

# **A PROPOSED NEW MODEL FOR BURY'S CHILDREN CENTRES IN 2015/16**

## **1. OVERVIEW OF THE PROPOSAL**

It is proposed that the delivery of targeted support to more vulnerable families in Bury should be central to the design of the new service. This is in line with Bury Council's stated priorities and the direction of national policy and debate.

Evidence on social and economic deprivation, school readiness and contact with children's social services indicates that need varies significantly across the borough and is most highly concentrated in Radcliffe, Bury East and parts of Prestwich. It is proposed that the deployment of resources should reflect the geographical pattern of need in Bury. The method underpinning these proposals is outlined in this document.

The experience of Bury's children's centres has shown that focussed and well managed support provided by outreach workers can prevent lower levels of need escalating to a level requiring statutory intervention as well as contribute to improved development and health outcomes for children. It is proposed therefore that the allocation of resources in the new service prioritises the outreach function and commits as much funding as possible to these posts.

Six sites across Bury will provide management hubs for these workers as well as the location for the delivery of courses and activities to underpin the support provided by them to targeted families. These sites will also operate a "stay and play" service and an open door for families or individuals seeking *ad hoc* advice or support. As the new model beds in, there will be increasing opportunities for the service to bid for additional funds, for example from Public Health and the CCG, to deliver further programmes and activities in support of shared objectives around child health and well being.

It is anticipated that a more targeted, family focussed approach will support the four key objectives proposed for Bury's children's centre service. These are:

- Improved health for under 5s
- Improved child development in the early years
- Effective intervention in safeguarding
- Improvements in families economic prospects

It is proposed that the remaining seven sites which operate as dedicated children's centres convert to locations for the delivery of free nursery places for two year olds. Forecasted demand for such places in April 2015 is currently expected to exceed supply in most of the areas where these are located. Increased provision of places should ensure that a higher proportion of the borough's more vulnerable two year olds are able to access a free nursery place in April next year.

## **2. THE RATIONALE FOR TARGETING PROVISION**

The rationale for targeting resources can be made on a number of different counts. It is now well understood that an individual's life chances are substantially influenced by their first years of life and that social and economic deprivation have a negative influence. From an ethical standpoint this provides the rationale for intervening at the earliest stage to improve the circumstances of

those in greatest need. There is also a strong economic argument: early intervention may improve educational attainment and employment prospects, as well as physical and emotional health, all of which should increase the chances of individuals born into deprivation making a net contribution to the national economy, rather than representing a net cost.

The benefits can also be described at a more local level: higher rates of school readiness in Bury will benefit all children as more teaching resources in schools can be focussed earlier on learning, rather than on social and emotional development. Improvements in child health will free up resources to meet other health needs locally and a reduced number of families requiring statutory interventions should reduce the pressure on social services. More individuals in work will support the economic development of the local economy and increase Council tax revenues.

A further argument links to criticism voiced locally and nationally that children’s centres have lacked focus, at least in part as a direct result of previous national policy, reinforced by OFSTED inspections. It has been said that they have been too ambitious, trying to do too much and spreading resources too thinly to effect real change. Targeting resources at those with greater needs is one way of addressing this critique. It also provides local authorities with a much clearer brief for directing the activity of children’s centres and the resources allocated to them.

Finally, a targeted approach is in line with the direction of national political debate and current policy. National government has indicated that it expects local authorities to become much more active in targeting and directing resources for children’s centres.

Figure 1 below proposes a hierarchy of objectives for Bury’s children’s centres to drive the allocation of resources and establish a “golden thread” linking local centre activities to high level goals. They draw from the set of indicators that have already been identified as targets for children’s centres.

**Figure 1: Proposed Hierarchy of Objectives for Bury’s Children’s Centres**

<p><b>Goal – What are the wider objectives which the service will help achieve?</b></p> <ol style="list-style-type: none"> <li>1. Improved health for under 5s</li> <li>2. Improved child development</li> <li>3. Reduced risk of mistreatment or abuse of under 5s</li> <li>4. Improvement in families’ economic prospects</li> </ol>
<p><b>Purpose/Outcomes – What are the intended immediate effects of the service’s activities and programmes?</b></p> <ol style="list-style-type: none"> <li>1. Higher rates of breast feeding Reduced obesity in reception Improved dental hygiene</li> <li>2. Improved school readiness</li> <li>3. Reduction in the rate of family needs escalating to a level requiring statutory involvement</li> <li>4. Reduced numbers of under 5s in households on benefits</li> </ol>

**Outputs – what outputs (deliverables) are to be produced to achieve the purpose?**

1. General promotion of positive health messages  
Targeted one to one advice and support  
Signposting to other specialist services  
Delivery of specific programmes to families in greater need
2. Conversion of centres into sites to deliver two year old offer  
Targeted marketing of the 2 year old offer to eligible parents  
Targeted one to one advice and support  
Signposting to other specialist services (e.g. Book Start)
3. Targeted one to one advice and support  
Signposting to other specialist services  
Delivery of specific programmes to families in greater need
4. Targeted one to one advice and support  
Signposting to other specialist services including job clubs, digital inclusion initiatives etc.

**Activities – what activities must be achieved to accomplish these outputs?**

- Outreach workers to work directly with families in need to deliver improvements across the four outcomes. The distribution of workers across the borough determined by level of need.
- A schedule of programmes to meet specific needs delivered and/or hosted by the children's centres
- Partnership working at a local and borough level with relevant service providers to facilitate signposting and joined up service delivery

### **3. EVIDENCE OF SOCIAL AND ECONOMIC DEPRIVATION IN BURY**

Implementation of a targeted strategy at a service level requires a measure of deprivation or need to allocate resources. This is discussed in this section.

The Index of Multiple Deprivation (IMD) is one well recognised national measure of social deprivation. This uses a composite measure of deprivation for every area with a population of between 1000 and 1500 in the country (these geographical units are known as Lower Super Output Areas (LSOAs) and there are 32,844 in England). Measures are ranked by percentile, with those LSOAs falling within the range of 0% - 0.99% representing the most deprived nationally and those falling within the 99%-99.99%, the least deprived.

Another measure more specific to education are measures of school readiness. With respect to child safety, the number of contacts to social services made on behalf of under 5s provides a good indication of risk.

The latest IMD rankings by decile for Bury by LSOA are provided in Appendix 1. There are 120 LSOAs in the borough. It is notable that Bury has within its boundaries some of the most deprived areas nationally as well as some of the least deprived.

The table indicates that 53 out of Bury's 120 LSOAs, or 44%, are among the 40% most deprived nationally – in other words the level of deprivation in Bury, as measured by the IMD, is slightly above the national average.

The relationship between deprivation and school readiness is presented in Table 1. This compares the number of reception children not school ready in the LSOAs

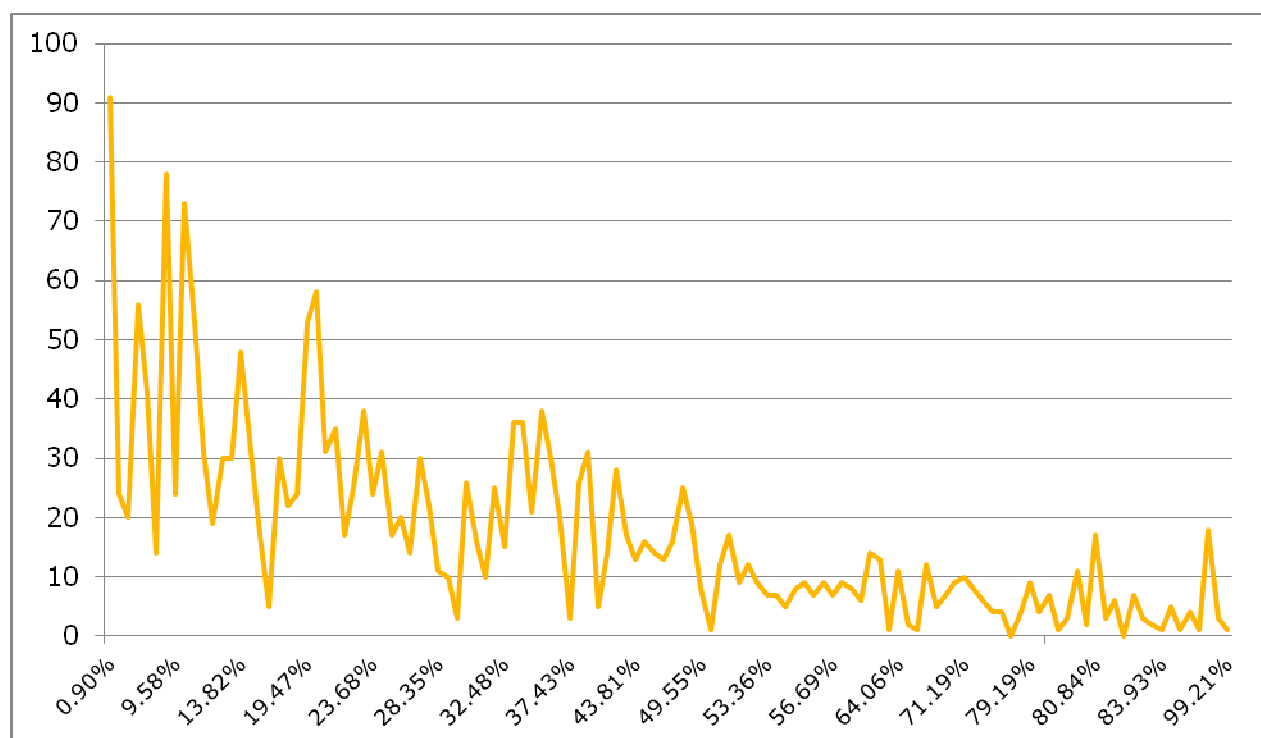
among the 20% least deprived nationally with those among the 20% most deprived. It is clear from Table 1 that deprivation has a marked impact on school readiness.

**Table 1: The relationship between deprivation and school readiness**

	% reception children not ready for school	
	2012/13	2013/14
LSOAs among the 20% least deprived nationally	13%	18%
LSOAs among the 20% most deprived nationally	38%	43%

Figure 2 presents the relationship between contacts to children’s social services and LSOA in Bury. The data indicates that in 2013/14 there were an average of 38 contacts in the LOSAs in Bury which are among the 20% most deprived nationally, compared to an average of five contacts in the LSOAs among the 20% least deprived. At the extremes, there were 91 contacts in Bury’s most deprived LSOA (which is one of the 1% most deprived LSOAs nationally) and only 1 in its least deprived (which is one of the 1% least deprived nationally).

**Figure 2: Contacts to Social Services regarding <5s by LSOA ranking 2013/14**



On the basis of this evidence, it is proposed that the IMD rankings should be used to allocate resources to children’s centres across Bury. The method proposed is to identify within each of the reach areas the number of children under 5 living in LSOAs which are among the 40% most deprived nationally. The results are used to determine weights which can then be applied to the allocation of resources. Table 3 summarises the results.

**Table 3: Allocating resources to Children’s Centres in line with need**

	Total reach population December 2013	Reach population in 40% most deprived LSOAs	Weights derived with respect to proportion of reach population in 40% most deprived LSOAs
<b>Redvales</b>	1042	846	14%
<b>Woodbank with Elton</b>	759	303	5%
<b>Daisyfield</b>	612	218	4%
<b>Butterstile</b>	733	474	8%
<b>Besses</b>	1652	606	10%
<b>Ramsbottom/Tottington</b>	1418	103	2%
<b>Little Oaks/Moorside</b>	1816	1694	28%
<b>Sedgley/Toodle Hill</b>	1688	284	5%
<b>Radcliffe</b>	2273	1541	25%
<b>Total</b>	<b>11993</b>	<b>6069</b>	<b>100%</b>

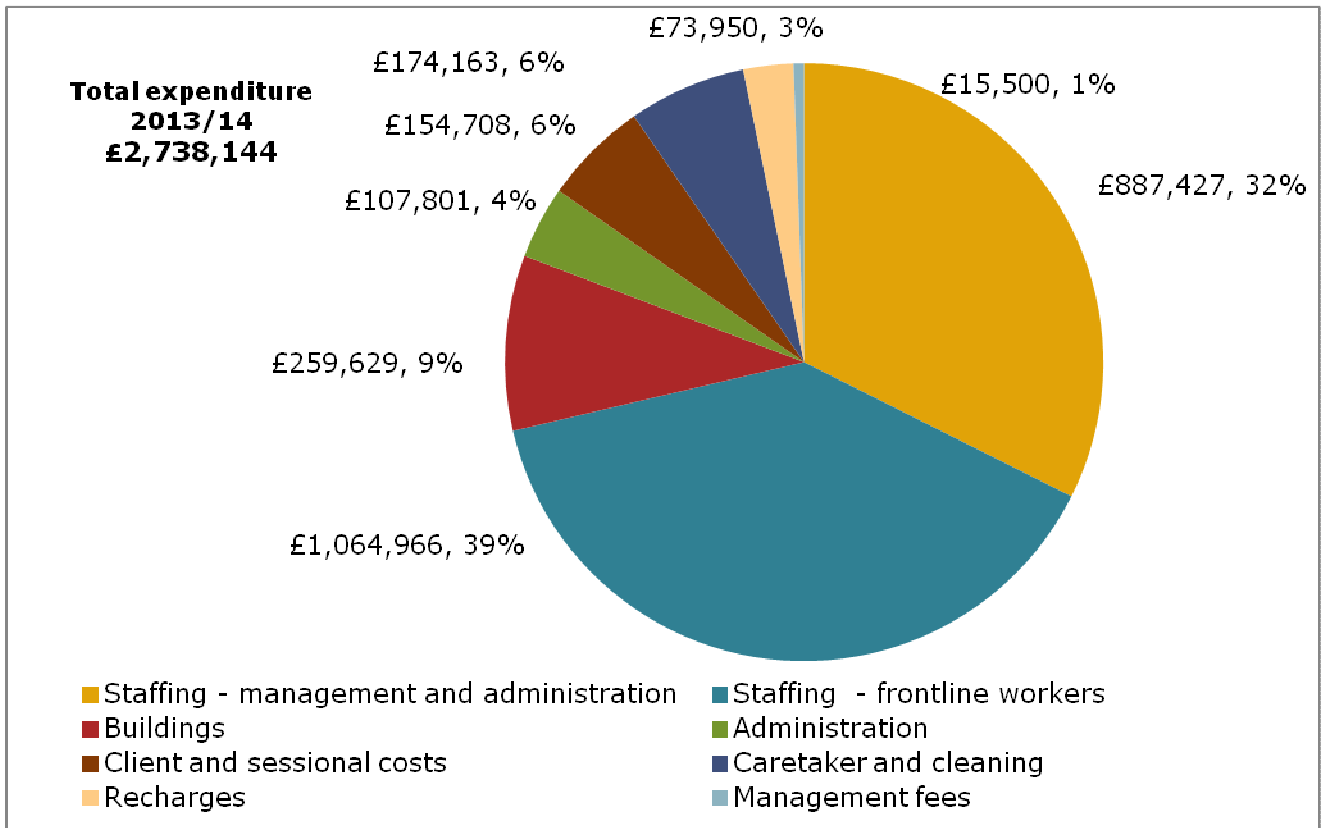
The geographical pattern of need is clear from Table 3. For example, just 11% of the under 5s in Bury who live in the 40% most deprived areas nationally are resident in the entire north and west of the borough (Ramsbottom/Tottington, Daisyfield, Woodbank with Elton) whilst 28% of these children live in the reach areas of Moorside and Little Oaks. If Redvales is added to this figure, then 42% of need as defined by this measure is concentrated in Bury East. The figure for Radcliffe is 25%, for Whitefield and Unsworth (Besses reach area) 10% and for Prestwich (Toodle Hill, Butterstile and Sedgley), 13%.

#### **4. DEFINING THE FUNCTION AND STRUCTURE OF THE NEW SERVICE**

Previous sections have defined a measure to underpin the allocation of resources geographically across the borough on the basis of need. A set of high level service objectives have also been proposed to direct the activity of the new service. In this section the proposed new service design is described after first outlining the existing allocation of spend.

Analysis of expenditure in 2013/14 indicates that resources allocated to Bury’s 14 children’s centres were used in the first instance to fund a building, an administrator and a coordinator. What remained was then used to deliver activities at the centre or fund outreach or development workers (“front line workers”). This is why £887,427 overall was spent on managers and administrators, equivalent to 32% of all expenditure on children’s centres. Figure 3 breaks down total spending for 2013/14.

**Figure 3: Children’s Centre Expenditure 2013/14**



The analysis presented in Figure 4 indicates that a service defined by a large number of buildings has very high overhead costs. Put another way, before the first child has walked through the door, 55% of total resources have been committed to management, administration and other costs associated with the operation of physical infrastructure. Whilst this may be a rational approach to resourcing a universal service, it does not fit with the proposed targeted approach.

The starting point for designing the new service has been to identify first the activity which best meets the needs of the defined target group. It is proposed that this is provided by the outreach function. The work of outreach workers already plays an important role within children’s centres. Working with families referred by a range of professionals who have identified a need for early help (in other words, at a threshold of need below that which would require consideration of statutory intervention by social services), these workers assess need, support families and signpost appropriately to other services including programmes delivered by the children’s centres themselves, or delivered by partner organisations. A recently concluded pilot study in Radcliffe has provided many recommendations to guide the future development and effectiveness of this role. With appropriate supervision and support, it is envisaged that each outreach worker could at any one time manage a caseload of around 15 families. Interventions are expected to last about six months.

The new model therefore maximises the allocation of resources to the outreach function and distributes these workers geographically across the borough in line with need. The outcome in terms of staff numbers is described below. However

to be effective, these workers require management support and supervision. Although the expectation is that they will be mobile workers, they will still require a base. In addition services and programmes need to be available locally to which families receiving support from outreach workers can be referred. These may include parenting programmes, support around dealing with domestic violence, healthy cooking programmes etc.

The provision of management resource and of local bases across the borough (which will require the commitment of administrative and infrastructure resource) has obvious implications for resource use. The approach to budgeting adopted has been to net these costs from the total available budget in 2015/16 and commit what remains to funding outreach worker posts (though as set out in more detail in Section 5, provision has to be made for some other costs, including those relating to the conversion of sites to fund free nursery places for two year olds).

## **5. THE LOCATION AND STAFFING OF THE PROPOSED CHILDREN'S CENTRE HUBS**

In line with measure of need defined above, five children's centre hubs are proposed for the borough, plus an additional "spoke" at Redvales managed by the Little Oaks hub. The five proposed hubs are:

- **Woodbank with Elton Children's Centre**, covering the reach areas of the children's centres currently operating in Tottington, Ramsbottom, Daisyfield as well as Woodbank with Elton.
- **Little Oaks Children's Centre**, covering the reach area of Moorside as well as Little Oaks.
- **Coronation Road, Radcliffe**, covering the reach areas of High Meadow and Stepping Stones as well as Coronation road
- **Besses, Whitefield**, covering the existing reach area
- **Sedgley**, covering the reach areas of Toodle Hill, Butterstile as well as Sedgley.

These hubs will be financed and managed directly by the local authority. This represents a significant shift from the current decentralised model but it is in line with the need to target and direct resources at the borough's more vulnerable families.

Each hub will have a manager, whose responsibilities will include allocating early help referrals to outreach workers and managing some of these staff; a programme support worker with responsibility for operating the stay and play resource, overseeing the delivery of programmes and managing some of the outreach workers; and an administrator.

The Redvales "spoke" will be managed by the Little Oaks hub manager. There will be a Programme Support worker on site, however the administration function will be covered by a new post of Redvales Business Development Officer who will be responsible for the management of all activity at the Redvales site (which is local authority owned). As a significant proportion of this activity generates income, and there is potential to increase this, it is proposed that the business development post should be self financing and not draw on the children's centre budget.



Other expenses for each hub (buildings, including premises and maintenance; administration; caretaking and cleaning; client and sessional and recharges) are based on 2013/14 figures. There may be some opportunity to reduce these (for example, for caretaking, cleaning, maintenance and security) by negotiating one contract for the service but the potential for this remains to be established so savings have not been modelled at this stage.

Based on the above, and taking into consideration some additional expenditure to ensure the viability of converting sites for free nursery places (see Section 5.), the number of outreach workers per children centre hub is set out in Table 4.

**Table 4: Outreach workers by location**

	Outreach workers
Woodbank with Elton hub	4
Redvales "spoke"	5
Besses hub	4
Little Oaks hub	9
Radcliffe hub	8
Sedgley hub	5
<b>TOTAL</b>	<b><u>35</u></b>

## **6. CONVERSION OF SITES TO PROVIDE FREE NURSERY PLACES FOR TWO YEAR OLDS**

As indicated in Section 3 above, analysis of data on school readiness by LSOA in Bury provides strong evidence of a relationship between social deprivation and the proportion of new reception children who are not ready for school.

The government's decision to fund free nursery places for two year olds from more deprived homes already represents an important opportunity to better prepare these children for school. However in parts of the borough a lack of places has been identified as a major constraint to meeting the demand for places for these children. In these circumstances, and given the strong links already existing between many of Bury's children's centres and local primary schools, as well as the need to streamline the current delivery model for children's centres, it is proposed that centres which are not required as hubs convert to sites for the delivery of the two year old offer.

The local authority would not provide the service directly but tender it out to any willing provider. Tender documents would establish clear guidelines for service provision, including a minimum number of places for two year olds eligible for government funding, as well as the financial terms on which centres would be made available. At this stage it is envisaged that to ensure an adequate number of bids to take over the sites, rental charges (to cover premises, utility, security, rates and insurance costs) would be set below the level of full cost recovery. This has been taken into account in the financial modelling for the new service.

Indications are that conversion would be appropriate at all seven sites and that a number of schools may be interested in tendering. The sites are Ramsbottom, Daisyfield, High Meadow, Moorside, Toodle Hill, Butterstile, Stepping Stones.





## 7. DELIVERING THE REQUIRED SAVINGS

Total expenditure on children's centres in 2013/14 was £2,785,681. The required saving target has been set at £820,000. Table 5 sets out expenditure on the new service for 2015/16. This is £1,949,049, which is £836,632 less than expenditure in 2013/14.

**Table 5 Cost of the new children's centre service**

	Manager	Programme Support Worker	Administrator	Outreach workers	Premises	Admin	Client & sessional	Caretaking & cleaning	Recharges	Building costs for converted sites
<b>Redvales outreach</b>		£33,705		£147,245	£0	£0	£0	£0	£0	
<b>Woodbank with Elton Hub</b>	£44,315	£33,705	£24,533	£117,796	£11,691	£11,375	£10,688	£11,379	£5,440	
<b>Besses Hub</b>	£44,315	£33,705	£24,533	£117,796	£16,500	£12,720	£11,379	£26,059	£5,270	
<b>Little Oaks Hub</b>	£44,315	£33,705	£24,533	£265,041	£21,971	£8,426	£15,874	£7,729	£5,270	
<b>Sedgley Hub</b>	£44,315	£33,705	£24,533	£147,245	£12,377	£5,928	£7,827	£8,950	£5,270	
<b>Radcliffe Hub</b>	£44,315	£33,705	£24,533	£235,592	£13,295	£8,917	£5,562	£11,700	£5,270	
<b>Sub totals</b>	<b>£221,575</b>	<b>£202,230</b>	<b>£122,665</b>	<b>£1,030,715</b>	<b>£75,833</b>	<b>£47,366</b>	<b>£51,329</b>	<b>£65,817</b>	<b>£26,520</b>	<b>£105,000</b>
<b>TOTAL</b>	<b>£1,949,049</b>									

Note that the modelling assumes:

- that most of the expenses required to run Redvales as an outreach venue would be met through income generation on the site and
- half of cost of meeting premises cost at Besses would be met through lettings income.

## APPENDIX 1: IMD RANKINGS BY DECILE FOR BURY BY LSOA (2010)

Note that the table also indicates the children's centre within the reach area of which the LSOA falls.

LSOA CODE	IMD SCORE	RANK OF IMD SCORE (where 1 is most deprived)	Decile	Children's Centre
E01004960	68.52	293	0.90%	Moorside
E01005004	57.68	1082	3.33%	Coronation Road
E01005024	57.29	1135	3.49%	Little Oaks
E01004979	55.41	1347	4.15%	Moorside
E01004942	55.34	1360	4.19%	Besses
E01004987	50.95	2013	6.20%	Besses
E01004957	49.94	2189	6.74%	Little Oaks
E01004996	45.49	3113	9.58%	Stepping Stones
E01005008	45.29	3148	9.69%	Stepping Stones
E01004946	45.16	3188	9.81%	Besses
E01005032	44.91	3245	9.99%	Butterstile
E01004958	43.09	3671	11.30%	Little Oaks
E01005028	41.46	4131	12.72%	Redvales
E01005030	40.89	4297	13.23%	Redvales
E01005009	40.27	4488	13.82%	Stepping Stones
E01004994	37.73	5272	16.23%	Stepping Stones
E01005026	37.59	5322	16.38%	Redvales
E01004969	36.87	5553	17.10%	Toodle Hill
E01004972	35.81	5933	18.27%	Toodle Hill
E01004980	34.90	6254	19.25%	Moorside
E01004956	34.85	6272	19.31%	Moorside
E01004959	34.70	6323	19.47%	Little Oaks
E01005013	34.61	6348	19.54%	High Meadow
E01004948	33.64	6682	20.57%	Daisyfield
E01005012	33.48	6745	20.77%	High Meadow
E01004955	32.25	7240	22.29%	Little Oaks
E01005027	32.01	7343	22.61%	Little Oaks
E01004966	31.24	7656	23.57%	Woodbank/Elton
E01005039	31.15	7693	23.68%	Sedgley
E01004941	30.12	8145	25.08%	Besses
E01005059	29.78	8290	25.52%	Redvales
E01004978	28.97	8665	26.68%	Moorside
E01004943	28.80	8755	26.95%	Besses
E01004992	27.93	9159	28.20%	Stepping Stones
E01004947	27.89	9184	28.27%	Daisyfield
E01004977	27.85	9210	28.35%	Moorside
E01005036	26.85	9699	29.86%	Butterstile
E01005034	26.65	9809	30.20%	Butterstile

LSOA CODE	IMD SCORE	RANK OF IMD SCORE (where 1 is most deprived)	Decile	Children's Centre
E01004990	25.91	10189	31.37%	Coronation Road
E01005015	25.68	10305	31.73%	Ramsbottom
E01004976	25.66	10317	31.76%	Moorside
E01005031	25.31	10493	32.30%	Butterstile
E01004954	25.21	10550	32.48%	Little Oaks
E01004986	24.51	10960	33.74%	Besses
E01005029	24.30	11098	34.17%	Redvales
E01004999	23.64	11502	35.41%	Coronation Road
E01004993	23.27	11739	36.14%	Stepping Stones
E01005003	23.21	11782	36.27%	Coronation Road
E01004964	22.87	11979	36.88%	Woodbank/Elton
E01005010	22.59	12157	37.43%	High Meadow
E01004991	21.89	12600	38.79%	Stepping Stones
E01004997	21.72	12724	39.17%	Coronation Road
E01005035	21.59	12814	39.45%	Butterstile
E01005045	20.53	13596	41.86%	Sedgley
E01004975	20.15	13887	42.75%	Toodle Hill
E01005044	20.03	13976	43.03%	Sedgley
E01004988	19.68	14229	43.81%	Besses
E01005040	19.16	14632	45.05%	Sedgley
E01004983	19.07	14693	45.23%	Besses
E01004995	18.90	14842	45.69%	Coronation Road
E01005006	18.86	14871	45.78%	Daisyfield
E01004961	18.64	15063	46.37%	Woodbank/Elton
E01005025	18.38	15266	47.00%	Redvales
E01005005	17.41	16096	49.55%	Daisyfield
E01004981	17.35	16151	49.72%	Moorside
E01004962	17.15	16325	50.26%	Woodbank/Elton
E01005054	16.42	16993	52.32%	Besses
E01005060	16.27	17114	52.69%	Redvales
E01005057	16.11	17264	53.15%	Besses
E01004998	16.03	17318	53.32%	Coronation Road
E01005041	16.00	17331	53.36%	Sedgley
E01005018	15.70	17611	54.22%	Ramsbottom
E01005023	15.43	17860	54.98%	Ramsbottom
E01005051	15.39	17892	55.08%	Tottington
E01005043	15.32	17965	55.31%	Sedgley
E01005042	15.12	18145	55.86%	Sedgley
E01004963	15.11	18157	55.90%	Woodbank/Elton
E01005002	14.82	18414	56.69%	Coronation Road
E01005014	14.81	18419	56.71%	Ramsbottom
E01004973	14.71	18520	57.02%	Toodle Hill

LSOA CODE	IMD SCORE	RANK OF IMD SCORE (where 1 is most deprived)	Decile	Children's Centre
E01005007	14.06	19176	59.04%	Besses
E01005053	13.82	19455	59.89%	Tottington
E01004944	13.20	20154	62.05%	Besses
E01005033	12.71	20728	63.81%	Butterstile
E01004945	12.63	20807	64.06%	Besses
E01005047	12.17	21336	65.69%	Tottington
E01005021	11.82	21746	66.95%	Tottington
E01005050	11.74	21844	67.25%	Tottington
E01005037	11.72	21879	67.36%	Butterstile
E01004974	11.29	22373	68.88%	Toodle Hill
E01005017	10.96	22779	70.13%	Ramsbottom
E01004970	10.68	23125	71.19%	Toodle Hill
E01004967	10.10	23891	73.55%	Woodbank/Elton
E01005055	9.99	24027	73.97%	Besses
E01004982	9.77	24340	74.93%	Moorside
E01004971	9.51	24668	75.94%	Toodle Hill
E01004965	9.36	24875	76.58%	Woodbank/Elton
E01005056	9.09	25239	77.70%	Besses
E01005016	8.71	25722	79.19%	Ramsbottom
E01004952	8.68	25761	79.31%	Daisyfield
E01004984	8.63	25808	79.45%	Besses
E01005001	8.53	25922	79.80%	Coronation Road
E01004968	8.46	26025	80.12%	Woodbank/Elton
E01005000	8.41	26096	80.34%	Coronation Road
E01005022	8.30	26225	80.74%	Ramsbottom
E01005038	8.27	26260	80.84%	Butterstile
E01005019	8.24	26299	80.96%	Ramsbottom
E01004989	7.85	26777	82.44%	Besses
E01004950	7.78	26857	82.68%	Daisyfield
E01005011	7.65	27015	83.17%	Besses
E01004951	7.58	27086	83.39%	Daisyfield
E01005052	7.48	27221	83.80%	Tottington
E01004953	7.44	27262	83.93%	Daisyfield
E01005049	7.31	27411	84.39%	Tottington
E01004949	7.15	27623	85.04%	Daisyfield
E01005058	6.88	27969	86.11%	Besses
E01005046	6.72	28161	86.70%	Tottington
E01004985	6.62	28279	87.06%	High Meadow
E01005020	4.27	30785	94.78%	Ramsbottom
E01005048	2.24	32226	99.21%	Tottington



## Appendix 2: Risk Matrix

### A NEW MODEL FOR BURY'S CHILDREN'S CENTRES - RISK ASSESSMENT ACTION PLAN

<input type="checkbox"/> Risk rating likelihood:	4: Almost Certain	3: Probable	2: Possible	1: Unlikely
<input type="checkbox"/> Risk rating impact:	4: High	3: Significant	2: Medium	1: Low

**THEME: FINANCIAL AND INTERNAL CONTROL**

Risk rating	Last Rating - Q1 2013/14		
	Likelihood	Impact	Score
	2	3	6

Details of Risk
Proposals can't be agreed in time to achieve savings required in 2015/16.
Details of what could go wrong - Consequences?
Delays in progressing proposals through required corporate and consultation processes. Tender documents not completed in time.
Details of what impact this could have?
Sites agreed for conversion to nursery provision to create more places for qualifying two year olds not ready by April 2015.
Key Measures being taken to control the risk?
Sign off by SLT/Cabinet on 18th August at the latest and by Labour group by end August. Adequate resources committed to preparation of consultation paper so that eight week consultation with CC Advisory Boards, and School Governing Bodies ready to go live by second week of September. Tender documents prepared during consultation period ready for issue once sign off process is complete.



**THEME: PARTNERSHIP/CONTRACTUAL**

Risk rating	Last Rating - Q1 2013/14		
	Likelihood	Impact	Score
	3	3	9

**Details of Risk**

Some CC Advisory Boards and/or School Governing Bodies oppose proposals

**Details of what could go wrong - Consequences?**

Delays in progressing delivery of redesigned service

**Details of what impact this could have?**

Target of conversion of sites for nursery provision by 1st April 2015 not achieved and a significant number of places for eligible two year olds are not available.

**Key Measures being taken to control the risk?**

Boards/schools which might provide greatest opposition are identified well in advance and a hearts and minds strategy designed for handling each one, involving senior council officials and local councillors.

**THEME: PARTNERSHIP/CONTRACTUAL**

Risk rating	Last Rating - Q1 2013/14		
	Likelihood	Impact	Score
	3	3	9

**Details of Risk**

Providers of nursery care cannot be secured for all converting sites by April 2015

**Details of what could go wrong - Consequences?**

Providers unable to develop a viable business model to deliver free nursery places as specified in tender documents

**Details of what impact this could have?**

Reduced supply of free nursery places for two year olds. Capital clawback - savings target not met.

**Key Measures being taken to control the risk?**

Draft tender and contractual agreements subjected to rigorous testing on the basis of financial viability. Financial support provided to cover a proportion of rental costs.

**THEME: LEGAL**

Risk rating	Last Rating - Q1 2013/14		
	Likelihood	Impact	Score
	2	2	4

**Details of Risk**

Decision made to proceed with new service challenged on grounds that due process not followed during consultation.

**Details of what could go wrong - Consequences?**

Opposition by campaigning public leads to a legal challenge and application for judicial review

**Details of what impact this could have?**

Significantly delay implementation of service change

**Key Measures being taken to control the risk?**

Legal advice so that due process is following during preparation and roll out of consultation.

**THEME: CUSTOMER / CITIZEN**

Risk rating			
	Likelihood	Impact	Score
	4	2	8

**Details of Risk**

Significant public opposition to proposals including opposition to move to a targeted rather than universal service and/or conversion of sites to nursery provision.

**Details of what could go wrong - Consequences?**

Significant and vocal public campaign across local press, social media

**Details of what impact this could have?**

Delay implementation of new service design. Bad press locally and nationally for Bury - reputational damage.

**Key Measures being taken to control the risk?**

Council's marketing and communications team is ready with a highly effective strategy to communicate the rationale for service change across all press and digital (including social) media. Councillor members provided with detailed briefing in advance of consultation and councillors directly affected are given ample opportunity to discuss issues with Council officers and leadership.





## APPENDIX 3: IMPACT ON ASSETS, WORKFORCE, CUSTOMERS AND USERS

### A.3.1 ASSETS

Children's centres currently operate on 13 dedicated sites and within one library setting (Tottington). Details about current responsibility for running the centre, as well as location and ownership are set out in Table A3.1.

From the table the following can be observed:

- **Six centres are in separate buildings owned and funded by the Local Authority on primary school sites** (Coronation Road, Stepping Stones, Daisyfield, Little Oaks, Sedgley and Woodbank with Elton). It is proposed that:
  - Coronation Road, Little Oaks, Sedgley and Woodbank with Elton become hubs in the new model and
  - Daisyfield and Stepping Stones convert to sites for the delivery of free nursery places for two year olds.
- **Five centres are school owned buildings which have been refurbished or extended and/or funded by the Local Authority** (Besses, Butterstile, High Meadow, Moorside and Toodle Hill). It is proposed that:
  - Besses operates as a hub in the new model
  - Butterstile, High Meadow, Moorside and Toodle Hill convert to sites for the delivery of free nursery places for two year olds.
- **Two centres are stand alone sites which are local authority owned** (Ramsbottom, Redvales). It is proposed that:
  - Redvales provides a "spoke" for the Little Oaks hub. It should be noted that Redvales operates as the site for a number of services for under 5s, including private nursery provision.
  - Ramsbottom converts to a site for the delivery of free nursery places for two year olds.
- **One centre is located within a library** (Tottington). It is proposed that the use of this space as a community asset is explored.
- **Five sites currently operate as outreach venues for children's centres.** Four of these are school premises which have been refurbished by the Local Authority and are located on the site of primary schools (Whitefield Primary (Besses outreach), Fairfield Primary and Springside Primary (Little Oaks/Moorside outreach) and Elton Primary (Woodbank outreach)). One outreach site at Chesham Fold (Little Oaks/Moorside outreach) are premises rented on a three year lease from Six Town Housing and refurbished by the Local Authority. It is proposed that:
  - The four rooms on revert to school use.
  - The options of Chesham Fold providing an alternative use for children are explored.

**Table A.3.1: OPERATION, LOCATION AND OWNERSHIP OF BURY'S CHILDREN'S CENTRES AND OUTREACH VENUES**

<b>Children's Centres</b>	<b>LA or school run</b>	<b>Location</b>	<b>Ownership</b>
Besses	School	Ribble Drive Primary School	Council owned; subject to a 5 year lease of part of the building to Toddlers Pre-School from 7-10 2013
Outreach venue	School	Whitefield Primary	Council owned
Butterstile	School	Butterstile Primary School	Council owned
Coronation Road	LA - Radcliffe Cluster	on the site of Radcliffe Primary School	Council owned
High Meadow	LA - Radcliffe Cluster	St John's Radcliffe	Manchester Diocese owned
Stepping Stones	LA - Radcliffe Cluster	on the site of Radcliffe Hall Primary School	Council owned
Daisyfield	LA - Ramsbottom Cluster	on the site of St Stephens Primary School	Council owned
Ramsbottom	LA - Ramsbottom Cluster	Stand alone building	Council owned
Tottington	LA - Ramsbottom Cluster	space within Tottington Library	Council owned
Little Oaks	LA - Bury East Cluster	Broad Oak High School	Council owned
Moorside	LA - Bury East Cluster	St John with St Mark Primary School	Manchester diocese owned
Outreach venue	LA - Bury East Cluster	Fairfield Primary School	Council owned
Outreach venue	LA - Bury East Cluster	Chesham Fold	Council owned subject to a 5 year lease to the Council from 18-10-2012 - the property is managed by Six Town Housing
Outreach venue	LA - Bury East Cluster	Springside Primary School	Council owned
Redvales	LA	Stand alone building with nursery provision	Council owned. Subject to 3 agreements: 1) 25 year lease Springs Tenant Management Cooperative from 23-4-2007 2) 1 year licence to John Henshaw (Community Café) from 18-9-2006 3) Lease to a private nursery - Fisherfield Nursery - dated 25-01-2006. Term has expired but tenant holding over
Sedgley	School - Prestwich Cluster	On the site of Sedgley Primary School	Council owned
Toodle Hill	School - Prestwich Cluster	On the site of Heaton Park Primary School	Council owned

Woodbank with Elton	School	on the site of Woodbank Primary School	Council owned
Outreach venue	School	Elton Primary School soon to be Academy	Council owned





Based on the above, it is not anticipated that the proposals will release any capital assets for disposal nor withdraw any of the service's dedicated sites from their current designation as sites for the provision of services to under 5s.

### A.3.2 WORKFORCE

Table A.3.2 details the current workforce and the proposed new structure.

**Table A.3.2 Changes to workforce of proposed service redesign**

	Current service	New service	Change
	FTE	FTE	FTE
-			
Centre administrator	13.1	6	-7.1
Centre coordinator	4	0	-4.0
Cluster (hub) coordinator	5	5	0.0
Assistant cluster coordinator	5	0	-5.0
Programme Support Worker	0	6	6.0
Development worker	15.9	0	-15.9
Outreach worker	11.3	35	23.7
Project support worker	8.7	0	-8.7
Administration assistant	0.5	0	-0.5
Crèche and sessional worker	0.3	0	-0.3
<b>TOTAL</b>	<b>63.7</b>	<b>52</b>	<b>-11.7</b>

The most significant impact on staffing will be in the reduction in management and administration roles which reflects the proposed reduction in the number of sites operating as children's centres. Currently these constitute 27.6 FTE posts. It is proposed to reduce this number to 11.0 FTE. However the impact on staff will be mitigated to some degree as a number of posts are currently vacant.

The impact on the numbers of staff employed to work directly with customers will be positive – currently there are 36.2 FTE in a variety of front line roles, under the proposals the total will rise to 41.0 FTE (this includes 35 outreach workers and 6 programme support workers running stay and play and programmes at the hubs). Development and outreach workers are both Grade 9 so there may be opportunities for staff in development roles to assume the new outreach function, subject to appropriate training. Project support workers (currently 8.7 FTE) are at a Grade 7 so an automatic transfer to the outreach function cannot be assumed. However there may be opportunities for developing these staff with appropriate training and development if they can demonstrate relevant skills and experience.

### A.3.3 CUSTOMERS

Under the current arrangements the target customer base is pre-school children and their families. The size of this population within the reach area of each children's centre is set out in Table A.3.3 (Figures for December 2013). The table also includes the location of the centre by township and the number of children within each reach area residing in LSOAs among the 40% most deprived nationally (MDI 2010).

**Table A.3.3: Children's Centres in Bury – location and population served**

Children's Centre	Township	Population < 5		< 5s within 40% most deprived areas	
		Number	% total Bury	Number	% of total
<b>Besses</b>	Whitefield	1,652	14%	606	37%
<b>Butterstile</b>	Prestwich	733	6%	474	65%
<b>Coronation Road</b>	Radcliffe	879	7%	260	30%
<b>Daisyfield</b>	Bury West	612	5%	218	36%
<b>High Meadow</b>	Radcliffe	542	5%	303	56%
<b>Little Oaks</b>	Bury East	858	7%	858	100%
<b>Moorside</b>	Bury East	958	8%	836	87%
<b>Ramsbottom</b>	Ramsbottom, Tottington and North Manor	739	6%	103	14%
<b>Redvales</b>	Bury East	1,042	9%	846	81%
<b>Sedgley</b>	Prestwich	1,145	10%	94	8%
<b>Stepping Stones</b>	Radcliffe	852	7%	852	100%
<b>Toodle Hill</b>	Prestwich	543	5%	190	35%
<b>Tottington</b>	Ramsbottom, Tottington and North Manor	679	6%	0	0%
<b>Woodbank with Elton</b>	Bury West	759	6%	0	0%
<b>Total</b>		<b>11,993</b>		<b>5640</b>	

All 14 centres keep records of attendance and the number of children seen each month. Based on this data, Table A.3.4 shows the average monthly attendance from April and December 2013 and as a percentage of all <5s in the reach area. This provides a measure of the service's penetration of its customer base and indicates that on average it reaches 12% each month, equivalent to 1401 children.

**Table A.3.4 Children attending each month and as % of reach population**

Children's Centre	Average number of children seen each month	as % of total in reach area
<b>Besses</b>	147	9%
<b>Butterstile</b>	76	10%
<b>Coronation Road</b>	110	13%
<b>Daisyfield</b>	81	13%
<b>High Meadow</b>	44	8%
<b>Little Oaks</b>	124	14%
<b>Moorside</b>	127	13%
<b>Ramsbottom</b>	141	19%
<b>Redvales</b>	73	7%
<b>Sedgley</b>	97	8%
<b>Stepping Stones</b>	90	11%
<b>Toodle Hill</b>	74	14%
<b>Tottington</b>	83	12%
<b>Woodbank with Elton</b>	135	18%
<b>Total</b>	<b>1401</b>	<b>12%</b>

Table A.3.5 draws on data which includes attendance by LSOA. Results are grouped by MDI decile. The table also indicates the total number of under 5s in each decile and the proportion of these children seen on average each month.

**Table A.3.5 Children seen by MDI decile**

LSOA	Number <5 seen	< 5 population by MDI decile	% < 5 population seen by MDI decile
<10%	180	1,270	14%
<20%	176	1,560	11%
<30%	193	1,586	12%
<40%	204	1,653	12%
<50%	122	1,199	10%
<60%	196	1,770	11%
<70%	66	748	9%
<80%	102	798	13%
<90%	144	1,280	11%
<100%	18	129	14%
	<b><u>1,401</u></b>	<b><u>11,993</u></b>	<b><u>12%</u></b>

As measured by rate of penetration (i.e. % <5 seen by MDI decile), Table A.3.5 does not suggest that level of deprivation is related to service uptake. However the picture is slightly different if measured by the percentage of all children seen: 51% (754/1401) of all children seen on average each month in 2013 came from the LSOAs which are among the 40% more deprived nationally.

Under the proposed new service model, families and their children will be referred via Early Help pathways. Thirty five outreach workers will support these families. Based on current practice, it is expected that each outreach worker will work with around 15 families at any one time. Interventions with each family are expected to last about six months. If it is assumed that each family has an average of two children, then the total number of children supported at any one time by the service is estimated at 1,050.

This figure is 75% of the number of children currently seen (Table A.3.5). However, as measured in terms of children from more deprived areas of the borough, the estimate indicates that the service would reach significantly more children (1,050 rather than 754, or 39% more).

It should also be considered that sites converting to locations for the delivery of free nursery provision for two year olds will also be targeting these more deprived children.