

Achieving a good level of development at 5 years-old

Final Report

January 2014

Executive summary

- Research demonstrates that the life chances of children are heavily predicated on their development in the first five years of their life¹. The journey for each of the 18,299 under 5s currently in Haringey is, and will be, quite different. However, the government expects children to have a good level of development at the end of the Early Years Foundation Stage (EYFS) and to be 'school-ready' at age 5, placing a challenging responsibility on local authorities to meet the diverse needs of the population.
- This review has identified three factors that will ensure the Council creates the best opportunity for children to achieve these goals, by focusing on improvements that need to be made in how we meet our statutory responsibilities for providing education and development provision. By implementing these recommendations, the Council will improve its performance to levels in line with health colleagues, meaning a more consistent and high quality journey for the child to 5 years old. The key factors highlighted in this review are:
 1. Sufficiency
 - Finding **suitable premises** from which providers can deliver childcare, including seeking delivery through community settings not owned by the Council
 - Going beyond price to **attract the provider market** in new ways, such as collaborative commissioning and funding incentives
 2. Quality
 - Improving the **quality of the workforce** by applying a new standard of professional expectation to the market
 - Improving the **quality of childcare** and early years provision
 - Focusing activity on improving the **outcomes for children**, through payment by results
 3. Access
 - Increasing the **take up of early years provision**, through stronger and more direct marketing
 - **Raising the awareness** of the services that children's centres offer
 - Improving **access to high quality services** for those who need it most
- Underpinning the framework for improvement are two further issues:
 - A need for delivery partners to **collaborate and integrate services** wherever possible, specifically through:
 - The **sharing of information** between professionals supporting children's development to 5 years old
 - **Co-location of professionals** in an accessible setting, namely children's centres
 - An **integrated approach** to supporting all children to 5 years old, identifying opportunities to bring back more universal services
 - Tightening our grip on the **performance** of our childcare and early education provision, through:
 - A new **outcome-focused contract/agreement** with risk/reward elements built in
 - Better **management information** and strong, active **contract management**, that performance manages the provision and applies penalties for poor performance
- Put together, we will not only improve performance but have a better understanding of whether our delivery model, both inside and outside the Council, meets the needs of our residents, or whether a new approach is needed to ensure children of the borough have a good level of development at EYFS and are school-ready.

Methodology

- At the November 2013 stocktake, the Leader and Chief Executive agreed that the Delivery Unit would undertake a design review of the current Early Years provision in Haringey, with the aim of answering the following question:
“How can the council ensure children in Haringey have a good level of development at Early Years Foundation Stage and are ‘school-ready’?”
- The review commenced in mid-November 2013 and was carried out over a 6-week period. It consisted of:
 - desk-based analysis of policy/strategy documentation and Haringey’s existing and historical performance against statutory requirements and corporate measures
 - a review of the current government policy position, as well as input from think tanks and charities
 - interviews and workshops with a number of managers from across the council and partner organisations, including the early tears team, public health, social care, school improvement, commissioning and special education needs.
 - interviews with key strategic partners, including health visitors, midwifery, children’s centres, childcare providers and Barnardo’s (lead organisation on the Big Lottery Fund bid)
 - visits / engagement with councils to learn from their success, including Islington, Bexley, Croydon, Barnet, Waltham Forest, Lewisham and Manchester
 - Chris Barnham, former Head of Early Years policy at the Department for Education
- A full list of interviewees can be found in Annex A. We are grateful to everyone who made the time to engage in the review and for their openness and honesty.
- This review has been driven by the performance of Haringey partners in supporting children from conception to 5 years old. Analysis shows that performance against the early education and development elements of the child’s journey is poorer than health and wellbeing-focused elements. As such, the review has focused on how the council can improve performance in these areas both in the short and medium term.
- Our fieldwork did, however, identify some cross-cutting opportunities that support the framework in this review – namely greater collaboration and integration of service delivery and the need for a tight grip on performance to understand the need for alternative delivery models.
- In considering options, the review looked at key interdependencies with the Cordis Bright review from summer 2013, the Big Lottery Fund bid and the Haringey 54,000 programme.

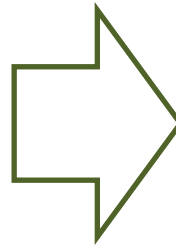
The EYFS profile assesses a range of development characteristics to judge whether a child has a 'good level of development' at age 5 and is 'school-ready'

Early Years Foundation Stage Profile

The Early Years Foundation Stage (EYFS) profile requires practitioners to make a best fit assessment of whether children are meeting one of the following levels from 17 early learning goals (ELGs):

- **Emerging** (level 1)
- **Expected** (level 2)
- **Exceeding** (level 3)

The assessment takes place at the end of the EYFS, i.e. at the end of the reception year.



What is a 'good level of development'?

Children will have reached a good level of development in the profile if they achieve at least the 'expected' level (level 2) from 12 of the 17 ELGs in the following areas of learning:

1. **Personal, social and emotional development** (3 ELGs)
2. **Physical development** (2 ELGs)
3. **Communication and language** (3 ELGs)
4. **Mathematics** (2 ELGs)
5. **Literacy** (2 ELGs).

Why is the EYFS profile important?

- Research suggests that a good quality pre-school experience is related to better intellectual and social/behavioural development for children, and that a significant factor is a highly qualified workforce¹
- The EYFS profile has been built on these principles and since 2012 the government has challenged local services to work in partnership to ensure children have a good level of development at EYFS.
- Local authorities have a responsibility to ensure that eligible 2 year-olds and all 3 and 4 year-olds take up their free pre-school place, so it is critical that the Council creates high quality provision and ensures children access it.

1. The Effective Provision of Pre-School Education (EPPE) Project, November 2004

Different strategies and initiatives currently support the child's journey, but governance overlaps and there is no overarching framework that 'knits' these together

Health and Wellbeing Strategy (2012-2015)

- Focused primarily on intervention at conception to 3 years old
- Oversees the delivery of the Healthy Child Programme (national prevention and early intervention programme) to families defined as vulnerable – looking to extend to all five year olds and their families
- Working closely with Whittington Health as an early adopter of health visiting call to action, and aligning increased workforce with CC presence
- Meeting statutory obligations to provide childcare places for eligible 2 year olds

Children and Young People's Plan (2013-2015)

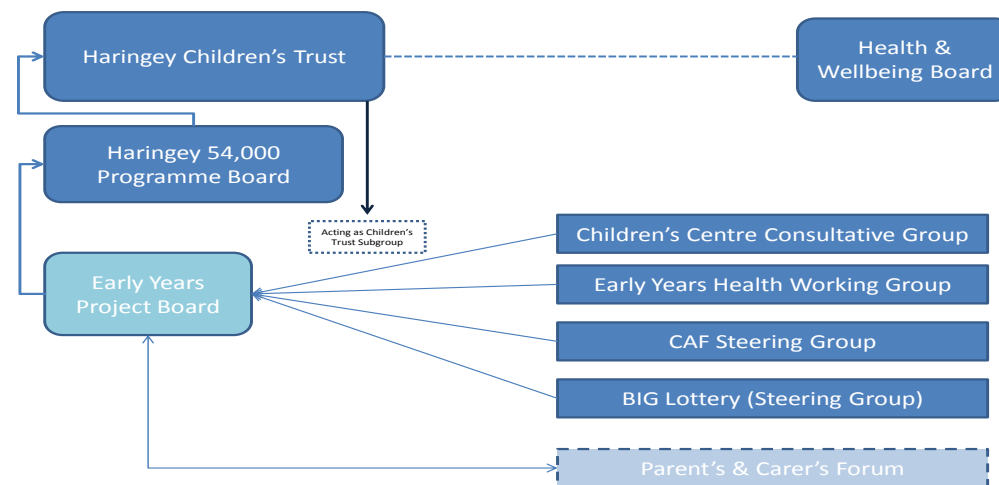
- Seeking to achieve 6 key outcomes for children and young people in the borough:
 1. Quality services
 2. Every child has a healthy start in life
 3. Thriving families
 4. Raised educational attainment
 5. Children and young people are safe from the risk of harm

Troubled Families Initiative

- National initiative to support the most troubled families across the country
- Family-focused – meaning whomever in the family is identified as needing help or support, whole-family situation is assessed and broader support provided

Haringey 54,000 Programme

- Focused on turning Haringey to a model of early help and intervention
- Seeks to ensure children who need support receive this as early as possible and stand the best chance possible at achieving a good level of development at EYFS



Early Years Project Board – Governance Arrangements (1/2)

There are a range of statutory duties on public bodies from conception to 5 years old. We generally perform well in health-focused areas.....

Age	0		1		2		3		4		5						
	Smoking During Pregnancy	Low birth weight	Infant mortality rate	Breastfeeding Initiation	Breastfeeding at 6-8 weeks	Immunisations: 1yr Dta/IPV/Hib	Immunisations: 2 yrs PCV	Immunisations: 2 yrs Hib/MenC (booster)	Immunisations: 2 yrs MMR	Take up: % eligible 2 year olds taking up their free place	Take up: % 3 and 4 taking up their free place	Immunisations: 5 yrs DTaP/IPV (booster)	Immunisations: 5 yrs MMR (1st and 2nd dose)	% overweight or obese at reception	EYFSP: % good level of development	EYFSP: % inequality gap in achievement across all ELGs	EYFSP: % good level of development by national deprivation status of child residency
Key																	
Haringey (↑ = 2 year improving trend)	3.9%	7.0%	3.5	95.3%	75.4%	93.8%	89.0%	92.5%	92.0%	45.0% 402 places filled 666 places available	90%	87.4%	86.8%	24.9%	50.0%	36.6%	47.0%
Statistical Neighbours Average	5.8%	N/A	4.1	89.0%	76.2%	90.6%	85.7%	86.5%	86.4%	N/A	91%	77.5%	80.4%	24.5%	54.8%	33.8%	52.4%
Period	Q4 2012/13	2012	2011	Q3 2012/13	Q3 2012/13	2012/13	2012/13	2012/13	2012/13	Latest as at Dec 2013	2013 (take up as at 31st Dec)	2012/13	2012/13	2011/12	2013	2013	2013
Corporate Plan Target (2013/14)										80% / 705 places (Corporate Plan / DfE expectation)	96% (Corporate Plan / DfE expectation)				TBC (revised indicator)	TBC (revised indicator)	TBC (revised indicator)

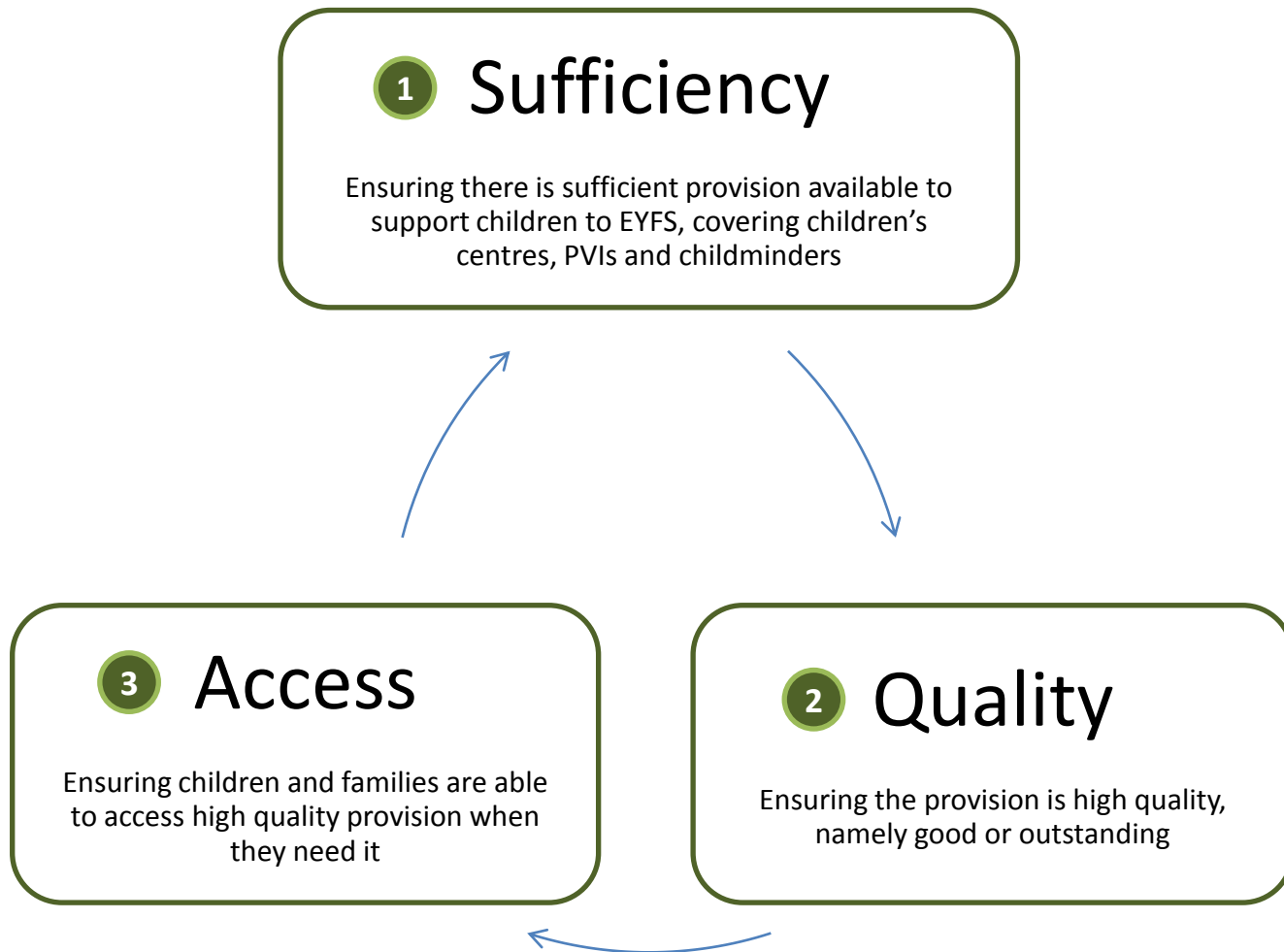
The table above shows Haringey's performance against key indicators along the child's journey from conception to 5 years old, compared to Haringey's Ofsted statistical neighbours (Croydon, Greenwich, Hackney, Hammersmith & Fulham, Islington, Lambeth, Lewisham, Southwark, Waltham Forest and Wandsworth). **Note** – where good performance is low e.g. smoking during pregnancy, infant mortality rate, achievement gap etc, this is taken account of.

.....but less well in early education and development areas, namely the provision of 2,3 and 4 year old childcare places, and attainment at EYFS

Age	0		1		2		3		4		5						
	Smoking During Pregnancy	Low birth weight	Infant mortality rate	Breastfeeding Initiation	Breastfeeding at 6-8 weeks	Immunisations: 1yr Dta/IPV/Hib	Immunisations: 2 yrs PCV	Immunisations: 2 yrs Hib/MenC (booster)	Immunisations: 2 yrs MMR	Take up: % eligible 2 year olds taking up their free place	Take up: % 3 and 4 taking up their free place	Immunisations: 5 yrs DTaP/IPV (booster)	Immunisations: 5 yrs MMR (1st and 2nd dose)	% overweight or obese at reception	EYFSP: % good level of development	EYFSP: % inequality gap in achievement across all ELGs	EYFSP: % good level of development by national deprivation status of child residency
Key	<p>Best 25% LAs SNs Median Worst 25% LAs = Haringey</p>																
Haringey (↑ = 2 year improving trend)	↑ 3.9%	→ 7.0%	↑ 3.5	↑ 95.3%	↑ 75.4%	↑ 93.8%	↑ 89.0%	↑ 92.5%	↑ 92.0%	45.0% 402 places filled 666 places available	↑ 90%	↑ 87.4%	↑ 86.8%	↑ 24.9%	50.0%	36.6%	47.0%
Statistical Neighbours Average	5.8%	N/A	4.1	89.0%	76.2%	90.6%	85.7%	86.5%	86.4%	N/A	91%	77.5%	80.4%	24.5%	54.8%	33.8%	52.4%
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So this review focuses on how we can improve the Council's performance in delivering high quality early education and development through a framework of ensuring sufficiency, quality and access to provision



1

Having sufficient premises and providers is critical to meeting the needs of eligible 2 year-olds and all 3 and 4 year olds

1 Sufficiency

There are two key challenges for ensuring sufficient provision is available in the borough:

- a) Finding **suitable premises** from which childcare providers can operate
- b) Attracting the **provider market** to Haringey

3 Access

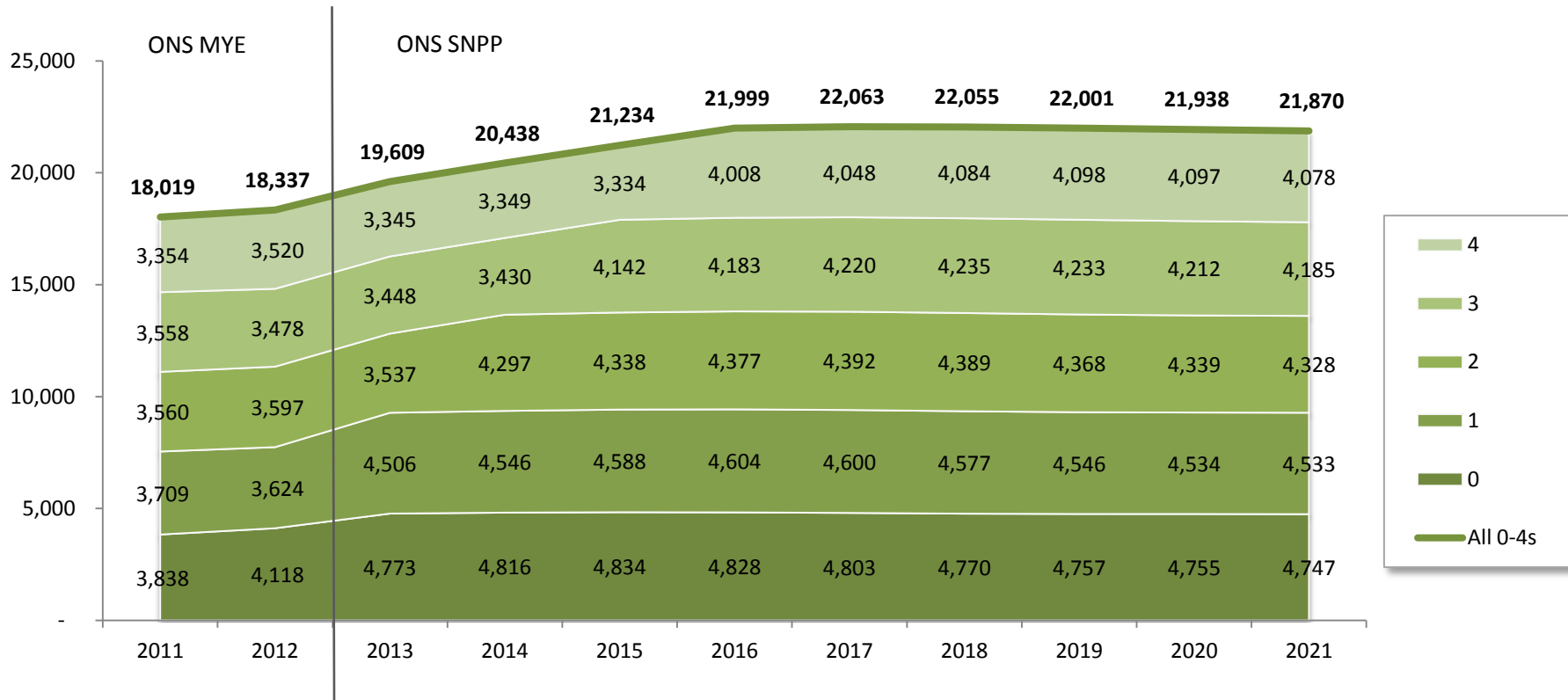
2 Quality

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Context: the population of 0-4 year olds is expected to grow by 11% over the next 3 years, meaning a need to plan for greater sufficiency of 2, 3 and 4 year old places now

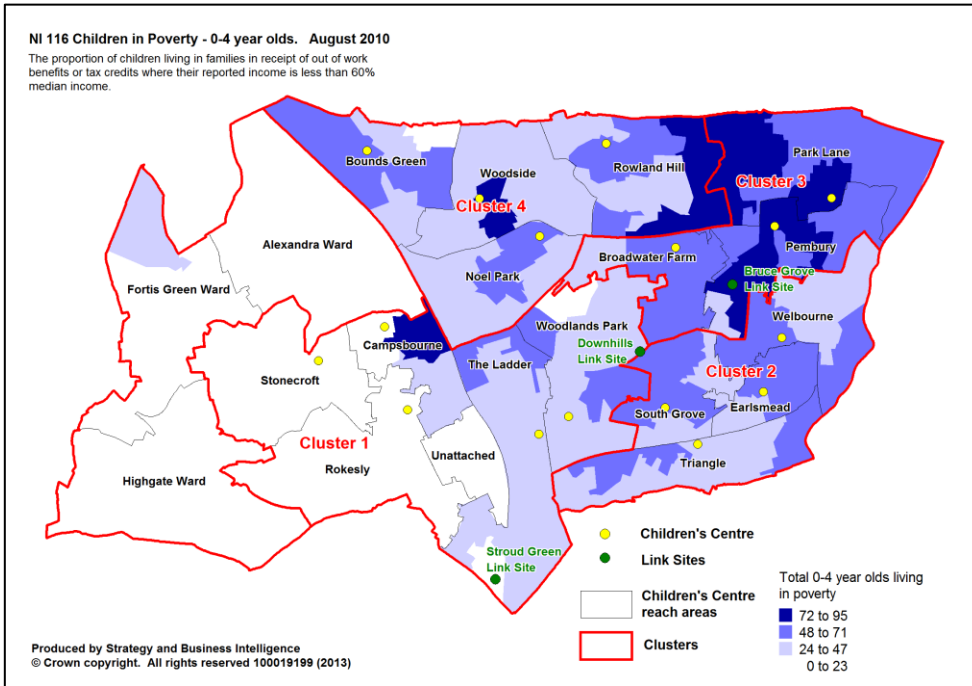


**Actual and projected numbers of 0-4 year olds by single year of age, 2011-2021
(ONS Mid-Year Estimates and ONS Sub-National Population Projections*)**



ONS states that the 2011 SNPPs include a known over-estimation of the birth rate. The 2012-based projections to be published early in 2014 are expected to be revised downwards.

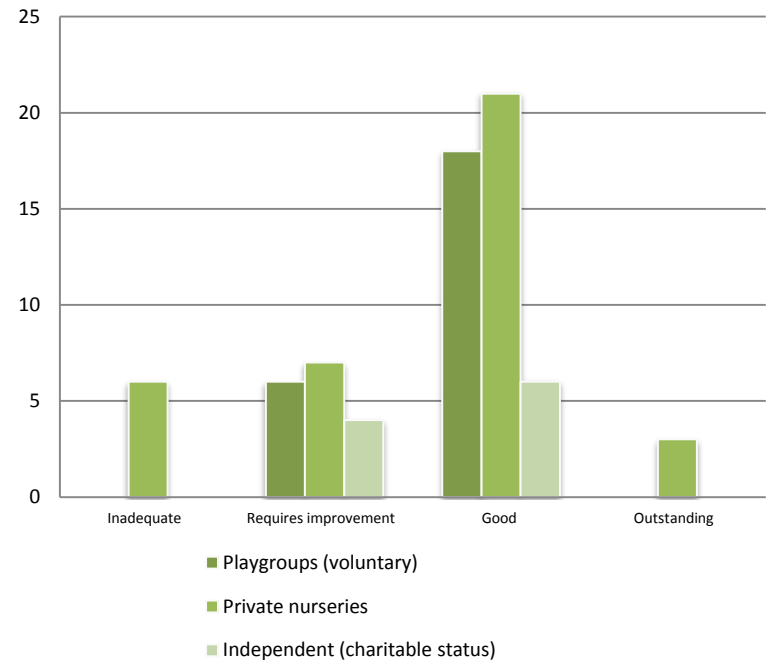
Context: there is an array of childcare provision located in the areas of greatest need and demand, but the quality is mixed and the demand is growing



- We have 71 Private, Voluntary and Independents (PVI) and there is no trend between the type of PVI and the latest Ofsted inspection result.
- We have approx 300 childminders.

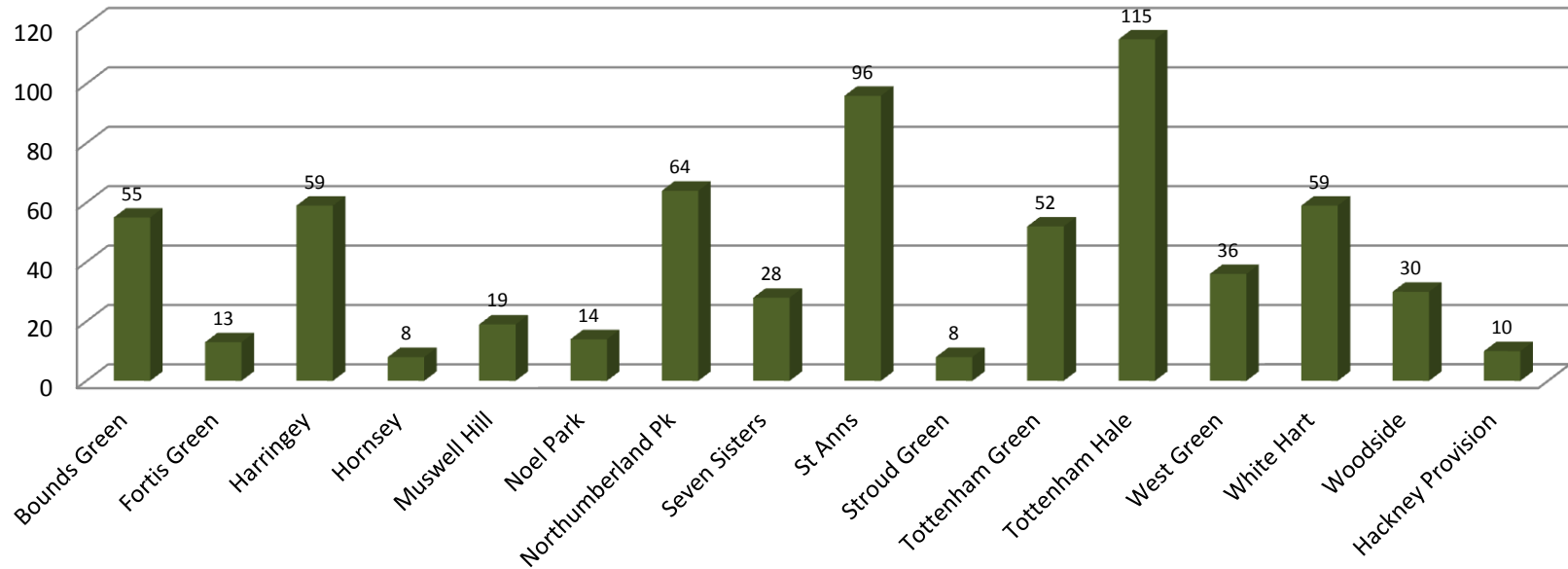
- We have 16 children's centres across the borough, 5 of which are owned by the local authority
- 8 CCs deliver childcare – 4 of which are owned by the LA

Ofsted rating by PVI type



Context: we need to find a third more places for eligible 2 year-olds by the end of the 2013/14, and 2.5 times more places for 2014/15

2 yr old places available Sep '13 - Jan '14



Eligibility of 2-year olds – current and future picture

- In 2013/14, 20% of Haringey's 2 year old population are eligible for free childcare places – approximately 891 children. So far, 666 places have been created by the Council, leaving a 25% shortfall
- Current provision is available in 15 of 19 wards (this excludes Hackney provision)
- In 2014/15, eligibility will expand meaning 40% of Haringey's 2 year old population will be eligible – approximately 1790 children.

We are focusing on **finding suitable premises** from the existing council estate, but we need to go further in order to meet future demand

Finding premises – current picture

- The service is working with the Council's Corporate Property Services to identify existing council premises which could be suitable for providers to deliver the 2 year old provision
- It is not clear how many places will be found, but it is apparent that existing council estate will not meet future demand for 2014/15. We need to think about alternative premises that can be made suitable for providers to operate from.



Waltham Forest's approach to finding suitable premises for the long term

Waltham Forest had a lack of physical space to deliver childcare. They identified suitable privately owned premises and provided grant funding to these premises to deliver 2 year old places. The funding went towards making the building fit for purpose, and to pay the childcare providers (who would rent the space).

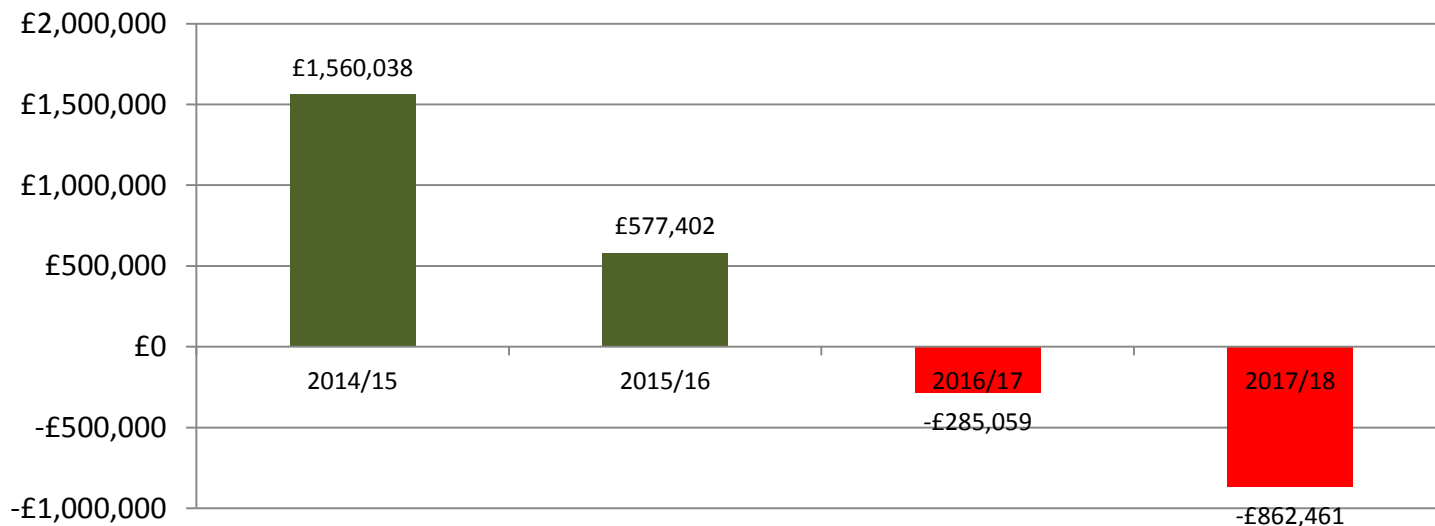
- The Council owned very little property that was appropriate for childcare and premises were particularly scarce in the areas of highest deprivation
- They identified places of worship, community centres & scout groups as suitable premises, as these are in the right location with suitable size and facilities. They also already had Class D1 planning permission which is required to deliver childcare.
- The Council set aside funding for the premises to be made suitable to deliver childcare, and invited interest from building owners in the borough, and provided support to landlords on how to complete planning applications.
- **800 places were created for Sept 2013**, which was sufficient to meet the demand for the year
- Now, **26 of the 67 PVI sector providers** currently delivering free 2,3 & 4 year old places in the Borough are delivered from places of worship premises
- An additional 6 providers are currently in the process of registering childcare based in places of worship buildings **creating another 290 places.**

We are about to raise the price per place to £6/hr in order to **attract the provider market**, but this will leave us with tough decisions on future early years spending

Haringey's current approach to attracting the market has largely been focused on price

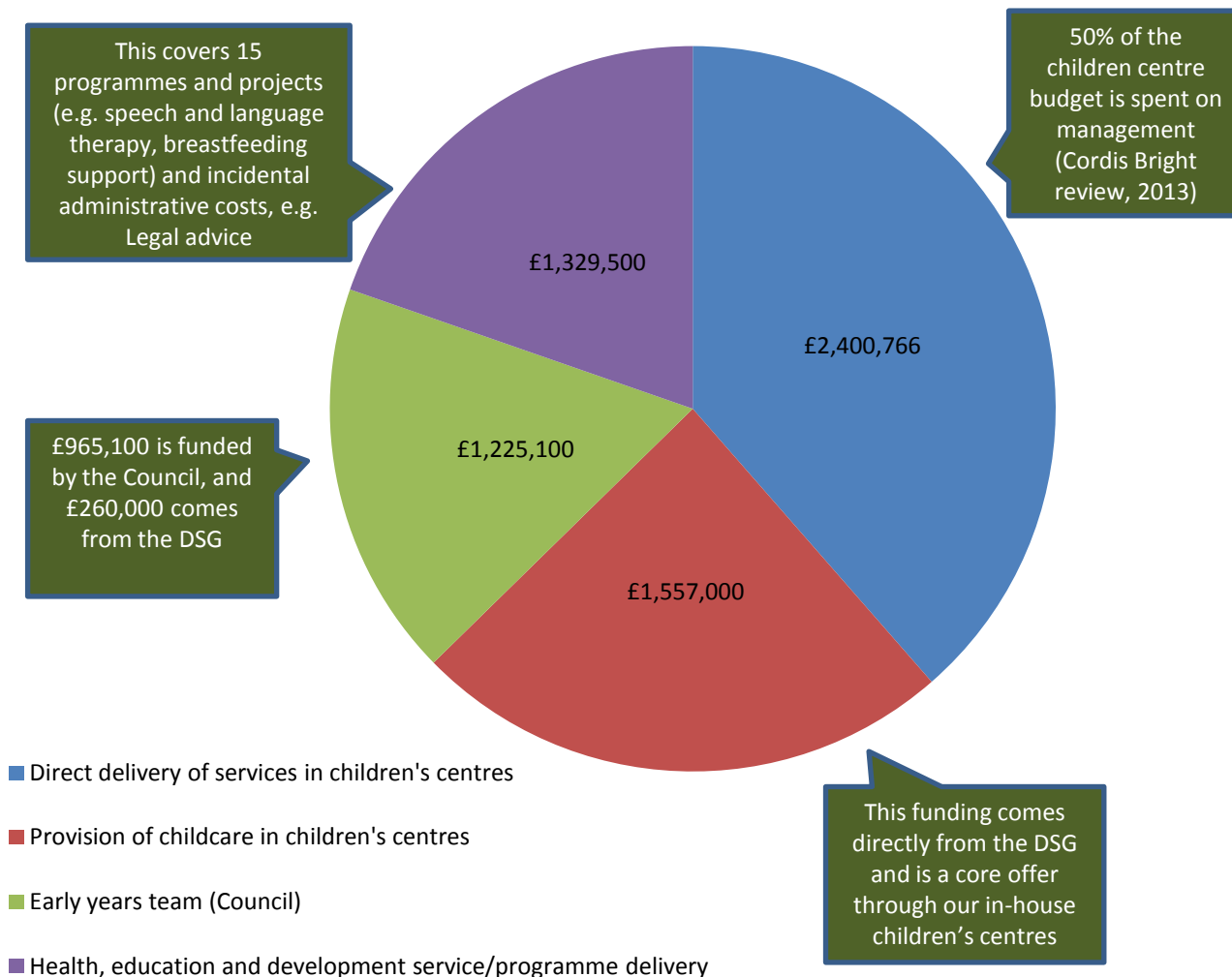
- The service has focused on encouraging existing providers to offer more places, but is now focusing on attracting new providers
- Initial market engagement by the service suggests price is biggest barrier to entering Haringey
- We currently offer £5.18/hr to providers, but neighbouring boroughs offer £6/hr. More detailed market engagement is yet to be undertaken, so it is unclear whether £6/hr will attract sufficient provision.
- A decision will be taken at February 2014 Cabinet to use current DSG underspend to raise the price to 6/hr – this can cover costs until March 2016
- Retaining a £6/hr price will see a significant shortfall by 2017/18

Impact of £6/hr rate per child



33% of the current £6.5m early years budget is spent on the management of children's centres and the council's early years team. 25% of the budget is spent on childcare subsidy

Early Years Planned Expenditure 2013/14



Manchester Council took the decision in 2010 to remove itself from direct childcare delivery, in order to save £10m

- Manchester delivered 11% of the childcare provision in the area
- The provision ran at a loss and the quality was worse than PVI providers
- In 2010 it announced that it would be removing its childcare provision, but that PVIs would be invited to operate from the same premises – this ensured sufficiency remained and placed the challenge of ensuring access on the new provider
- The decision saved the Council £10m from a £53m early years budget

But we must go beyond price and think more innovatively about encouraging providers to come to Haringey

Findings from the study 'Foundation Years & Narrowing the Gap: Commissioning Challenges' highlights the importance of market position statements.

- Information and data about the needs and the market itself are key. The Council should consider issuing a **market position statement**, which would include:
 - future demand and take up of different foundation years initiatives (e.g. two year old offer);
 - current supply (identifying strengths and weaknesses);
 - expected funding changes;
 - desirable models of practice;
 - drivers for the market (e.g. business opportunities);
 - scope and support available for innovation and development of a particular market segment;
 - support that providers can expect in order to achieve the desired outcomes;
 - how commissioners intend to behave towards the market in the future



And there are further innovative ways to attract the market....

- Collaborate with other council services to identify **wider commissioning opportunities** for the market in the long term, e.g. Providing adult day care, or delivering training for poor quality providers
- Offer **financial incentives**, e.g. Waltham Forest's support to PVI market to identify suitable premises from which to operate; or Manchester making old in-house premises available and fit for purpose for new market to operate from

1 Sufficiency – Areas of focus

Area	Short Term	Medium Term
<p>1a Finding suitable premises</p>	<ul style="list-style-type: none"> • Put in place ‘new premises ‘action plan, which should cover: <ul style="list-style-type: none"> ▪ exhausting final council premises options ▪ immediate engagement with community-based organisations and PVIs to encourage delivery of childcare ▪ re-examining the early years budget to identify incentives for the market, e.g. premises development subsidy 	<ul style="list-style-type: none"> • Identify options for premises on borough borders
<p>1b Attracting the market</p>	<ul style="list-style-type: none"> • Undertake immediate analysis of the future funding gap, to identify whether the £6/hr price can come down as economies of scale are achieved, and how the remaining shortfall can be covered • Ensure the market is primed to engage once February Cabinet decision on £6/hr rate is taken • Re-examine existing early years budget and consider: <ul style="list-style-type: none"> ▪ re-calibrating management spend in children’s centres towards service delivery ▪ current early years team spend ▪ whether to retain the childcare subsidy 	<ul style="list-style-type: none"> • Issue a market position statement • Look for wider commissioning opportunities • Consider financial incentives in the review of the early years budget

Arguably, quality is the most important element of our strategic framework. **High quality early years provision** has a lasting positive impact on a child's outcomes.

Attending a high or medium quality pre-school has a lasting effect on behavioural outcomes, and pre-school quality is a significant predictor of later Key Stage 2 performance in both English and Mathematics (EPPSE 3 to 16 study, Siraj-Blatchford, I et al, 2011)

1 Sufficiency



3 Access

2 Quality



We have identified 3 key challenges for Haringey to address:

- a) Improve the **quality of the workforce**
- b) Improve the **quality of childcare and early years provision**
- c) Our activities must **focus on improving outcomes** for children

The **quality of the workforce** is key and we do not have baseline information to assess how best to drive up the quality of the workforce that deliver early years provision

National research highlights the importance of quality staff in achieving outcomes for children

The qualification level of staff in the setting improves quality

- Better qualified teams offer higher quality support for older (30 months to 5 years) children developing communication, language, literacy, reasoning and mathematical skills¹

The introduction of a graduate leader improves the quality of provision settings²

Having a qualified teacher in an early years setting has the greatest impact on quality³

- Settings which have staff with higher qualifications (especially trained teachers) show higher quality and children make more progress

Strong and effective leadership makes a setting good or outstanding⁵

- Strong leaders seek external challenge, hold their staff to account, ensure they have a well-qualified workforce and make sure their staff have access to continuing training and professional development
- Strong leaders – and staff – understand the importance of establishing good relationships with parents and of involving them in their children’s learning (emphasised in the Tickell Review)

We do not hold the data on the qualification level of the workforce

- We do not know how many level 3 qualified early years staff, qualified teachers or graduate leaders there are within settings
- We do not have data on the leadership capacity within settings

Desk based analysis has shown that other LAs have more robust MI requirements in their agreements with providers that deliver early education places

- Haringey: no provision within the agreement for the Early Years Free Entitlement for 3 & 4 year olds for receiving information on the qualifications of the workforce
- Wiltshire: “Providers must provide details of the qualifications of their staff to the Local Authority on request
- Gloucestershire: “Providers must complete and return the annual safeguarding audit”

Bexley’s approach to driving up the quality of their workforce

Bexley have done a lot of work to understand the training needs of their workforce, and have rolled out a programme of training aimed at providers (both childminders and PVI’s) that are delivering early years provision for 2 year olds. As a result they have seen a positive impact on Ofsted ratings.

- Bexley have a strategic lead for workforce training and development with the Council
- A robust skills audit was carried on a self-assessment basis, and the Council invited expressions of interest for training. These were screened by the Council’s Team based on their knowledge of the provider
- The Council concluded that the most value would come from providing training to those providing the EY education for 2 year olds
- A training provider was appointed to deliver both core / statutory training (safeguarding etc) and individual qualifications
- Good quality contract management information is received from the training provider, which is key to evaluating outcomes and monitoring performance

¹ Evaluation of the Graduate Leader Fund Final Report, Mathers S et al, (2011)

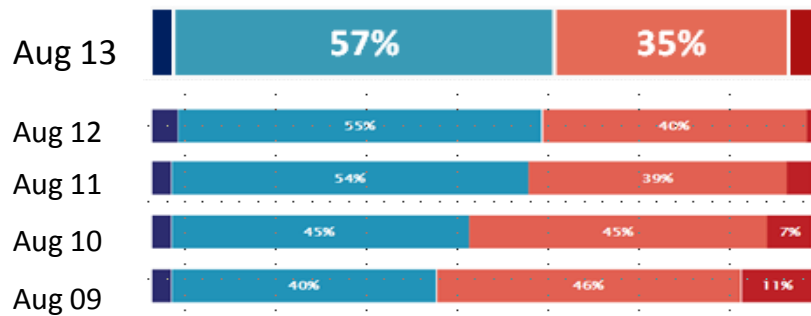
² Effective provision of pre-school education, Sylva, K et al (2004)

³ Getting it right first time, Ofsted, (July 2013)

The quality of childcare and early years provision needs to be addressed quickly and the level of ambition needs to be higher

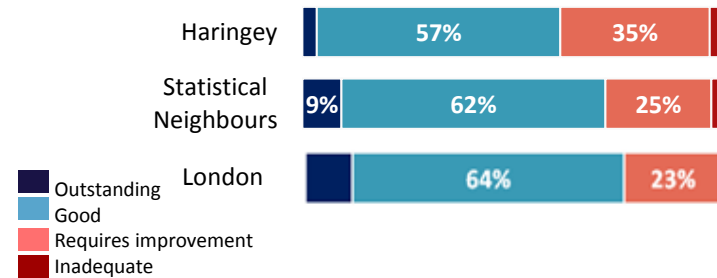
We have made improvements to our overall quality picture....

Haringey – All childcare providers (PVI's and childminders)



...but there is still progress to be made when compared to our statistical neighbours and London

All childcare providers - latest Ofsted rating as at August 2013



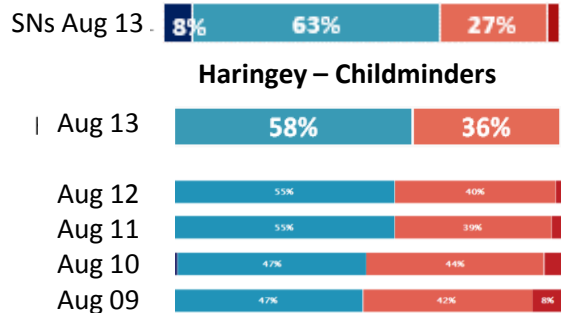
- Nearly 40% of all childcare provision requires improvement in quality according to Ofsted - early years settings need to improve faster to ensure that they give children the best start in life
- We need to increase the number of outstanding settings - the expectation needs to be that Ofsted rating of good is not good enough
- Quality needs to be given greater strategic importance, and information on quality should be more visible to members and senior managers
- A decommissioning framework will reinforce the importance of quality - CYPS plan to design a decommissioning framework
- Processes to address Ofsted quality ratings are in place, however the level of scrutiny and challenge to drive progress is unclear

We need to provide both challenge and support to address quality issues

- Where a setting requires improvement, or is inadequate as judged by Ofsted, internal process set out that an officer will visit the site within 10 or 5 working days respectively
- In Bexley, an officer will meet or speak to the Ofsted inspector on the day of the inspection where possible, and always visit the site to agree the action plan the next day
- We need to re-think the models designed to drive quality for children's centres, childminders and PVI's
- Within schools, the government is encouraging outstanding schools/academies to provide support to those that are not performing.

There are different challenges to increasing quality across childminders, PVI's and children's centres

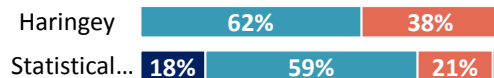
The quality of childminders has improved, but over a third still require improvement. We need a strategy to support this that considers the limited resource in space.



- Only a handful of childminders deliver the EY education for 2 year olds
- 3&4 EY education expanded to childminders in 2013 and uptake has been slow
- The govt is legislating to enable childminder agencies to be set-up through the current children and families bill, and several local authorities are trialling the approach. Agencies support childminders with training and business advice, while making it easier for parents to access home-based childcare. The government hopes the agencies will encourage more individuals into the profession

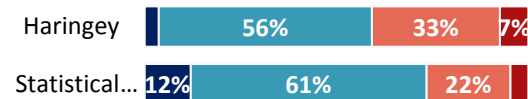
The service is working to strengthen the contractual arrangements between the Local Authority and children's centres to get more robust management information on a routine basis

Children's Centres - latest Ofsted rating as at August...



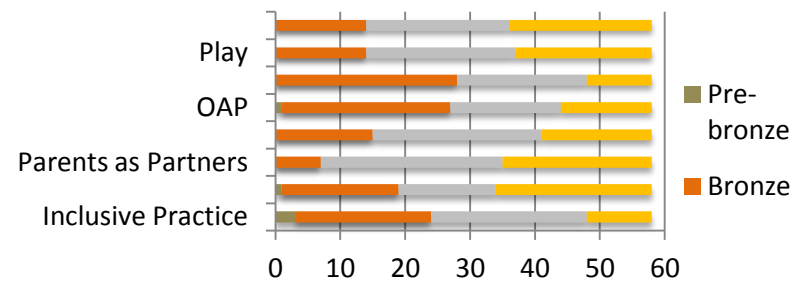
There has been progress in improving the quality of PVI's, but the pace of improvement has slowed which suggests a step-change in our approach is required

PVI's (childcare on domestic and non-domestic premises) - latest Ofsted rating as at August 2013



- We support PVI's through voluntary Quality Improvement Accreditation Scheme
- Of our 71 PVI's, 84% take part in the accreditation scheme (of the 12 that don't, 6 are rated as good by Ofsted, 4 require improvement and 2 are inadequate)
- The scheme highlights the poorest areas of PVI performance are Observation, Assessment and Planning, Inclusive Practice and the Environment.

Haringey Quality Improvement Scheme ratings



Our activities must focus on improving outcomes for the children

National research highlights the importance of outcome focused activity

- Improvements to the learning and development requirements of the EYFS have been widely welcomed¹, and it is likely that regulation and inspection will move further from focussing on process to outcomes
- Children's Centres should measure and compare outcomes for the children and families they work with over the longer term, at least until the point that the child starts school²
- Children's centres should give greater emphasis to services that will improve child outcomes³

Within Haringey, the Cordis Bright Review highlighted that a significantly more rigorous approach to demonstrating outcomes needs to be taken by Children's Centres

- There is planning work underway by CYPS to educate Children's Centres on how to measure impact
- Our field work has reinforced this recommendation, as there is still very little measurement of outcomes
- There is no mechanism in place to robustly measure the impact of investing the Direct Schools Grant and the Early Intervention Grant in childcare

Lewisham's approach to Payment by Results

Lewisham use a payment by results (PBR) mechanism with their children's centres. Whilst they cannot report on the success of model until the next financial year, they have seen a positive impact on the quality of the management information that they receive, and a shift in attitudes towards focussing on outcomes.

- Improvements have been seen over a 10 month period
- The Service ran workshops on focussing on outcomes, and assembled case studies
- The PBR comprises of 15% payment based on reaching new targeted families, and 15% on outcomes, which focus on:
 - Improved parenting and attachment
 - Improved school readiness
 - Prevention of escalation

1 More Great Childcare, DfE, Jan 2013

2 Best Practice for a Sure Start, July 2013

3 Conception to age 2, Wave Trust

2 Quality: Areas of focus

Objective	Short Term	Medium Term
<p>2a Develop a high quality workforce</p>	<ul style="list-style-type: none"> • Understand the baseline via a skills audit • Produce a strategic training plan which considers sustainability 	<ul style="list-style-type: none"> • “Professionalise the profession”, including development of plans to attract more graduates, support apprenticeships, and build links with Teach First
<p>2b Ensure high quality childcare</p>	<ul style="list-style-type: none"> • Embed robust MI reporting requirements • Design a process for challenging and analysing this data – and ensure strong analytical capability is embedded in CYPS • Design a decommissioning framework • Review the governance arrangements and reporting requirements • Approach outstanding schools to build a support network for PVI’s • Learn from childminder agency pilots and consider implementing the model 	<ul style="list-style-type: none"> • Produce a strategic plan which sets out how best we offer support and challenge to Children’s Centres, PVI’s and childminders. This should consider: <ul style="list-style-type: none"> - peer-to-peer - expertise across the Council, and from local businesses
<p>2c Focus on improving outcomes</p>	<ul style="list-style-type: none"> • Agree and implement the outcomes framework for children’s centres (which is urgent given the revised Ofsted inspection framework and will also require the local authority to provide substantially improved data, targets and challenge to children’s centres – work underway) 	<ul style="list-style-type: none"> • Pilot a payment by results mechanism

Access to services must be improved in order for outcomes to be achieved

The revised Ofsted inspection framework for children's centres (March 2013) emphasises that in order to be 'good' a centre it will need to work with its partners to:

- **know of most (more than 80%) families with young children in their area**, and identify target groups among them (eg. lone parents, low income families, children in need or with child protection plan etc) then,
- within the subset of families who are in those defined target groups, **ensure that a 'large majority' (ie. 65-79%) are registered** with the centre and have access to information, advice and guidance about early childhood services
- have effective strategies to encourage and track participation, ensure take-up of early education etc

We also have a funding pressure to maximise places filled. From 2015/16, 2 year-old funding will be based on the number of places filled, with the first reference point being take up as at January 2015.

1 Sufficiency

3 Access

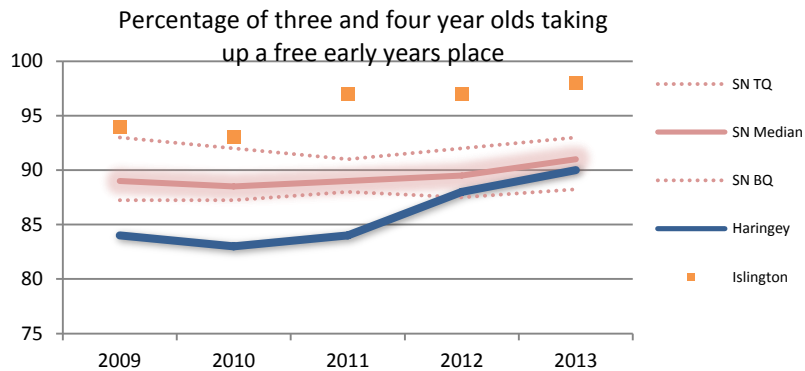
2 Quality

We have identified 3 key challenges for Haringey to address:

- Increase the take-up** of early years education places for 3 & 4 year olds, and eligible 2 year olds
- Raise awareness** of the services that children's centres offer
- Improve access** to high quality services to those that need it most

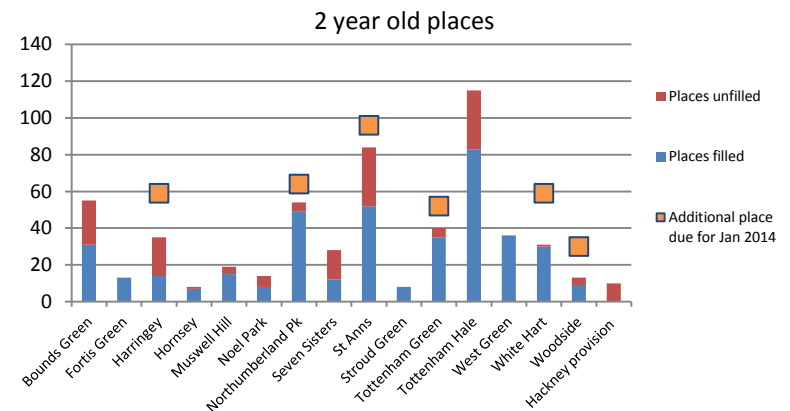
To achieve better outcomes for 5 year olds, we must increase the take-up of our early education places

We currently fill 90% of 3 & 4 year old places.



- Our 3 year fill rate is 84% compared to our better performance in 4 year olds of 95%
- Islington, our neighbouring borough, perform very well at take up of 3 & 4 year old. Upon investigation, we found that the rate is lower amongst Islington residents, and that they are a net importer from neighbouring boroughs, including Haringey

We currently fill 71% of 2 year old places. There is a risk that more places will go unfilled as we increase the number of places available



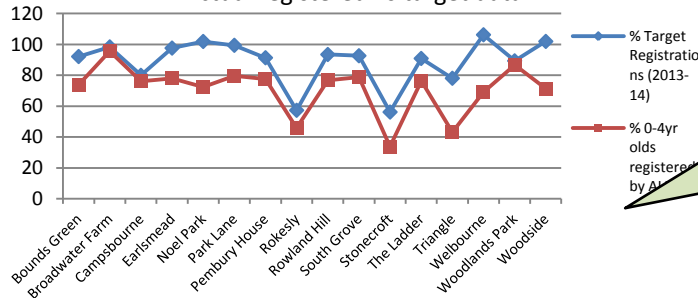
- The number of places provided will be increased by 18% as of Jan 2014
- The number of places are increasing in wards which do not fill the current places that they have available
- 10 places are provided by Hackney providers – yet none are filled
- Securing attendance of 2 year olds is important as research has shown that an earlier start (eg under age 3) is related to better intellectual development

There is little targeted marketing, and a 'one size fits all' approach is too readily taken

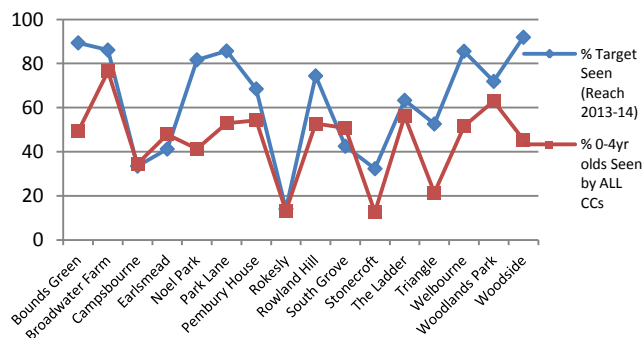
- Parents need to have access to **full information** on childcare – local quality, availability and on the positive benefits that it can bring, to ensure that they are making informed decisions about whether to use it (Childcare matters)
- Getting the **timing** right in providing advice and guidance is important, as is recognising that some parents do not understand the developmental needs of their child
- We need to **give parents more choice**, by i) making it easier for quality childminders to operate and grow; ii) encouraging schools to offer more EY places and iii) encourage take-up by PVI's (More Great Childcare)

We need to raise awareness of the services that children's centres offer so that they can maximise the impact they have

Actual registered vs target data



Actual seen vs target data



Children's centres perform better at registrations than 'seeing' children

- Registered data refers to the number of child registrations, and 'seen' is the number of children that they have engaged with
- The average progress against reach target is 79%, and 75% against seen target
- 3 Children's Centres have seen less than 50% of their target
- There has been a lack of consistent messaging around 'seen' and 'registered'

As highlighted in the Cordis Bright review, the revised inspection framework for children's centres, has significant implications for partnership working, outreach particularly to target families and in ensuring that there is an integrated service offer for all families across the children's centre's reach area. Children's centres have a responsibility to monitor the extent to which target families engage with services on offer, and to promote participation (e.g in early education)

Not all professionals have an up to date understanding of the services that Children's Centres offer, which limits their ability to sign post effectively

- There are very few referrals from Job Centre Plus (links used to be better when Workforce Development Officer was in place)
- Services don't talk to each other very well (Early Help Consultation)
- There is a culture of silo working, and a need for better education on the benefits of working together

We need to target communications regarding universal provision

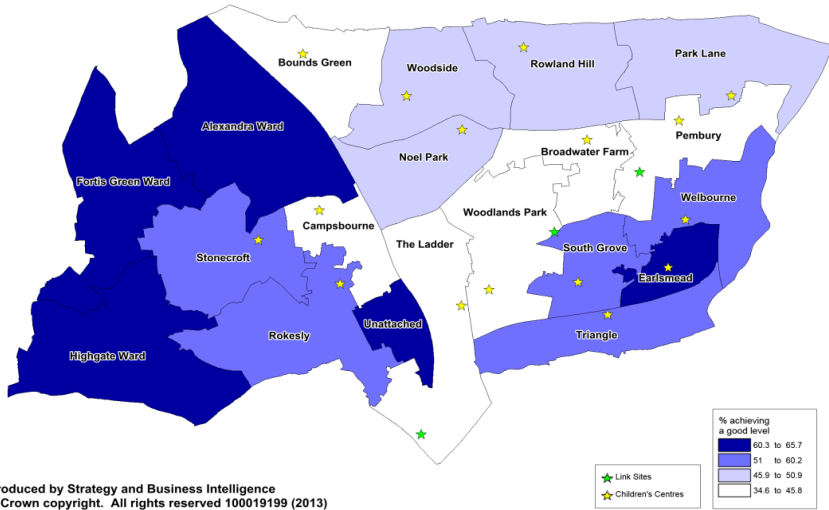
- Capacity issues have been raised as a barrier to achieving better outreach. The Service Area recognise the importance of outreach work and are planning to have a series of road shows to increase the awareness.
- There should be greater emphasis on community involvement as opposed to consultation in service planning and delivery (Select Committee)
- Children's Centres should prioritise high quality outreach and family support to work with the most vulnerable families suffering multiple risk factors (Wave 2)
- The Early Help consultation found that in Haringey there is low service awareness and low confidence/language ability to access services

...and improve access to quality services for those that need it most



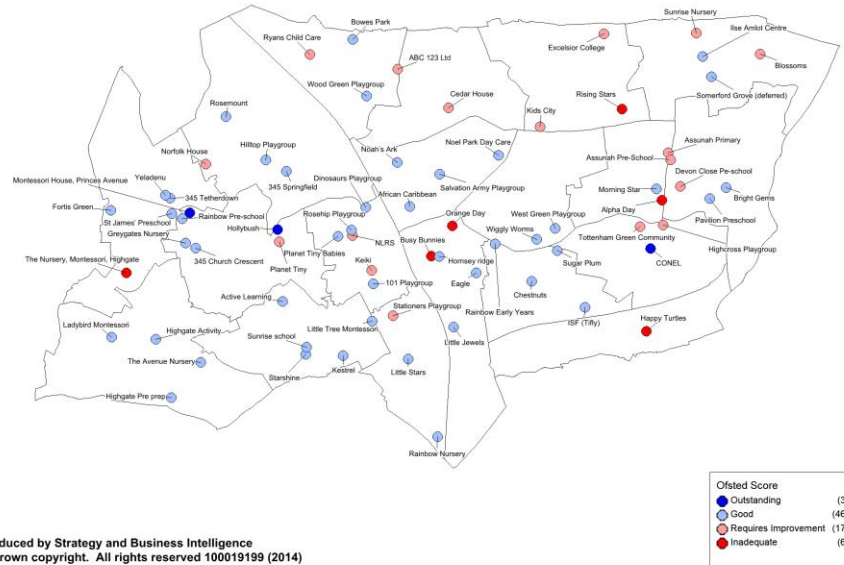
Whilst children's centres appear to be located in the places of greatest need, they need to make a greater impact on the development of children

Percentage of pupils in CC reach areas achieving a good level of development at EYFS (2013)
Haringey Childrens Centre Reach Areas

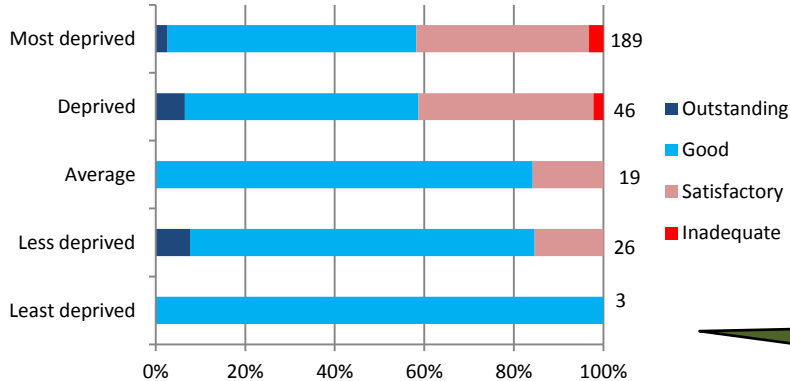


Quality of PVI's is more variable in the East of the Borough, and there is a lack of high quality PVIs in the Tottenham area

Latest Ofsted ratings of Private, Voluntary and Independent childcare providers (November 2013)



Quality of childcare against deprivation area



In higher deprivation areas we have more childcare, and more childcare of a lower quality

3 Access: Areas of focus

Area	Short Term	Medium Term
3a Increase uptake of early education	<ul style="list-style-type: none">• Put in place a new marketing action plan, ensuring material is less generic and the target audience is better understood – also analyse why Haringey children are using Islington services	<ul style="list-style-type: none">• Make strategic and operational link with GPs and focus on improving relationships with private nurseries
3b Raise awareness of services children's centres offer	<ul style="list-style-type: none">• Link services to community centres, leisure centres and libraries• Provide residents with a clear picture as to where the children's centres, nurseries, PVI's are to support a smoother admissions service• Promote efficient and targeted outreach• Run refresher training for social workers so they can signpost to children's centre services on offer and act as advocates for the centres	<ul style="list-style-type: none">• Ensure health and education/development areas of the early years agenda are strategically and operationally integrated
3c Access to quality services	<ul style="list-style-type: none">• Undertake further analysis on geographical data of PVI's to inform quality improvement plans and strategies to grow the market• Undertake a needs analysis to inform a new approach to encouraging access, underpinned by robust management information which details the needs of the Borough, and be supported by integrated working across partners in Haringey.	<ul style="list-style-type: none">• Consider wider roll out of the Early Help pilots (subject to evaluation results)

To support the core framework, delivery partners must **collaborate** effectively to support the child's development and look to **integrate** the delivery of services

Partners must collaborate effectively to support the child to 5 years-old

- **Sharing information** – sharing of key information/data on individual children is currently ad hoc, and there needs to be a clear protocol in place so that services supporting the child in later years are aware much earlier of the need. This will help with planning and support, particularly where targeted support is needed.
- **Co-location of professionals in children's centres** – this remains a challenge for the borough. Midwives operate regularly out of children's centres, but health visiting presence is more sporadic. This is partly due to the resource challenges in health visiting.
- **An integrated approach to supporting all children**– the majority of resource goes into targeted support to children who need it most, and we have made good progress in establishing the right basis for this, e.g. MASH, Family Nurse Partnership, Troubled Families Initiative. Yet we do not have a clear view of all children in the borough because, for example, health visitors do not have the resource to offer a universal 1 and 2 year health check for all children. If rolled out nationally, the new integrated 2/2.5 year check currently being piloted by Islington could be a valuable checkpoint on the journey of a child to age 5.

Brighton and Hove's approach to integrating services

The health visiting service for the city has been seconded into the Council through a Section 75 agreement and work as an integral part of the children's centre service. This model has delivered value for money, transparent and effective use of resources, and safe evidenced based health care delivery.

- Children's centres are managed as a city-wide service, led by three Neighbourhood Sure Start Service Managers, two with health visitor backgrounds and one from social work
- The integrated children's centre teams are led by health visitors, who supervise outreach workers. In addition there are specialist city-wide teams offering specific support – for example, breastfeeding coordinators to encourage initiation and sustain breastfeeding in areas of the city where this is low. Traveller and asylum seeker families are supported by a specialist health visitor and early years visitor post. Teenage parents are supported by named health visitors and early years visitors at each children's centre.
- The impact is evident in improvements in breastfeeding rates, obesity rates and a sharp rise in the percentage of children living in the most disadvantaged areas who achieve a good **EYFS Profile score – from 33% in 2008 to 55% in 2011.**
- In their most recent Ofsted inspection, it was noted that the health-led model plays a fundamental part in streamlining services and integrating provision. Ante-natal and post-natal services are delivered directly from this Centre. As a result, **the Centre reaches 100% of children aged under five years living in the area** and has made an impressive impact on children's welfare and family well-being.

.....and the council must have a **tight grip on the performance** of children's centres and the wider provision to drive up quality and attainment at EYFS

The recent All-Party Parliamentary Group report on children's centres¹ suggests a more holistic role in future, meaning strong performance will become even more important

- **Early intervention** - considering pooled budgets for early childhood health services and children's centres, working together under one roof and promoting early contact for example through registration of births in centres.)
- **Supporting employment** - supporting parents to consider paths back to work in good time before they may be obliged to seek work by benefit conditions (for example when their youngest child is five). This suggests a full partnership with Jobcentre Plus and wider services to build confidence and skills, and support work experience and volunteering
- **Childcare quality** - irrespective of whether they directly provide childcare, centres can promote access to good-quality care and provide outreach and relevant information to parents. There is also a potentially vital role in fostering quality through support to childminders (possibly increasingly significant for early education for disadvantaged two year olds).
- **Evidence-based practice** - the need to evaluate interventions and review success regularly to inform service planning, with children's progress tracked at least until they are in school. This requires effective partnership working and information sharing between local authorities, health services and schools in order to target families for help.

1. Best practice for a sure start: the way forward for children's centres (July 2013)

We need to have a tight grip on the performance of our provision in order to understand whether we can get the best out of the current delivery model, or whether a new approach is required

- **An outcome-focused contract based on risk/reward** – the current targets of registering and seeing children go some way, but we could go further. A contract based on level of assessment at EYFS would focus the provision to perform against outcomes, and attaching payment to these outcomes would provide a strong basis for improvement. Lewisham's approach is comparable here.
- **Management information** – clear reporting cycles that ensure the council can see real-time performance against contractual targets, in the form of a performance scorecard (e.g. slide 8)
- **Contract management** – a strong and active approach to managing contracts with the provision, using penalty clauses where necessary for poor performance

Without a tight grip on current performance, it is difficult to judge whether our current **children centre delivery model** is the right one, but we do know that the model itself is not necessarily linked to high quality provision

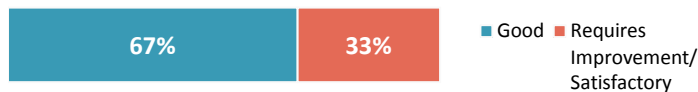
Barnet have a mixed model of in-house and school-attached children's centres

- Barnet undertook a review of their early years provision in 2013. Although their demographic is quite different to Haringey, the Ofsted ratings for their provision are similar to ours – a third of their provision is satisfactory or requires improvement
- They are facing the same performance issues as Haringey, so are actively considering centralising the management of their children centres to tighten the grip on performance, before appraising future delivery options.

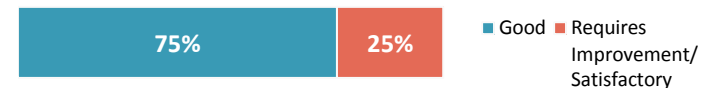
Lewisham have a fully outsourced model, with a mix of providers

- Lewisham have outsourced all of their children centre provision to multiple PVI providers.
- This has enabled them to set a new contractual mechanism including payment by results, allowing for quality to be driven up.
- The performance of their children's centres remains similarly in line with Barnet's in-house model, albeit not all children's centres have been inspected by Ofsted since the new model was introduced

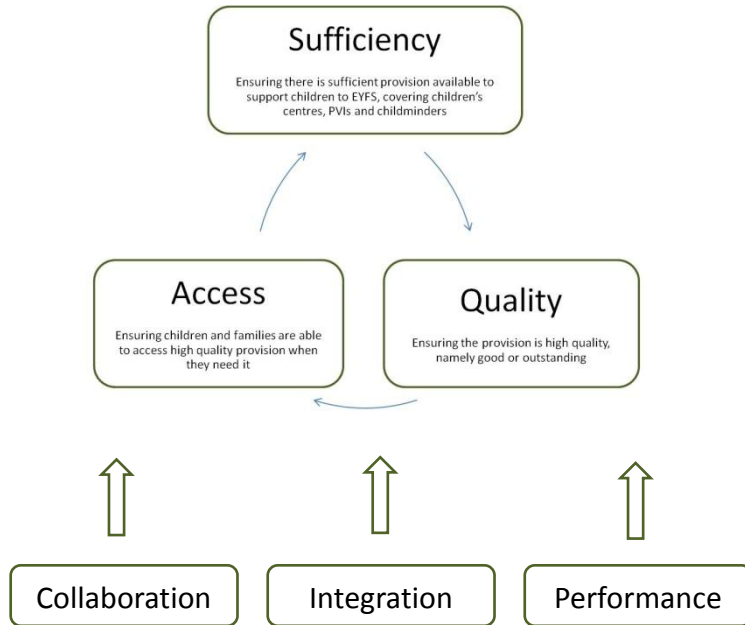
Barnet Children's Centre Ofsted Ratings as at August 2013



Lewisham Children's Centre Ofsted Ratings as at August 2013



So for children to stand the best chance of achieving a good level of development, we must get more from our current delivery model and bring education and development performance in line with healthcare



Age	0	1	2	3	4	5											
Smoking During Pregnancy																	
Low birth weight	N/A																
Infant mortality rate																	
Breastfeeding initiation																	
Breastfeeding at 6-8 weeks																	
Immunisations: 1yr DtaP/pv/Hib																	
Immunisations: 2yrs PCV																	
Immunisations: 2yrs Hib/Menc (booster)																	
Immunisations: 2yrs MMR																	
Take up: % eligible 2 year olds taking up their free place																	
Take up: % 3 and 4 taking up their free place																	
Immunisations: 5yrs DTaP/pv (booster)																	
Immunisations: 5yrs MMR (1st and 2nd dose)																	
% overweight or obese at reception																	
EYFSP: % good level of development																	
EYFSP: % inequality gap in achievement across all ELGs																	
EYFSP: % good level of development by national deprivation status of child residency																	
Key	<ul style="list-style-type: none"> Best 25% LAs SNs Median Worst 25% LAs Haringey 																
Haringey (↑ = 2 year improving trend)	3.9%	7.0%	3.5%	95.3%	75.4%	93.8%	89.0%	92.5%	92.0%	45.0% 402 places filled 66 places available	90%	87.4%	86.8%	24.9%	50.0%	36.6%	47.0%
Statistical Neighbours Average	5.8%	N/A	4.1	89.0%	76.2%	90.6%	85.7%	86.5%	86.4%	N/A	91%	77.5%	80.4%	24.5%	54.8%	33.8%	52.4%
Period	Q4 2012/13	2012	2011	Q3 2012/13	Q3 2012/13	2012/13	2012/13	2012/13	2012/13	Latest as at Dec 2013	2013 (take up as at 31st Dec)	2012/13	2012/13	2011/12	2013	2013	2013
Corporate Plan Target (2013/14)										80% / 705 places (Corporate Plan / DfE expectation)	96% (Corporate Plan / DfE expectation)				TBC (revised indicator)	TBC (revised indicator)	TBC (revised indicator)