

PART 1 - PUBLIC

Decision Maker: **Children and Young People Portfolio Holder**

Date: **For Pre-Decision Scrutiny by the Children and Young People PDS Committee on 20 July 2010**

Decision Type: Non-Urgent Executive Non-Key

TITLE: REVIEW OF PHASE 3 CHILDREN AND FAMILY CENTRE CAPITAL PROGRAMME

Contact Officer: Robert South, Head of Bromley Children and Family Project
Tel: 020 8313 7246 E-mail: robert.south@bromley.gov.uk

Chief Officer: Gillian Pearson, Director of Children and Young People Services

Ward: Boroughwide

1. Reason for report

- 1.1 This report outlines a proposed revision of the Phase 3 Children and Family Centres (CFCs) capital programme since the last report dated 2 December 2009 (DCYP09168) in the light of emerging changes to the new Government's Sure Start policy. The report also provides an assessment of the resulting implications and risks to the Programme. Furthermore, it highlights ongoing planning to contribute to the sustainability of Children and Families Centre programme.

2. **RECOMMENDATION(S)**

The Children and Young People Portfolio Holder is asked to:

- 2.1 **Note the current position with implementation of Phase 3 Children and Family Centre Programme and proposed revisions.**
- 2.2 **Approve a revised set of schemes which reduces the programme from six to two and reprioritises the remaining capital to areas of deprivation and other CYP Portfolio priorities.**
- 2.3 **Approve plans not to proceed with CFC projects within Beckenham, Bromley Central and Chislehurst Libraries, and the proposal at Chilham Way.**
- 2.4 **Endorse proposals to continue to progress the schemes at Hawes Down and the Highway with increased capital funding allocations to each development to accelerate the schemes.**

Corporate Policy

1. Policy Status: Existing policy: Children and Young People's Plan
 2. BBB Priority: Children and Young People
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Financial

1. Cost of proposal: Estimated cost
 2. Ongoing costs: Recurring cost
 3. Budget head/performance centre: Children and Family Centres
 4. Total current budget for this head: Children and Family Centre Capital Grant Funding for Phase 3 of £2,220,000 to March 2011
 5. Source of funding: As 4. above
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Staff

1. Number of staff (current and additional) - Up to 2 Centre Co-ordinators may be required for the revised programme of Phase 3 Children and Family Centres.
 2. If from existing staff resources, number of staff hours - N/A
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Legal

1. Legal Requirement: Statutory requirement: Childcare Act 2006
 2. Call in: Call-in is applicable
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected) - Boroughwide
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: Previously supplied within the body of report DCY09008, 20 January 2009

3. COMMENTARY

Brief Background and Recent Developments

- 3.1 At the present time, six Phase 3 Children and Family Centres have been endorsed by the CYP Portfolio Holder to progress subject to detailed feasibility work. Specifically:
- Children and Family Centre within Beckenham Library
 - Children and Family Centre within Bromley Central Library
 - Children and Family Centre within Chislehurst Library
 - Chilham Way Children and Family Centre
 - Hawes Down Children and Family Centre
 - Children and Family Centre at the Highway
- 3.2 Whilst detailed feasibility work was ongoing Bromley, Beckenham and Chislehurst libraries were designated as Children and Family Centres in March 2009 following liaison with Together for Children (TfC), the Department for Education's monitoring agency.
- 3.3 The new Coalition Government have undertaken to take Sure Start back to its original purpose of early intervention, increase its focus on the neediest families, and better involve organisations with a track record of supporting families. Furthermore, Government have confirmed that Sure Start money allocated to local authorities for 2010/11 will be protected and ring fencing maintained. Although detailed announcements are yet to be made, it is clear that revenue grant funding to local authorities will be focussed upon targeted and not universal interventions with a key focus areas of deprivation and disadvantaged groups including disabled children.

CFC Capital Grant Position

- 3.4 Planning for schemes within Phase 3 have made use of a variety of capital grant budget streams together with local funding as outlined below:
- Co-location budgets (partnerships for Schools)
 - Aiming High for Disabled Children (TfC)
 - Early Years Capital Funding (TfC)
 - Extended Services
 - Short Breaks Capital Funding
 - Property Planned Maintenance
 - Contribution from the Glebe School
- 3.5 **Appendix 1** shows the total contribution of £4,986,000 set towards the development of phase 3 CFC's together with all funding streams allocated to each CFC project. To date approximately £400,000 of external grant capital has been spent or committed on the CFC Phase 3 Programme.
- 3.6 The Hawes Down Project is especially complex as it involves short breaks and co-location funding for projects associated with disabled children. This project was endorsed by the Council's Executive Committee on 26 May 2010.

- 3.7 The Highway School uses Primary Capital Strategy funding, has already received Executive approval and is out for tender, although it may be possible to strip out the CFC from the overall scheme, this would mean PVI sector pre-School rebuild on the same site would be at risk. It is presently run from a dilapidated building that is nearing the end of its lifecycle.
- 3.8 Matters have not progressed as far with the library projects, although they have all undergone comprehensive feasibility studies, and reached RIBA design 'stage D'. Beckenham Library, Central Library, Chislehurst, Hawes Down, Chilham Way and the Highway.

Key Risks

- 3.9 At a meeting with the agencies (Norfolk Property Services – NPS and Together for Children – TfC) monitoring progress with Phase 3 on the 11 June 2010 the following issues were highlighted and discussed:
- The central emphasis of the meeting was that projects going forward should proceed at a pace or risk investment being withdrawn.
 - NPS advised that the Local Authority must have spent all of its grant allocation by end of March 2011 (including claims for retentions which are regarded as being 'spent'). Funding spent by March 2011 may be claimed after that date, indeed the final claim will not be due until the end of May 2011. NPS will only approve payment for activity that takes place within the current financial year.
 - NPS and TfC continue to support plans for centres at the Highway and Hawes Down on the basis that they meet existing timescales and deliver services in line with the current requirements. Advice was given that the LA accelerates the schemes and increased costs for each scheme endorsed.
 - It was agreed that a follow up meeting be arranged once LBB had reviewed its number and/or location CFC's and revised plans for phase 3.
 - Permission maybe required from the DfE to de-designate the three library sites that have been designated, which currently requires public consultation according to statutory guidance.

Revised Proposals for Phase 3 CFC Capital Programme

- 3.10 Subject to further information from Government, it would seem apparent that future Sure Start policy/funding will focus upon areas of deprivation, and providing targeted support services to the neediest families including disabled children and their families. This approach is in line with the priorities identified in Building a Better Bromley's 20/20 Vision for Children and Young People which highlights the importance of "early-intervention and prevention, especially through services in the community and family-based settings".
- 3.11 In order to lessen some of the CFC Programme's key risks, it is recommended that Bromley's local CFC programme is realigned to the emerging national policy and refocused upon the development of more targeted provision/services to meet local needs and priorities. Therefore, the Service has reviewed the existing Phase 3 CFC Capital Programme with costs as per **Appendix 2** and formulated revised proposals as follows:
- (1) Not to proceed with CFC projects within Beckenham, Bromley Central and Chislehurst Libraries, and the proposal at Chilham Way as they do not serve areas of deprivation as defined by earlier CFC phases. Instead, the Borough should simply continue to provide

information from these particular sites in partnership Library Services. If approved, BCFP would seek to remove the designation of these sites as CFCs with TfC. Ceasing development in these areas releases approximately £900,000 capital budget which would be reinvested into the revised centre programme as outlined in **Appendix 2**.

- (2) That the Phase 3 CFC capital project at Hawes Down is continued in line with current CYP Portfolio Holder approval and that the funding allocation for the development is increased to £750,000 to support the acceleration of the programme, reduce disruption to schools on the site and in order to lessen the risks outlined in 3.9. Hawes Down CFC will provide a unique, boroughwide service for children with disabilities and their families including short-term break/respite provision and other specialist interventions.
- (3) The Highway project is a crucial element of a larger scheme involving the rebuilding of part of the school and aims to provide integrated services to children 0-11 years of age and their families in an area with very limited provision for this group. It is proposed that The Highway project continue in line with current CYP Portfolio Holder approval, with an increased funding allocation of £650,000 to support the acceleration of the programme, reduce disruption to the school and community and to diminish the risks noted above.
- (3) To invest a sum of £200,000 within the Blenheim Children and Family Centre linked CFC sites (Cotmandene, Manor Oak, Poverest) and local schools, which are some of the most deprived communities within the Borough. Funding would be allocated to increase and improve space for family, health and educational work with children and families. Work has commenced to examine how indicative funding allocations might contribute to improving the hall at Blenheim CFC for more appropriate community use together with facilities for parenting work at Blenheim Primary School and hosting of the Borough's Nightingale Unit for teenage mothers, family support and other key services. Work will also explore relocating core PCT health and midwifery clinics within Blenheim and other CFCs subject to market rental costs being agreed. Further detailed work is under way to ensure that developments contribute to securing sustainability for the portfolio of CFCs as a whole.
- (4) To invest up to £190,000 to develop Community Vision and James Dixon Children and Family Centres, together with their geographical school and centre partners to improve and increase space for a wide range of family, health and educational services for the neediest children and families in the locality. In the west of the Borough, funding will be used to improve outside spaces at centres for younger children, increase multi-agency office space where possible and improve accommodation in schools.
- (5) Given projected increases in the numbers of primary aged school children, work is under way within the Access and Inclusion Division to explore how existing CFCs facilities could provide an option for additional classroom space where appropriate. Therefore, it is proposed that capital budget of up to £150,000 is invested into existing Phase 2 centres and linked primary schools to improve child and parent facilities such as training and consultation rooms and information displays and importantly to develop additional classroom capacity.

3.12 Current TfC reach targets for CFCs are that every centre reaches between 800 and 1200 0-5 year olds. Should revisions to the Phase 3 programme be approved work has been completed which evidences that such a reach is still achievable across the Borough.

Sustainability

- 3.13 Services within CFCs are designed to minimise the need for more expensive targeted services such as children’s social care and youth offending services at a later date through the delivery of evidence-based parenting courses, counselling, training, back to work advice and activities that generally encourage aspiration, personal responsibility and family independence.
- 3.14 Revised proposals for Phase 3 Children and Family Centres also seek to identify opportunities to maximise the potential for Children and Family Centre grant funding and link it with related grant funding streams to provide support for all children and families across the age range. The use of capital funding is also employed in such a manner as to add value to LLB buildings and to improve community facilities within linked schools.
- 3.15 As noted earlier, a number of initiatives will support the sustainability of CFCs should grant funding be reduced or cease. Firstly, the Bromley model of CFCs has sought to deliver centres which generally operate with one co-ordinator per site. Centre staff do not tend to be based permanently on site but instead are made up of professionals who deliver services and then move onto other locations. Only larger, phase one centres have professionals providing core services such as family support on site from a fixed based.
- 3.16 In addition to the general best value approach outlined above, sustainability planning for CFCs is developing in the following manner:
- Initial indications are that Sure Start funding for CFCs will continue to be made available as a ring-fenced grant by Government with a refocus on targeted interventions for the most deprived community areas.
 - Work is under way to review and amalgamate the localised services and Bromley Children Project teams which support and manage work within CFCs. Proposals will shortly be developed for the restructuring of the Bromley Children and Family Project including some realignment of CFC responsibilities to secure more effective and efficient services that deliver “Building a Better Bromley” corporate and CYP Service priorities in relation to early intervention and prevention.
 - Centres already offer a variety of multi-agency office space, consulting rooms, space for Looked After Children contact visits and community activities that will be used to obtain cash and ‘in kind’ rental income.
 - Negotiations have commenced with Health Services and LBB Property Services (e.g. health visiting services, midwifery teams and other core clinical services) to provide office and clinical delivery accommodation in CFCs for appropriate remuneration to cover core centre running costs.

4. POLICY IMPLICATIONS

- 4.1 This development is contained within the Children and Young People’s Plan.

5. FINANCIAL IMPLICATIONS

- 5.1 Appendices 1 and 2 outline the current and proposed changes to capital budget allocations for the Phase 3 CFC Capital Programme.

6. LEGAL IMPLICATIONS

- 6.1 This development complies with the Childcare Act 2006. Sections 1-4 place general duties on Local Authorities in relation to promoting the well-being of young children in their area. Section 3 (20) states that every Authority must make arrangements to ensure that early childhood services are provided in an integrated manner which is calculated to facilitate access to, and maximise the benefit of services designed for the use of parents, prospective parents and young children.
- 6.2 Legislation such as the Children Act 2004 and Childcare Act 2006 emphasises that parents should retain the responsibility to ensure that their children do well at school, are physically and emotionally healthy and go on to contribute positively to future society. However, the Childcare Act asserts that children and their parents should have easy access to co-ordinated support services locally particularly at times of challenge and difficulty in order to prevent deterioration within family circumstances. In Bromley this is primarily through Children and Family Centres as part of the Council's Children and Young People Services.

7. PERSONNEL IMPLICATIONS

- 7.1 The proposed revised Phase 3 CFC programme reduces the required number of Centre Co-ordinators from 5 to 2.

Non-Applicable Sections:	N/A
Background Documents: (Access via Contact Officer)	<p>The Coalition: our programme for government 2010</p> <p>Every Child Matters Green Paper 2003</p> <p>Every Child Matters the Next Steps</p> <p>Children Act 2004</p> <p>Every Child Matters Change for Children 2004</p> <p>Choice for Parents, The Best Start for Children: A Ten Year Strategy for Childcare 2004</p> <p>Raising Standards, Improving Outcomes: A Sure Start Children's Centre for Every Community</p> <p>Phase 2 Planning Guidance 2005</p> <p>Childcare Act 2006</p> <p>National Service Framework for Children, Young People and Maternity Services (NSF)</p> <p>Bromley Local Strategic Partnership: 'Building A Better Bromley' Local Area Agreement (2008-2011)</p> <p>Bromley Local Strategic Partnership: 'Building A Better Bromley' Community Plan (2007-2010)</p> <p>Every Child Matters in Bromley: Children and Young People's Plan (2006-2009)</p> <p>Every Child Matter in Bromley: Children and Young People's Plan Annual Review (2007)</p> <p>Local Economy Portfolio Plan (2007)</p> <p>Public Protection and Safety Portfolio Plan (2007-2008)</p> <p>DCSF/CABE Sure Start design and client guide</p>

EXISTING PHASE 3 CFC CAPITAL PLANNING

Funding Streams that are being used to Contribute towards cost of building Phase 3 CFC's									
Project	CFC SSEYCG	Early Years	Extended Services	Short Breaks	Glebe School	Co-location Funding	Property Management	Primary Capital Programme	Total Funding Allocated to Project
CFC at Beckenham Library	61,383	65,115	54,885	0	0	0	100,000	0	281,383
CFC at BromleyCentral Library	529,671	58,029	0	0	0	0	100,000	0	687,700
Chilham Way CFC	197,128	39,558	40,442	0	0	0	0	0	277,128
CFC at Chislehurst Library	60,152	0	0	0	0	0	43,500	0	103,652
Red Hill Primary School Activity Room	91,000	0	59,000	0	0	0	0	0	161,170
CFC at the Highway School	292,885	46,064	103,936	0	0	0	600,000	2,458,693	3,501,578
Hawes Down CFC (incl boiler)	550,000	56,002	142,065	220,000	70,000	470,400	150,000	0	1,658,467
Funding Stream Totals	1,782,219	264,767	400,328	220,000	70,000	470,400	993,500	2,458,693	6,671,078
Phase 3 CFC Programme Contingency	437,781								
Total Phase 3 Funding	2,220,000								

REVIEWED PHASE 3 CFC CAPITAL ALLOCATIONS

Funding Streams Proposed for Use Towards Cost of Building Phase 3 CFCs									
Project	CFC SSEYCG	Early Years	Extended Services	Short Breaks	Glebe School	Co-location Funding	Property Management	Primary Capital Programme	Total Funding Allocated to Project
CFC at The Highway School	650,000	84,074	103,936	0	0	0	600,000	2,458,693	3,896,703
Hawes Down CFC (including boiler)	750,000	70,002	142,065	220,000	70,000	470,400	150,000	0	1,872,467
Blenheim Children and Family Centre and Satellite Centres/Schools	200,000	50,000	64,327						314,327
James Dixon and Community Vision Children and Family Centres and Satellite Centres/Schools	190,000	60,000	30,000						280,000
Improve facilities across Children and Family Centres and create additional classroom space as necessary	150,000		60,000						210,000
Contingency, fixtures and equipment	280,000								
Funding Stream Totals	2,220,000	264,076	400,328	220,000	70,000	470,400	750,000	2,458,693	6,853,497

NB There will be a deduction from the property management contribution to the programme of £243,500 as expressed in Appendix 1.