

Report of the Interim Strategic Director Children's Services to the meeting of Executive to be held on 11th June 2019

Subject: Prevention and Early Help Estates Strategy (Interim extraordinary report including SEND proposals)

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Summary statement:

On 5th February 2019 Executive gave approval to commence formal consultation into the future use of 41 Children Centre buildings across the District. This decision followed a review into the potential future use of these buildings in order to identify the potential opportunities to make savings that could sustain the additional two year funding provided for the newly formed 0-19 years Prevention and Early Help service

The Consultation process took place from 12th February 2019 until 7th May 2019.

Following the consultation process an opportunity was identified which would not only make savings for the Prevention and Early Help service but would also continue to enable services to be provided to meet local need, whilst also increasing additional specialist places for children with SEND.

Therefore, this report is being brought ahead of the planned 9th July 2019 Executive as an urgent decision is required to meet the timescales involved to implement the proposals and complete the building work to meet the September 2019 pupil admission date. The Children's Centres concerned are:

- Canterbury Children's Centre based within Canterbury Nursery School
- Crossley Hall Children's Centre which is a standalone building based within the grounds of Crossley Hall Primary school
- Princeville Children's Centre which is a standalone building based within the grounds of Princeville Primary School

A further report will be brought to the Executive on 9th July 2019 in relation to the remaining 38 Children Centres.

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Portfolio:
Cllr Khan

Overview & Scrutiny Area:
Children's Services

1. SUMMARY

- 1.1 On the 3 April 2018, Executive approved the creation of a Family Hub model for a new Prevention and Early Help Service. This model is now in place and brings together a range of existing services to form a new set of preventative and early help arrangements for children, young people and families.
- 1.2 At that meeting Executive also agreed that an additional £500,000 per year for 2018/19 and 2019/20 be allocated to support transition into the proposed new model. This additional funding has gone into increasing the number of Prevention Workers and Key Workers.
- 1.3 It was also resolved that “the Strategic Director of Children’s Services in consultation with the Portfolio Holder produce a detailed plan on the best collective use of buildings across the Council, with key partners and communities, to sustain as much funding into front line workers by 2020/21.”
- 1.4 As a result of that resolution, a multi-agency work stream comprised of Council Officers and partners including representatives from Prevention and Early Help, social care, health, VCS, public health neighbourhoods, libraries and estates undertook a full review of the 41 buildings commonly known as Childrens Centres.
- 1.5 On 5 February 2019 Executive received a further report that set out the principles of the review and the proposals for consultation for each of the buildings. Approval was given to the recommendation of the Interim Director of Children’s Services to commence a formal consultation process into those proposals and to bring a report detailing the outcome of the consultation and recommendations to the Executive in July 2019. The consultation process took place between 12th February and 7th May 2019.
- 1.6 The consultation process has identified the potential opportunity, to not only make the required savings for the Prevention and Early Help service, but to also meet the increasing needs for additional specialist places for children with Special Educational Needs and Disabilities (SEND).
- 1.7 We are now seeking approval to expedite a decision on the following 3 Children’s Centres; Canterbury Children’s Centre, Crossley Hall Children’s Centre and Princeville Children’s Centre, separate to the report due to be considered on 9th July. A decision is required on the outcome of the consultation ahead of the 9th July report so that the necessary building work can be completed to meet the September 2019 school admissions date.
- 1.8 It is anticipated that the proposed alternative use, identified for these 3 Children’s Centres and detailed within this report, do not adversely impact on early childhood services in the area. Therefore it can be determined in isolation of the further report to Executive in July 2019.

2. BACKGROUND

- 2.1 At the Executive Board on 3rd April 2018 it was agreed to implement a new model for Prevention and Early Help. It is not intended to revisit that report here, however, in summary the purpose of the a 0-19 Prevention and Early Help model is to target those wards/areas with the poorest outcomes, ensuring support is available for those families in greatest need, ensuring that they have access to a wide range of universal support and services. The aim of the new model is to cut out duplication and provide a 'whole family' approach so families do not receive a series of interventions from different services.
- 2.2 The new model was implemented in October 2018 and has resulted in the creation of four new 0-19 Prevention and Early Help Teams based in the constituency areas of Bradford West, South, East and Keighley & Shipley with the aim of targeting those wards/areas with the poorest outcomes and bring together teams that will deliver:
- the Children's Centre core offer across the District;
 - targeted key work with individual children and families (Families First);
 - parenting support;
 - early education and childcare quality and take up;
 - education safeguarding and attendance;
 - diversity and cohesion.
- 2.3 At the Executive on 3rd April 2018 it was also recommended that a review be undertaken in relation to the future use of the 41 Children Centre buildings across the District. The purpose of the review was to identify the potential to make savings that could sustain the additional two year funding provided for the newly formed 0-19 years Prevention and Early Help service.
- 2.4 A Sure Start Children's Centre is defined in the Childcare Act 2006 as a place or group of places under arrangements with the Local Authority secured for early childhood services. It follows from the statutory definition of a Children's Centre that they are as much about making appropriate and integrated services available as it is about providing premises in a particular geographical area.
- 2.5 A review of the Children's Centre buildings was subsequently undertaken on the basis of moving to an approach to support the delivery of 0-19yrs Prevention and Early Help Service that will:
- maximise use of wider locations in communities;
 - ensure a geographical spread of delivery sites across each area;
 - support continued delivery of school nursing & health visiting services across the centres and develop integrated Family Hubs;
 - seek to reduce reliance on buildings and release as much money as possible into front line workers.
 - deliver the new services where they are needed most based on the outcome framework which has already identified those wards/neighbourhoods with the highest levels of inequalities.

2.6 The review group asked the following questions for each Children's Centre:

Does it have sufficient space to create an Integrated 0-19yrs Family Hub, which can provide sufficient accommodation for staff including school nursing, health visiting teams and oral health programmes in each of the 4 Areas?

Is the building in a priority area? The criteria for this was areas that are consistently identified by the Family Needs Assessment to be where families have the poorest outcomes, who are unlikely to take advantage of early childhood services available and have the most need for support.

What are the opportunities to reduce the costs associated with these buildings, whilst maximising the wider collective assets and community resources available?

2.7 Consideration was also given to each building in relation to whether it was suitable to become:

- **An Integrated Family Hub**, which comprises of an integrated staff team base in addition to having on site delivery of services for the public. Where necessary additional capacity will be created in an Integrated Staff base.
- **A Delivery site** offering a minimum of 8 hours of Prevention and Early Help delivery per week, with reduced reception facilities. These are sites which are located where communities can easily access services.
- **Not suitable for either Integrated Hub or delivery site** and therefore should be considered for an alternative appropriate use. The consultation process was used to identify an "appropriate alternative use of these buildings". Where possible, we would look to identify other services for children, young people and families that would use the buildings and could therefore continue to offer services for children and families in the local area.

2.8 On 5th February 2019 the Executive approved the recommendation of the Interim Director of Children's Services to commence formal consultation into the future use these buildings. The Consultation took place from 12th February 2019 until 7th May 2019.

2.9 Consultation Feedback

The consultation process set out to establish the views of the public, stakeholders and other relevant partners on their views for the overall principle of the Council looking at which buildings it currently uses to deliver services for children and families and how these buildings could be used in a better way in the future.

The consultation also sought views in relation to the proposals for each of the 41 Children's Centre buildings.

Consultation took place in the following ways:

- Councillors' drop in sessions and individual Councillor briefings, reports and attendance at all Area Committees and Parish Council Liaison Group.
- Staff briefings and officer newsletters.

- Public consultation events in each Area.
- Individual meetings with all 41 buildings including face to face. Telephone conversations with building owners/managers landlords and other stakeholders either already using the buildings and services and organisations who expressed an interest in the potential future use of the Children's Centres.
- Distributing leaflets and flyers at community hotspots such as GPs and Community Centres to raise consultation awareness
- Attend play groups to gather feedback from parents and grandparents around service provision
- Engage with parents on school/education premises.
- On- line survey
- The consultation was promoted through the local press, via Councils Twitter and website and through the Prevention and Early Help Facebook pages for each area.

The online survey asked participants if they agreed with Bradford Council's proposal to look at which buildings it currently uses to deliver services for children and families and how these buildings could be used in a better way in the future.

The feedback result from the online survey was:

- 52 YES (68%)
- 25 NO (32%)

2.10 Participants were asked to provide more detail on why they supported the proposals. Comments included:

- As staff and services have been cut so drastically, there is very little point in keeping all the remaining buildings at full operation
- Closing the ineffective buildings and using the remaining resources to make the enduring buildings more accessible
- Regular reviews of how Council resources are used should be the norm
- A lot of resource is wasted on rent and may be better used on service in a few locations
- The current staffing levels and service provision is confusing and may be more effective if consolidated
- Consolidation of Council buildings will allow community organisations to invest in buildings that are appropriate
- Review for local schools to take on a lot of the services that the Council cannot fund or provide staffing for
- Overall understanding that buildings can be costly and that the Council is under pressure to find savings, so the review is needed to move forward.

2.11 Views against the overall proposals were:

- General feelings that this is a review that will eventually lead to more cuts in services that has already impacted local communities
- Closure of sites would leave charities that provide local provision without a base for operation. This may send out the wrong message to organisations that want to operate in the area
- Many families are not too mobile and rely heavily on the services that their local Children Centre provides. By closing these, families will be restricted in what services they can access
- Centres are vital community hubs that should have investment (service investment) to ensure that they are suitable for the surrounding communities

2.12. Specific Consultation Responses in relation to the 3 identified Children's Centres:

In addition to questions about the overall proposals to review the future use of Children's Centre buildings, we asked participants about their views on all of the 41 buildings.

During the consultation process 3 Children's Centre sites were identified as potentially suitable for the creation of additional places for children and young people with special educational needs and disabilities (SEND). These are:

2.13 Canterbury Children's Centre based within Canterbury Nursery School

Direct consultation has taken place with the Head Teacher and Executive Head. The school have confirmed that they are happy to support the creation of additional SEND places and that the Children's Centre on their school site would be suitable for such use.

This centre is located within the Canterbury Nursery School site. The review of buildings identified Canterbury Children's Centre as suitable as a delivery site for Prevention and Early Help Services. A delivery site will offer a minimum of 8 hours of Prevention and Early Help delivery per week, with reduced reception facilities. These are sites located where communities can easily access services.

Through the consultation process it has been established that it is possible to reconfigure the space occupied by the Children's Centre within the school building. This creative use of the space will ensure the continued provision of maternity/health visiting and Family Hub services for children and families in the local area at a reduced cost to the service. It will also ensure that we are complying with our statutory duties ensuring where possible and as far as reasonably practicable, we will continue to meet the needs of local communities in the East area of the City. The proposal to reconfigure the space on this site will ensure the continuation of this Children's Centre provision does not impact on early childhood services in the area and therefore can be determined in isolation of the further report in July.

This proposal, if approved, will provide additional space to create much needed SEND places for the local community and area. The intention would be to use this surplus space to deliver SEN provision by increasing/developing the capacity of a Designated Specialist Provision (DSP) established by Horton Park Primary Academy School, with the provision delivered from Canterbury Nursery School, with effect from September 2019.

This will provide 12 additional places for primary aged children (key stage 1) with complex SEND.

2.14 Crossley Hall Children's Centre based within the grounds of the School

This centre is located in the West area of the city. It is a standalone building based within the grounds of Crossley Hall Primary Academy school.

The proposal for consultation following the review of the buildings was that Crossley Hall Children's Centre was not suitable to become an Integrated Hub or delivery site, it was not identified to be in an area of high need and therefore should be considered for an alternative appropriate use. Appropriate alternative use means that where possible we will identify other services for children, young people and families that can use the buildings and continue to offer services for children and families in the local area.

Direct consultation has taken place with the Head Teacher and Executive Head of the Academy. The school have confirmed that they would support the creation of additional SEND places together with the Local Authority and that the Children's Centre building located on their school site would be suitable for such use.

The creation of SEND provision in this Children's Centre building means if approved these premises would no longer operate as a Children's Centre.

Alternative delivery sites are already providing services for families in the local community area at St Edmunds Nursery School and the Executive Head Teacher has agreed that if the proposal is approved this would create space within the school building that could be used by the Prevention & Early Help Service. This would allow for some provision to be available to support for children and families in the area and therefore minimise the adverse effects on outcomes for children and families in order to meet local needs.

This proposal, if approved, will also bring the benefit of providing additional space to enable proposals by the Academy to create much needed SEND places for the local community and West area by increasing the schools current 12 place DSP to a 24 place DSP for primary aged children with communication and interaction needs including autistic spectrum disorders (ASD) effective from September 2019.

2.15 Princeville Hall Children's Centre based within the grounds of the School

This centre is also located in the West area of the city. It is a standalone building based within the grounds of Princeville Primary school. It is a purpose built Children's Centre in close proximity to other sites.

The proposal for consultation for Princeville Children's Centre was that it should be considered for an alternative appropriate use. Appropriate alternative use means that where possible we will identify other services for children, young people and families that can use the building and continue to offer services for children and families in the local area.

Direct consultation has taken place with the Head Teacher. The school have confirmed that they support the creation of additional SEND places and that the Children's Centre on their school site would be suitable for such use.

Alternative delivery sites are already providing services for families in the local community area and the Head Teacher has also agreed that if the proposal is approved, he would provide space within the school building that could be used by the Prevention & Early Help

Service. This would allow for some provision to be available to support children and families in the area and therefore minimise the adverse effects on outcomes for children and families in order to meet local needs.

This proposal will mean that the building would no longer operate as a Children's Centre and will instead be used to create additional SEND provision for children in the West area.

If approved this would create the required capacity to enable the delivery of up to an additional 35 specialist places for primary aged children in the West area with communication and interaction needs, including autistic spectrum disorders (ASD) and primary aged children with severe learning difficulties (SLD).

3. OTHER CONSIDERATIONS

- 3.1 The proposals within this report will further support the on-going SEND consultations regarding increasing specialist places for children and young people across the District. It will also support the new Prevention and Early Help model of delivery which has moved away from the familiar Children's Centre core offer for children and families aged 0-5 years, previously delivered through seven standalone Children's Centre teams/clusters and which has instead incorporated services into the 0-19 Prevention and Early Help Teams.
- 3.3 The Local Authority has a statutory duty to keep under review the specialist provision it makes for children and young people with special educational needs and disabilities (SEND), whilst also ensuring there are sufficient specialist places available to meet the needs of the growing SEND population.
- 3.4 The Bradford District has experienced a significant increase in demand for Special Educational Needs and Disabilities (SEND) provision in the last 10 years. The use of the outlined three Children's Centres would go some way towards supporting the SEND Sufficiency Strategy for Bradford.
- 3.5 It is projected that the demand for SEND provision will continue to grow across all sectors in the Bradford District. The Schools Forum agreed in January 2019 to commission an additional 354 places as presented as part of the draft outline plan.
 - There is an urgent need for more specialist places in Bradford due to the increase in population
 - All children are to be valued equally, regardless of their ability, behaviour, family circumstances, ethnic origin, gender and sexual orientation
 - All children are to be provided with the best learning opportunities, environment and experience which maximises their learning
 - All children are entitled to a broad, balanced and relevant curriculum which is differentiated to meet individual needs
 - Children's diverse special educational needs and disabilities require a range of flexible and varied provision

3.6 These proposals will still ensure that we are providing early childhood services for families in the East and West areas and will also allow for further development and enhance the network of Special Schools, Early Years Enhanced Specialist Provisions (EYESP), Designated Specialist Provisions (DSP) and proposed Resourced Provisions (RP) which form part of:

- A coherent geographical spread of provision across the District, minimising travel times
- A dynamic network for sharing best practice and experience
- Flexible and responsive provision to best meet the needs of children and young people with SEND

3.7 The Council is looking at the best way to offer a full range of SEN provision locally for all children. We believe that a flexible District wide model will be able to respond effectively to local changes in demand.

3.8 The Local Authority is currently consulting on a number of proposals regarding the Sufficiency of Specialist Places for children and young people with SEND across the District. Further information can be found by visiting:

<https://bradford.moderngov.co.uk/mgConsultationDisplay.aspx?ID=194>

4. FINANCIAL & RESOURCE APPRAISAL

4.1 In order to achieve the savings to support the additional transitional funding for Prevention and Early Help Services (£500k over 2 financial years totalling £1m), savings on building costs need to be achieved.

Building	Current running cost per year	Savings 1/9/19 - 31/2/20	Costs 1/4/20 onwards	Capital Grant (Sure Start)
Canterbury Children's Centre	£32,000	£10,300 (£21,864 pro rata annual)	£14,500	£808,418
Princeville Children's Centre	£14,963	£8,728	Nil	£425,658
Crossley Hall Children's Centre	£19,849	£11,578	Nil	£1,189,992

4.2 Revenue

If the proposals in this report are approved for the future use of these three Children's Centres it is expected that total savings of £30,606 can be achieved from September 2019 to March 31st 2020. With savings of £52,318 from 2020/21 onwards, this will make a significant contribution to the requirement of £500k savings.

4.3 In addition to the savings that can be achieved for the running costs associated with these Centres, where SEN proposals can be implemented by the Local Authority working together with Academies in the District; this would also create a potential saving to the revenue budget (High Needs Block funding). It will enable the creation of much needed

additional specialist places for children to be educated locally and close to their families and local communities.

4.4 Capital

All three Children's Centres were predominantly funded from capital monies from Central Government under the Sure Start Children's Centre programme. A Sure Start Children's Centre is defined as a place, or group of places where local families with young children' can go and enjoy facilities and receive support that they need.

There is a risk of claw back on the original capital Sure Start funding provided to the Local Authority to set up the Children's Centres, if an asset funded wholly or partly by the Government is disposed of, or the asset is no longer used to meet the aims and objectives of the original grant. The Department for Education must be notified of any plans to dispose of grant funded assets and should operate on the presumption that claw-back will be enforced.

The original capital grant for each Children's Centre is shown in the table above. If the Executive approve the plans set out in this report for the future use of the three Children's Centres buildings on these sites the Local Authority will need to notify the DfE of the intended change of use.

Previous guidance required local authorities to notify and consult with the Department, about any plans to transfer, dispose of, or change the use of buildings or any other tangible fixed assets which has a current market value of more than £2,500. This was applicable to all assets acquired in full or partly by any of the Department's capital grants. The Department should be notified at least three months prior to the date the proposed disposal is intended to take place.

The guidance states that subject to prior approval with the DfE there would be no claw back of a grant where an asset is sold and the proceeds are reinvested in other assets for a similar purpose consistent with Sure Start, Early Years and Childcare aims. The guidance further states that It is advisable therefore, to obtain specific written consent from the Department prior to the change of use for the claw back to be waived or deferred.

To avoid the risk of any claw back, the DfE will have to be assured that the proposal will continue to meet the aims of the original grant. Statutory guidance on Children's Centres confirms that the focus should be on delivery of service and not necessarily on buildings and it is more about making appropriate and integrated services available for families rather than about providing premises.

All three of the identified Children's Centres will continue to operate services for children under 5 years of age. Early childhood services will continue on the Canterbury site and the needs of families will continue to be met in the Princeville and Crossley Hall areas albeit on alternative sites

In addition to the running cost savings above, the alternative use of these Children Centres would allow further savings to be made. If approved the proposal will significant reduce the capital expenditure required to create the additional needed specialist places.

Although the three children's centres have not yet been subject to detailed costing and measurements it is anticipated that the building work required to deliver this SEND provision across three schemes including fees and contingency would be approximately £389k. This would be funded by a combination of the remaining Basic Need allocation and the latest allocation of SEND capital monies announced in December 2018

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The risks are managed in accordance with the Council's procedures. This is a large programme of work that requires delivery at a considerable pace.
- 5.2 Individual risks associated with the development/expansion programmes are managed as part of the overall project to deliver the sufficiency of specialist places across the District.
- 5.3 There are risks associated with the proposed change of use of two of the Children's Centres (Crossley Hall and Princeville). The risk and mitigating factors are set out in section 4 of this report. The risk linked to Canterbury Children's Centre is deemed as low due to the on-going use as a Children's Centre.
- 5.4 Determining these three centres prior to the July 2019 Report does not create any risk to the proposals for the remaining 38 children centres.
- 5.5 There is also a reporting mechanism to the Childrens Change Programme Board, the SEND Strategic Partnership Board and the Schools Forum on the various strands of the project including time scales, Capital and Revenue funding constraints, Issues and Risks.

6. LEGAL APPRAISAL

- 6.1 The Local Authority must ensure it complies with the duty to consult under the Childcare Act 2006.
- 6.2 The DfE Sure Start Children's Centre statutory guidance April 2013 provides that the Local Authority must ensure there is consultation with interested parties before any significant changes are made to Children's Centre provision in their area including how they are delivered or provided through linked sites.
- 6.3 The Local Authority must consult before closing a Children's Centre or reducing the services provided to such an extent that it no longer meets the statutory definition of a Sure Start Children's Centre.
- 6.4 When a Local Authority puts forward any proposals on the change of use of capital projects which were funded through the Sure Start and Early Years Capital Grant it must inform the Department of Education of the proposed change.
- 6.5 Adequate time must be given for consideration of and to respond to the consultation and conscientious account must be taken of responses when a decision is made.
- 6.6 Where Children's Centres have been established under Sure Start funding, the Local Authority will have accepted terms and conditions before the funds will have been released. These grant agreements may contain claw back conditions in the event

that centres are closed or changed. The Authority should notify the DfE of its intention to change any Children Centres and seek approval to waive any potential claw back.

- 6.7 The Local Authority must have regard to its public sector equality duties under section 14 of the Equality Act 2010 when exercising its functions and making any decisions. The Local Authority must carry out an Equalities Impact Assessment to enable intelligent consideration of the proposals. The Local Authority must have due regard to the information in the Equalities Impact Assessment in making the decision to commence consultation on these proposals.
- 6.8 The Children Act 1989 sets out the provision of services for children and their families. Section 17 places a duty on every local authority to safeguard and promote the welfare of children who are in need within their area.

The Council also has duties under the Childcare Act 2006 which include:

- Section 1 - duty to improve well-being of young children & reduce inequalities between them;
- Section 3 - to make arrangements so that early childhood services are integrated, accessible and benefit young children and their parents;
- Section 5A - make arrangements for sufficient Children's Centres, so far as reasonably practicable to meet local need;
- Section 5D - duty on local authorities to ensure there is consultation before any significant changes are made to Children's Centre provision in their area
- Section 5E - duty on local authorities, local commissioners of health services and Jobcentre Plus to consider whether the early childhood services they provide should be provided through Children's Centres in the area

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

S149 of the Equality Act 2010 (the Public Sector Equality Duty) provides as follows:

- (1) A public authority must, in the exercise of its functions have due regard to the need to;
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010
 - (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
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;
- (a) tackle prejudice, and
 - (b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

7.1.2 An Equalities Impact Assessment for the proposals is attached as Appendix 2.

The Local Authority must not discriminate directly or indirectly against any group or individual. The schools and any proposed new provision will continue to cater for the needs of all children and serve its community. An Equalities Impact Assessment has been carried out and can be found on:

<https://bradford.moderngov.co.uk/documents/s25991/Appendix%204%20Equality%20Impact%20FINAL.pdf>

7.2 SUSTAINABILITY IMPLICATIONS

There are no direct sustainability implications arising from this report.

Any development or changes to buildings undertaken as a result of these proposals will be undertaken in a sustainable way which minimises the future impact of the Local Authority's carbon footprint.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

If children and young people are able to attend their local specialist provision, this could lead to a reduction in emissions.

7.4 COMMUNITY SAFETY IMPLICATIONS

Through working differently across services we are seeking to minimise crime and anti-

social behaviour and its impact on individual families and communities. This is a priority outcome area.

These arrangements will allow the children and young people to build their skills in a specialist environment and access their own community in the safest and most independent fashion.

7.5 HUMAN RIGHTS ACT

There are no direct Human Rights implications arising from this report.

The Human Rights Act incorporates the European Convention on Human Rights which provides that no person shall be denied the right to education.

7.6 TRADE UNION

The Trade Unions will be consulted on the proposals

7.7 WARD IMPLICATIONS

Ward Councillors have been formally consulted during this process.

7.8 IMPLICATIONS FOR CORPORATE PARENTING

It is important that appropriate venues are available across the District to enable Looked after Children to maintain contact with their family. Any impact on maintaining contact will need to be reflected in the consultation.

The proposals to increase specialist provision across the District will provide a wider choice within their local communities, reducing need for out of District placements.

7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

7.10.1 The City of Bradford Metropolitan District Council (the 'Council') is registered with the Information Commissioners Office (ICO). For more information about how the Council uses information, please refer to the general 'Privacy Notice' on the Council's website.

7.10.2 Children's Services will undertake a Privacy Impact Assessment to identify any data protection and information security matters arising from the proposals

7.10.3 The legal basis for holding any data relating to buildings is contractual and may relate to tenancy or other property type agreements. General Data Protection Regulation (GDPR) principles relating to individual's rights will be fully respected.

7.10.4 Any need for partner agencies to share data would only be with the express permission of the service users in the full knowledge of why and what it would be used for. General Data Protection Regulation (GDPR) principles relating to any individuals data and rights under the Data Protection Act 2018 will be respected.

8. NOT FOR PUBLICATION DOCUMENTS

- None

9. OPTIONS

All of the below options are subject to consultation with the DfE.

9.1 Canterbury Children's Centre

1. Approve the reduction in the space currently defined as the Children's Centre for Prevention & Early Help Services in order to create a delivery site that will also support the Districts SEND Sufficiency Strategy.
2. Do not approve the reduction in the space occupied as the Children's Centre.

9.2 Crossley Hall Children's Centre

1. Approve the closure and change of use for the Children's Centre in order to support the Districts SEND Sufficiency Strategy.
2. Do not approve the change in use of the Children's Centre.

9.3 Princeville Children's Centre

1. Approve the closure and change in use for the Children's Centre to support the Districts SEND Sufficiency Strategy.
2. Do not approve the change in use of the Children's Centre

10. RECOMMENDATIONS

10.1 That in respect of Canterbury Children's Centre the reduction in the space currently defined as the Children's Centre be approved in order to create a delivery site that will also support the Districts SEND Sufficiency Strategy.

10.2 That in respect of Crossley Hall Children's Centre the closure of the Children's Centre on this site be approved to support the Districts SEND Sufficiency Strategy noting that Prevention & Early Help Services are provided within the area which will meet the local need for families and young children.

10.3 That in respect of Princeville Children's Centre the closure of the Children's Centre on this site be approved to support the Districts SEND Sufficiency Strategy noting that Prevention & Early Help Services are provided within the area which will meet the local need for families and young children.

10.4 That in accordance with paragraph 8.7.4 of Part 3E of the constitution, resolutions 10.1, 10.2 and 10.3 above are not subject to call-in as the matter is urgent for the reasons set out in paragraph 1.7; as any delay which may result from calling-in the decision may be prejudicial to the interests of the Council's ability to undertake the necessary building work required to create the additional SEND places in time for the September 2019 pupil intake.

10.5 That the Interim Strategic Director in consultation with the Portfolio Holder for Education, Employment and Skills be requested to review and monitor the expenditure involved in implementing the resolutions in paragraphs 10.1., 10.2 and 10.3 above.

11. APPENDICES

- Equality impact Assessment – Prevention & Early Help Estates Strategy

12. BACKGROUND DOCUMENTS

- Report to Executive 5th February 2019

Equality Impact Assessment Form

Department	Children Services	Version no	0.1
Assessed by	Helen Johnston	Date created	28 November 2018
Approved by	Jenny Cryer	Date approved	12 December 2018
Updated by		Date updated	
Final approval		Date signed off	

The Equality Act 2010 requires the Council to have due regard to the need to

- eliminate unlawful discrimination, harassment and victimisation;
- advance equality of opportunity between different groups; and
- foster good relations between different groups

Section 1: What is being assessed?

1.1 Name of proposal to be assessed.

Prevention and Early Help Estates Strategy

1.2 Describe the proposal under assessment and what change it would result in if implemented.

The proposal for consultation aims to ensure that use of the buildings estate is aligned with the new operating model for the Prevention and Early Help service and that buildings are being used to their maximum benefit for the community.

The change would result in a reduction in the number of buildings from which prevention and early help services are provided or are accessible to users across the district. It is intended to align the building estate with the new operating model.

A multi-agency team established to make recommendations on the proposal worked to the following principles:

- Create at least one integrated family hub for staff teams and other service in each of the 4 Hub Areas.
- Base services in communities and building on community assets
- Establish needs led and targeted support in areas of highest need
- Achieve reach through outreach and linking in and through wider community provision and sites.

- Develop an agile approach so that service activities are able to be provided flexibly across a range of sites based on need.

In making recommendations, the team also gave consideration to if a building was in a priority area – priority being determined by a range of available data including IMD 2015 rank, % of NEET, levels of young people who were unemployed etc.

The resulting proposal for consultation is to move to a tiered buildings approach for the delivery of Prevention and Early Help. In each cluster (four areas) it is proposed to have:

- At least one **Integrated Family Hub**, which comprise of an integrated staff team base in addition to having on site delivery of services for the public. Where necessary additional capacity will be created in an Integrated Staff base.
- **Delivery sites** offering a reduced number of hours of Prevention and Early Help delivery per week, with no permanent staff based on site, limited reception facilities, but located where communities can easily access services.
- **Community based provision** to be identified through consultation to meet local need, where possible paid for by the hour as required.

The proposal meets the principles above and ensures that the new model for Prevention & Early Help services can be delivered, in particular ensuring:

- Statutory requirements continue to be met
- Good outcomes for children are supported
- As much resource as possible is deployed to work directly with children, families and communities

The proposal for consultation will also:

- Maximise use of wider locations in communities
- Ensure geographic spread of delivery sites across each constituency
- Support continued delivery of midwifery & health visiting services across centres and develop family hubs;

Section 2: What the impact of the proposal is likely to be

- 2.1 Will this proposal advance equality of opportunity for people who share a protected characteristic and/or foster good relations between people who share a protected characteristic and those that do not? If yes, please explain further.

Support will continue to be delivered across the district in line with the new PEH operating model with a special emphasis on ensuring that some buildings that deliver services and some buildings that are available for community use are sustained in the most deprived areas.

Overall the proposal for consultation intends to support the new PEH operating model – ensuring that all communities have access to services, that equality of opportunity and a range of outcomes for babies, children and young people and families is advanced.

2.2 Will this proposal have a positive impact and help to eliminate discrimination and harassment against, or the victimisation of people who share a protected characteristic? If yes, please explain further.

Ensuring that services are delivered and activities are available in buildings in deprived areas will mean that those with a range of protected characteristics should find accessing services and provision easier – for instance those individuals and families on low incomes.

2.3 Will this proposal potentially have a negative or disproportionate impact on people who share a protected characteristic? If yes, please explain further.

The physical accessibility of buildings has not been taken into account when developing these proposals therefore people with disabilities may be disproportionately impacted. This may directly impact people who use the services or those who care for them or support them.

Those on low incomes and not living in the priority areas may find it more difficult to access targeted services due to the need to pay for travel, their working patterns, child care arrangements etc. Universal services will still be accessible.

The equality impact assessment carried out indicates the proposal is likely to have low to no impact across most protected characteristics.

2.4 Please indicate the level of negative impact on each of the protected characteristics?

(Please indicate high (H), medium (M), low (L), no effect (N) for each)

Protected Characteristics:	Impact (H, M, L, N)
Age	L affects early years 0-5 provision
Disability	L/M
Gender reassignment	N
Race	N
Religion/Belief	N

Pregnancy and maternity	L
Sexual Orientation	N
Sex	L most users of CC are female
Marriage and civil partnership	N
Additional Consideration:	
Low income/low wage	M

2.5 How could the disproportionate negative impacts be mitigated or eliminated?
(Note: Legislation and best practice require mitigations to be considered, but need only be put in place if it is possible.)

The possible disproportionate impact on people with disabilities could be mitigated by ensuring that buildings identified for consultation within the proposal where services and/or activities are expected to be delivered are reasonably accessible and have undergone recent accessibility assessments, that remedial work is undertaken where such a building in the proposal is not deemed to be reasonably accessible and in the event that the building, following consultation and approval of a finalised proposal, will be a site at which services and activities are delivered.

Ensuring a range of buildings delivering services are sited in deprived areas will ensure those families and individuals on low incomes or wages have access to services. People on low incomes or wages living outside of those deprived areas will continue to have access to services through Early Help Gateway and there will be activities and services available across all areas.

The PEH service is maintaining strong relationships with childcare and schools in all areas and this means that vulnerable children and families will be able to access support when needed regardless of the site of service delivery in their area. This means that those children living in low income families in more affluent areas will still be able to access support and activities.

Additionally the consultation around the proposal will also include consideration of appropriate alternative use of some sites.

Section 3: Dependencies from other proposals

3.1 Please consider which other services would need to know about your proposal and the impacts you have identified. Identify below which services you have consulted, and any consequent additional equality impacts that have been identified.

A comprehensive stakeholder consultation plan has been developed. The intention is to consult with the following:

- Children, young people, families, parents, carers
- Education settings

- Health colleagues
- Police
- Public and Voluntary sector
- Community Partners
- Businesses
- Council employees
- Elected members

The multi-agency group established to develop recommendations for this proposal included representatives from the following:

- Prevention and Early Help
- Social Care
- Health
- Public Health
- Youth Service
- Neighbourhood Services
- Libraries and Estates
- Voluntary and Community Sector

Section 4: What evidence you have used?

4.1 What evidence do you hold to back up this assessment?

- **Families needs assessment undertaken to support the remodelling of the Prevention and Early Help service.**

This document included considerable analysis which provided a baseline of data covering a breadth of information from demographics, deprivation, maternity, health; education and social services and this analysis underpinned the development of the Prevention and Early Help service.

The Executive report and appendices discussed at the Council Executive on 7 November 2017 and 3 April 2018 outline the analysis gathered.

- **Feedback from the consultations that supported the remodelling of Prevention and Early Help**

- **Map of ward level outcomes and deprivation statistics to identify the most deprived areas**
- **Outputs from the multi-agency group tasked with developing recommendations to inform the proposal.**
- **Peopletoo analysis of consultation on Prevention and Early Help services**

4.2 Do you need further evidence?

The EIA will be reviewed in view of feedback from the extensive consultation that will be taking place to inform further development of these proposals.

Section 5: Consultation Feedback

5.1 Results from any previous consultations prior to the proposal development.

Feedback from the extensive consultations that supported the remodelling of Prevention and Early Help has informed this proposal.

A wider review of all prevention and early help provision that included consultation with a wide range of stakeholders has informed this proposal. A summary of the consultation and feedback is available in the report to Council Executive of the 7 November 2017 - Prevention and Early Help – a proposed new model to support families and communities for the future, including proposed changes to how we provide the children’s centre core offer across the District.

5.2 The departmental feedback you provided on the previous consultation (as at 5.1).

The above feedback has informed this proposal.

5.3 Feedback from current consultation following the proposal development (e.g. following approval by Executive for budget consultation).

The Council Executive of the 5th February 2019 will be asked to consider approving the proposal for full consultation

5.4 Your departmental response to the feedback on the current consultation (as at 5.3) – include any changes made to the proposal as a result of the feedback.

Responses will be provided in July 2019 following the formal consultation during February – May 2019.