers	tba	workshops	Explore the full range of options open to LBB for its Early Years' Services	Develop a clear set of options	For Draft OBC	Karen Pearson

Phase 3: OBC Development (September – December 2016)							
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*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Involve	Residents	Users and non users	Surveys workshops	<ul style="list-style-type: none"> <li>• Test assumptions</li> <li>• Identify if proposed options meet their needs</li> <li>• Identify gaps in provision</li> </ul>		OBC Dec	Karen Pearson

<b>Phase 4: FBC Development (December 2016 – March 2017)</b>							
*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead
Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	March 2017	Karen Pearson

<b>Phase 5: Implementation (March 2017 onwards )</b>							
*Level of Engagement	Stakeholders	Specific Group	Method	Objectives/ Key line of questioning	Task	Deadline/ events dates	Officer Lead

Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known	Not yet known
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### \*Levels of Engagement

This plan refers to the different levels of engagement as outlined in LBB Consultation and Engagement Strategy to help identify and clearly define the variations of engagement.

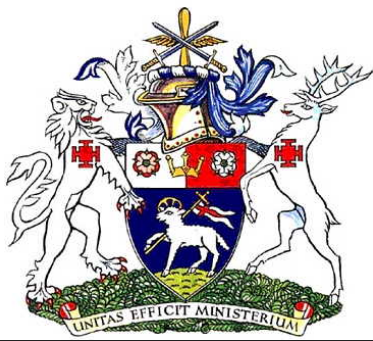
<b>Insight</b>	Understand better the needs, views, and concerns of our residents using existing data
<b>Inform</b>	As an open council provide balanced information to assist understanding about something that is going to happen or has happened.
<b>Consult</b>	Capture residents' views on issues of relevance to them. Give an extensive range of opportunities for residents to have their say
<b>Involve</b>	Involve residents in testing, designing, and evaluating what we do to ensure that concerns and aspirations are understood and considered prior to decision making.
<b>Empower</b>	Empower public/service users to co-design, develop, manage and evaluate services. Working together to develop understanding of all issues and interests to work out alternatives and identify preferred solutions.



### Consultation and engagement timeline

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
<u>Phase 1 (SOC)</u>	Active	Active	Active	Active										
<u>Phase 2 (draft OBC)</u>				Active	Active	Active								
<u>Phase 3 (OBC)</u>						Active	Active	Active	Active					
<u>Phase 4 (FBC)</u>									Active	Active	Active	Active		
<u>Phase 5 (Implementation)</u>												Active	Active	Active





## Children, Education, Libraries, Safeguarding Committee

**12 July 2016**

<b>Title</b>	<b>Update on Social Care Improvement Activity</b>
<b>Report of</b>	Commissioning Director, Children and Young People
<b>Wards</b>	All
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	None
<b>Officer Contact Details</b>	Chris Munday Commissioning Director Children and Young People <a href="mailto:Chris.Munday@barnet.gov.uk">Chris.Munday@barnet.gov.uk</a>

### Summary

The purpose of this report is to:

- Update Members on Performance in Children’s Social Care
- Respond to the referral from Performance and Contract Management Committee in relation to Children’s Social Care
- Set out the Council’s priorities for the Practice Improvement Plan
- Identify areas of progress against the plan

This report sets out an update on Family Services recent social care improvement activity and frameworks which have recently been put in place to make further improvements. The key elements of activity are:

- The launch of the Children and Young People Plan 2016-2020 sets out the vision for Family Friendly Barnet, to develop resilience families and resilient children
- The Self Evaluation provides up to date evaluation of the needs of children and families within our area, effectiveness of current service provision and performance in improving outcomes for children and young people
- Additional resources for Family Services
- The 12 month review of Quality Assurance (QA) activity for the period May 2015 -

- April 2016 has identified emerging signs of improvement in social work practice
- A strong Practice Improvement Plan is now also in place and the rigorous implementation of this, drawing on additional resources and additional social work expertise, will be our major priority over the coming year to further accelerate the improvement journey and to achieve the Family Friendly Barnet vision

## **Recommendations**

- 1. That the Committee note the improvement activity taking place in Family Services, as outlined in the body of the report.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Commissioning Director for Children and Young People, and Barnet's Statutory DCS, was requested by Members at Performance and Contracts Management Committee on 31 May 2016 to bring an update on the key themes of; status of social work practices and quality, agency and recruitment, increasing demand and overall budget issues to this Committee. This report sets out an overview of recent social care improvement activity and frameworks which have recently been put in place to make further improvements.
- 1.2 Over the past year, Family Services has focussed on establishing a sound basis on which to improve through strengthening the quality of our social work practice. This has been underpinned and informed by a focus on number of key themes identified over a period of time, including:
  - Social work practice remaining inconsistent
  - Understanding the relatively low number of children in the social care system
  - Addressing the impact of significant transformation in the service and the underlying risk of underperformance as changes are implemented
  - Addressing the challenge of recruiting and retaining sufficiently skilled and experienced social workers
  - Ensuring that sufficient strategic partnership working is in place
  - Increasing the voice of the child in planning at a strategic level
  - Engaging councillors more in delivering their corporate parenting responsibilities and broadening and updating the Pledge to children in care and care leavers
  - Improving the availability and quality of performance management information across the service
  - Ensuring that the present reporting regime is sufficiently robust to give assurance that services are improving outcomes for children, safely and effectively.
  - Ensuring that internal quality assurance frameworks are externally calibrated and verified on a regular basis to ensure that the quality of practice is not over- or understated.
  - Addressing areas of underperformance in specific teams

- Addressing the relatively high number of children and young people placed at distance from the Authority.
- Ensuring that key partners of universal provision are participating effectively in managing early help within their settings with clear and effective Local Safeguarding Children Board (LSCB) oversight
- Developing a clear social work practice framework to improve consistency and stability of practice

1.3 There has been significant improvement work taking place in recent months. The key elements of activity are:

- The launch of the Children and Young People Plan 2016-2020 sets out the vision for Family Friendly Barnet, to develop resilience families and resilient children
- The Self Evaluation provides up to date evaluation of the needs of children and families within our area, effectiveness of current service provision and performance in improving outcomes for children and young people
- The 12 month review of Quality Assurance (QA) activity for the period May 2015 - April 2016 has identified emerging signs of improvement in social work practice
- A strong Practice Improvement Plan is now also in place and the rigorous implementation of this, drawing on additional resources and additional social work expertise, will be our major priority over the coming year to further accelerate the improvement journey and to achieve the Family Friendly Barnet vision

### ***The vision***

1.4 Over the next year Family Services will focus heavily on delivering the Children and Young People Plan 2016-2020 vision of making Barnet the most Family Friendly Borough by 2020. The Children and Young People Plan is a partnership plan, developed and shaped by partners from different sectors across the borough, and represents our joint commitment to making Barnet London's most 'Family Friendly' borough.

Family Friendly Barnet focused on making Barnet an even better place to live for all families - whether a couple with dependent children, a single-parent family, a foster family, a blended family or any other kind of family.

The theme of resilience has been chosen to drive Family Service's ambition for strong communities in which children can thrive and achieve. Resilience is the ability to bounce back from stress and adversity and take on new challenges, leading to better outcomes (Pearson & Hall 2006, adapted). A strategy based on resilience involves looking for strengths and opportunities to build on, rather than for issues or problems to treat.

1.5 'Family Friendly Barnet' is the Council's response to three key drivers for change impacting on Family Services:

**The changing demographic nature of the borough.** Barnet is now forecast to have the largest number of children of any London Borough by 2020. Alongside this, Barnet is becoming increasingly diverse as a result of regeneration and migration. We have seen demand for specialist services increase over the last 12 months.

**The need to take a holistic, community focussed approach.** The prevalence of Child Sexual Exploitation (CSE), Missing and Neglect present an overwhelming case for a community-based, integrated, practice-focussed approach promoted by resilience based practice; to build resilience not only within families, but also within Barnet's diverse communities to enable all of Barnet's children and young people to achieve the best outcomes.

**The need to develop practice to the next level.** We continue to build the foundations for good social work practice, with some key areas of strength. The focus is now on embedding the Family Friendly vision through the strands of our practice improvement plan: with a focus on quality social work; systems and tools and workforce development and recruitment.

### ***Self Evaluation***

- 1.6 The recent completion of a Self Evaluation provides up to date evaluation of the needs of children and families within our area, effectiveness of current service provision and performance in improving outcomes for children and young people.

Barnet has a strong governance framework for partnership work, underpinned by the recently refreshed Children and Young People's Plan which will drive forward the Family Friendly Barnet vision. There is clear direction and corporate commitments in place for improvement work to happen, particularly around Family Friendly Barnet and resilience based practice agenda

There is a longstanding commitment to and belief in Early Intervention as a key driver to improve outcomes for vulnerable children, which is underpinned by the multi-agency Early Intervention Strategy. Regular reviews and audits have found thresholds decision making is appropriate. A revised thresholds document was agreed by the Safeguarding Board in 2015 and was implemented across partnership. Step up and step down processes are working well; changes have allowed for greater professional discussion and reduction in drift and delay.

A clear governance structure for looked after children and care leavers supports them to be aware of their rights, entitlements and for their views, wishes and feelings to be taken into account in planning for their current and future development. A recent review of corporate parenting arrangements has improved the effectiveness of corporate parenting arrangements and

senior leaders and lead members are committed to their responsibilities as corporate parents, as illustrated by a recent joint motion by Councillors to Full Council and the subsequent launch of an ambitious new Pledge.

It is clear that there are some areas of strength in the service. At the same time, Family Services, in line with other authorities in London, experiences challenges in recruiting high-calibre, permanent social workers and at present our practice in Social Work in Barnet is not of sufficient consistent high quality. Frameworks have recently been put in place to improve the quality of social work practice, and the rigorous implementation of this will be our major priority over the coming year. There are robust measures in place to both recruit new social workers, agency staff and ensure that existing staff are working with manageable caseloads, good support and a strengthened learning and development offer focussing on resilience-based practice.

### ***Increasing demand and additional resources***

- 1.7 A number of changes to the Family Services establishment were required to help deliver purposeful, resilience-based practice in line with the practice improvement plan. The service needs to be configured in the best way possible, with manageable caseloads, and sufficient capacity to deliver service improvement. In summary, 36 new posts have been added to the establishment, 1 post has been deleted, alongside a change line management for that team, Market Factor Supplement has been introduced for Duty and Assessment team social workers, the Principal Social Worker post has been upgraded and there will be a move from 3 large to 6 small teams in Intervention and Planning.

Additional capacity to manage demand supports manageable caseloads for social workers to enable purposeful social work; Increased CAF capacity supports the provision of effective early intervention support; Increased capacity in Family Support assist high quality interventions to be delivered from family support services; Early Years brokerage officers support the expansion of early years places across the borough; and the formalising of CSE officer posts offer continuity for this important agenda. Overall, an additional £1,902.5k has been added to the establishment, as set out in paragraph 5.2.2 below.

### ***Quality Assurance activity***

- 1.8 In April 2015, following a review of the Quality Assurance Framework, revised audit activity began. The QA Framework sets out arrangements for case file audits and reviews, and thematic audits. Activity is monitored through the monthly performance meetings; there is challenge and accountability through regular monthly reporting to the Strategic Commissioning Director (DCS) and Lead Member. There is a clear, planned Quality Assurance programme of activity.

All audits include seeking the views of children and families (to ensure the voice of the child and family is heard), these are moderated by the Quality Assurance Manager to provide assurance against the overall grading of the audits.

The 12 month review of Quality Assurance (QA) activity for the period May 2015 - April 2016 has identified emerging signs of improvement and the quality of practice evidenced through audits has shown a positive improvement.

### ***Practice Improvement Plan***

1.9 The rigorous implementation of the practice improvement plan will be our major priority over the coming year to further accelerate the improvement journey. The delivery of the plan is being overseen by a Board, chaired by the interim CEO. The plan has 3 key strands;

**1. To empower and equip the social care workforce to understand the importance and meaning of purposeful social work in Barnet, through:**

- Disseminate and embed the vision of Family Friendly Barnet, which has resilience at its core
- Implement a tailored model of delivery
- Promote reflective supervision that supports social work practice
- Ensure consistent recording of information
- Effect sustained change in families through purposeful social work
- Further developing participation, to ensure that the voice of the child continues to inform the delivery of services
- Drive changes through purposeful practice leadership

**2. To ensure that Barnet's organisational culture, systems and tools support the delivery of high quality social work, through:**

- Review and implement changes to IT systems to support good practice
- Embed policies and procedures and refresh in line with vision
- A more timely, effective allocation system with aspirations for lower caseloads in Intervention & Planning
- Review accommodation requirements to support good practice

**3. To retain, attract and grow a cadre of effective social workers who are child focussed, curious and inquisitive about what they are seeing and assessing through:**

- More effective recruitment and retention methods
- Instil more rigorous and robust performance management
- Implement tools to better understand workforce performance
- Commission a learning and development core programme
- Develop a Practice Academy



## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 Barnet is a great place to live for most families, children and young people. Barnet has some of the best schools in the country, some of the best parks and open spaces in London, and low levels of unemployment among the adult population. The borough is benefitting from large-scale regeneration projects, which are creating more housing, infrastructure and opportunities for all. In Barnet, most children and young people achieve well and successfully make the transition into adulthood.

The vision is focused on making Barnet an even better place to live for all families - whether a couple with dependent children, a single-parent family, a foster family, a blended family or any other kind of family. The theme of resilience to drive our ambition for strong communities in which children can thrive and achieve.

There will be situations where families require additional assistance to help build their resilience. In Barnet, the early help offer is provided across the strategic partnership in a timely, targeted and coordinated way to help families to achieve the best outcomes for their children. For some families, social work involvement will be required at particular points in time.

It is of significant importance that services delivered are high quality, seek to work in a meaningful way with families to build their resilience, to ensure that children, young people and their families are safe, healthy, knowledgeable, responsible, informed and listened to. As such, the implementation of improvement activity in Family Services is a key priority.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The coordinated implementation of the Practice Improvement Plan is integral the continuation of Family Services' improvement journey. The alternative option of maintaining the status quo will not make the desired improvements at the pace required.

## **4. POST DECISION IMPLEMENTATION**

- 4.1 The delivery of the Practice Improvement Plan is underway. The delivery of the plan is being overseen by a Board, chaired by the interim CEO. Two meetings have taken place to date and additional resources and social care expertise are being drawn upon. A specialist, recently experienced social care leader has come into Barnet Family Services to support the implementation of the Practice Improvement Plan.

## **5. IMPLICATIONS OF DECISION**

- 5.1 **Corporate Priorities and Performance**

### 5.1.1 Implications for Corporate Priorities

**Ensure that Barnet is a place of opportunity, where people can further their quality of life:** Family Services seeks to build community resilience to provide a good start in life for children and young people. “Community factors can also promote resilience. Children are likely to find it easier to access support outside the home when they live in cohesive neighbourhoods with formal facilities that encourage participation and achievement.” (Hill et al, 2007)<sup>1</sup>

### 5.1.2 Implications for the committee’s Commissioning Objectives

**Every child in Barnet has a great start in life, with the security and safety to grow in a nurturing environment:** Warm, authoritative and responsive parenting is usually crucial in building resilience. The Practice Improvement Plan is a key mechanism through which Family Services will deliver the Family Friendly Barnet vision, which seeks to support parents’ roles in building their child’s resilience.

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

5.2.1 There are clear governance arrangements and a stable management team are supporting the continuous improvement of Family Services.

5.2.2 As detailed in paragraph 1.7 above, Additional resources have been assigned in order to drive further improvements and change.

Reason Cost	Reason Cost
Increase in demand at the front door	£444.0k
Increase in demand in the rest of the system	£670.5k
Adjustments to transformed structure	£175.0k
Early Years places	£160.0k
Child Sexual Exploitation & Missing	£110.0k
Caseload reduction	£343k
<b>Total</b>	<b>£1,902.5k</b>

## 5.3 Social Value

5.3.1 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Elements of the Practice Improvement Plan implementation will involve the commissioning of services and training, learning and development. Opportunities to secure social value through these mechanisms will be considered as part of any commissioning process.

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<sup>1</sup> Hill, M, Stafford, A, Seaman, P, Ross, N and Daniel, B (2007) ‘Parenting and resilience’, *Joseph Rowntree Foundation*. <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/parenting-resilience-children.pdf>

## 5.4 Legal and Constitutional References

5.4.1 Local authorities have specific duties in respect of children under the Children Acts 1989 and 2004. They have a general duty to safeguard and promote the welfare of children in need in their area and, provided that this is consistent with the child's safety and welfare, to promote the upbringing of such children by their families by providing services appropriate to the child's needs. They also have a duty to promote the upbringing of such children by their families, by providing services appropriate to the child's needs, provided this is consistent with the child's safety and welfare. They should do this in partnership with parents, in a way that is sensitive to the child's race, religion, culture and language and that, where practicable, takes account of the child's wishes and feelings. Services might include day care for young children, after-school care for school children, counselling, respite care, family centre services or practical help in the home or targeted parenting and family support.

5.4.2 Responsibility for Functions, Annex A, in the council's constitution states that the Children, Education, Libraries and Safeguarding Committee has the responsibility for powers, duties and functions relating to Children's Services. In addition to this, the committee has responsibility for overseeing the support for young people in care and enhancing the council's corporate parenting role.

## 5.5 Risk Management

5.5.1 The nature of services provided to children and families by Family Services manage significant levels of risk. High quality early intervention and social care services reduce the likelihood of children suffering harm and increase the likelihood of children developing into successful adults and achieving and succeeding. The implementation of the Practice Improvement Plan will support the vision of Family Friendly Barnet, through high quality interventions, which seek to build the resilience of children, families and communities.

## 5.6 Equalities and Diversity

5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- advance equality of opportunity between people from different groups
- foster good relations between people from different groups

The broad purpose of this duty is to integrate considerations of equality into day business and keep them under review in decision making, the design of policies and the delivery of services.

Barnet's Council commissioning plan up to 2020, to deliver involved, successful and resilient communities, is underpinned by a recently refreshed, thorough JSNA which sets out the issues facing the local community. The

use of the JSNA is now an anchor for all commissioning activity to ensure needs are understood and met in a coordinated way. There are a number of strategic commissioning activities which support Family Friendly Barnet and which contribute to building resilience for children, young people and their families.

## **5.7 Consultation and Engagement**


5.7.1 A range of consultation and engagement activity is taking place both across Family Services and across the multi-agency partnership in relation to the Children and Young People Plan and the Early Intervention and Prevention Strategy implementation. A multitude of workshops have taken place between the Senior Leadership Team in Family Services and members of staff across Family Services to progress the resilience based practice approach. The discussion and feedback from this engagement activity is informing and shaping the ongoing improvement activity. This is supplementing ongoing consultation with children and young people, including the implementation of new tools such as Mind of My Own (MoMo) to hear their views and to shape service development.

## **5.8 Insight**

5.8.1 Historically Barnet has had relatively low levels of Children in Need, Child Protection and Children in Care per 10,000, which can be partly explained by population factors, however there have been recent increases in demand at the front door, in early intervention and social care. These have been addressed through the injection of increased resources. A performance framework, monthly assurance report and complements and complaints mechanisms enable insight to be used to inform the continuous improvement of services.

## **6. BACKGROUND PAPERS**

6.1 Item 8, Performance and Contract Management Committee, 31 May 2016:  
<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=693&MId=8412&Ver=4>

	<p><b>Children, Education, Libraries and Safeguarding Committee</b></p> <p><b>12<sup>th</sup> July 2016</b></p>
<p><b>Title</b></p>	<p>Children, Education, Libraries and Safeguarding Committee Work Programme</p>
<p><b>Report of</b></p>	<p>Commissioning Director, Children and Young People</p>
<p><b>Wards</b></p>	<p>All</p>
<p><b>Status</b></p>	<p>Public</p>
<p><b>Urgent</b></p>	<p>No</p>
<p><b>Key</b></p>	<p>No</p>
<p><b>Enclosures</b></p>	<p>Appendix A - Committee Work Programme – July 2016 - May 2017</p>
<p><b>Officer Contact Details</b></p>	<p>Edward Gilbert, Governance Service                  Email: <a href="mailto:edward.gilbert@barnet.gov.uk">edward.gilbert@barnet.gov.uk</a>                  Tel: 020 8359 3469</p>

### Summary

The Committee is requested to consider and comment on the items included in the 2016 work programme

### Recommendations

1. That the Committee consider and comment on the items included in the 2016-17 work programme

## **1. WHY THIS REPORT IS NEEDED**

- 1.1 The Children, Education, Libraries and Safeguarding Committee Work Programme 2016-17 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 2015-20.

### **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 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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**Children, Education, Libraries &  
Safeguarding Committee  
Forward Work Programme  
July 2016 - May 2017**

Contact: Edward Gilbert 020 8359 3469 [edward.gilbert@barnet.gov.uk](mailto:edward.gilbert@barnet.gov.uk)

Title of Report	Overview of decision	Report Of ( <i>officer</i> )	Issue Type (Non key/Key/Urgent)
21st September 2016			
School Place Planning	Committee to consider a paper relating to School Place Planning.	Education and Skills Director	Key
Annual Safeguarding Board Report	Committee to consider the Annual Safeguarding Board Report.	Commissioning Director, Children and Young People	Non-key
Response to Annual Safeguarding Board Report	Committee to consider the Council's response to the Annual Safeguarding Board Report.	Commissioning Director, Children and Young People	Non-key
Youth Strategy	Committee to consider a paper relating to the Barnet Youth Strategy.	Commissioning Director, Children and Young People	Non-key
Annual Report of Safeguarding Services	Committee to consider the Annual Report of Safeguarding Services.	Commissioning Director, Children and Young People	Non-key
Annual report from Schools Forum	Committee to consider the annual report from the Schools Forum.	Education and Skills Director	Non-key
Health performance	Committee to receive a performance report relating to health.	Commissioning Director, Children and Young People	Non-key

Title of Report	Overview of decision	Report Of ( <i>officer</i> )	Issue Type (Non key/Key/Urgent)
17th November 2016			
Business Planning Report 2017/18	Committee to consider a paper relating to Business Planning for the committee. This will incorporate Finance Planning and a Capital Report, which both relate to the functions of the committee.	Commissioning Director, Children and Young People	Key
Culture and Arts	Committee to consider a paper relating cultural activities in the borough.	Commissioning Director, Children and Young People	Non-key
9th January 2017			
Fees and Charges	Committee to consider above inflation Fees and Charges relating to the remit of the committee.	Commissioning Director, Children and Young People	Non-key
1st March 2017			
Annual report from the Corporate Parenting Advisory Panel	Committee to consider the annual report from the Corporate Parenting Advisory Panel.	Commissioning Director, Children and Young People	Non-key
17th May 2017			

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