



**Haringey** Council

Agenda item:

**Cabinet**

**On 17 JUNE 2008**

Report Title: Children's Centres Phase 3

Forward Plan reference number (if applicable): **[add reference]**

Report of: **The Director of the Children and Young People's Service**

Wards(s) affected: **All**

Report for: **Key Decision**

**1. Purpose**

- 1.1 To approve the initial plans for the development of Haringey's Phase 3 Children Centre programme.

**2. Introduction by Cabinet Member (if necessary)**

- 2.1 I recommend the approach proposed in this report: the commitment to a full children's centre at Highgate Primary School should be met. We should plan our remaining capital investments in children's centre provision in the light of a full review of the impact of our existing centres.

**3. Recommendations**

- 3.1 To agree the development of Highgate Children's Centre as part of the Phase 3 Children's Centre programme.
- 3.2 To agree that a further report, setting out proposals for the development of Haringey's Phase 3 programme, is submitted to Cabinet in December 2008

Report Authorised by:

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#### **4. Chief Financial Officer Comments**

- 4.1 The Chief Financial Officer was consulted in the preparation of this report and comments as follows.
- 4.2 The capital provisions set out in 8.1 are incorporated within the approved Capital Programme.
- 4.3 The revenue implication of Phase 3 will need to be managed within the overall funding for Children's Centres. The formula funding of Children's Centres, introduced in April 2008, will be reviewed during the course of the year and adjusted as necessary for 2009/10 and future years. The review will need to take account of DCSF requirement for a single early year's formula to cover all settings from 2010/2011.

#### **5. Head of Legal Services Comments**

- 5.1 The Head of Legal Services has been consulted on the content of this report, whose recommendations will assist the authority in complying with its duties under the relevant sections of the Children Act 2004 and Childcare Act 2006. These duties include the promotion of co-operation between the authority and relevant partners, persons and other bodies in order to improve the well being and reduce inequalities for children living in the area of the authority and also to provide early childhood services in an integrated manner.

#### **6. Local Government (Access to Information) Act 1985**

- 6.1 n/a

#### **7. Strategic Implications**

- 7.1 The Government's Ten Year Strategy for Childcare sets out a vision for ensuring every child gets the best possible start in life. This is reflected in the Every Child Matters agenda and encapsulated in the Childcare Act 2006. Children's centres have been established as fundamental parts of the provision of integrated early years services and mechanisms through which the outcomes for children under 5 can be improved and gaps in achievement between the lowest achieving children and the rest narrowed.
- 7.2 In the summer of 2007, the Government announced a Phase 3 children's centre development programme from 2008-2010. This is the final phase and is intended to complete the national roll-out of 3,500 children's centres. Phase 3 children's centres are intended to provide improved access to services for families living in

less disadvantaged and more affluent areas. There is however, the expectation that where there may be pockets of disadvantage within more affluent areas, those children and families “*must be able to access the full range of children centres services*” (Sure Start Children’s Centres: Phase 3 Planning & Delivery guidance, DCSF, 2007).

A key feature of Phase 3 is the recognition of cluster or campus models for the delivery of children’s centres services. This provides for a number of centres located within specific areas to work together to provide access to full core children’s centres services. This is seen as an effective way of coordinating and planning the delivery of services, particularly across the more intensive service delivery model of the centres serving more disadvantaged and those expected to deliver less intensive services in more affluent areas. In addition to this, Phase 3 is recognised as an opportunity to build on existing, good quality provision and use resources, such as revenue and capital funding, to improve access for families and achieve the efficient use of resources.

- 7.3 By March 2008, Haringey had achieved designation for ten Phase 1 children’s centres and seven Phase 2 children’s centres. All Phase 1 and 2 centres are relatively new and are still developing as centres, working towards embedding children centres services in the communities they serve. The challenge for Haringey is to establish a picture of the impact of children centres services on outcomes for young children, at such an early stage in their development.

We need to ensure that our children’s centre services are reaching all children under five, particularly those from the most disadvantaged and vulnerable families and communities. In addition to this, we also need to ensure that our centres are financially viable. A funding formula has been developed and implemented for 2008-9 financial year. The formula provides a model for funding the children’s centres and as it is new, will need to be reviewed to assess its effectiveness.

Any roll-out of children’s centres and children’s centre services in Phase 3 will have to be informed by a review of existing Phase 1 and 2 children’s centre provision, assessing the reach of their services across the networks, particularly into the most disadvantaged communities, and identifying gaps in both access and provision.

It is important to note that in this report we do not, on the whole, concern ourselves with childcare provision. When we use the term ‘reach’ we refer to contact to provide the full range of services in the children’s centres ‘core offer’ of health, family support and outreach services (see paragraph 12.3). In particular, the success of children’s centres can perhaps best be measured by the extent to which the most deprived families access such services.

Phase I and II children’s centres are still relatively new, even in Haringey, where our development programme is nationally one of the most advanced. For many centres we have had only have a short time to see how effective the centres are in meeting reach targets; for that reason we propose in this report that much of the

three year programme of phase III capital investment should be held back until such an evaluation can meaningfully be made.

## 8. Financial Implications

### 8.1 Capital Funding

The overall capital funding allocation for development of Phase 3 children's centres from 2008-2010 is £1,241,344. Additionally £308,684 is allocated for the maintenance of existing centres. The funding profile can be adjusted within the three year period, to allow greater investment later in the programme, by agreement with the Sure Start unit. We are confident that such agreement would be given.

A full profile of the proposed Children's Centre Capital expenditure will be tabled with Cabinet in December 2008.

Funding Streams	Capital Funding profile			
	2008/09	2009/10	2010/11	Total
Children Centre Phase 3 Funding	£ 288,685.00	£ 618,610.00	£ 334,049.00	£ 1,241,344.00
Children Centre Maintenance Funding	£ 67,920.00	£ 117,317.00	£ 123,447.00	£ 308,684.00

### 8.2 Revenue Funding

8.2.1 The revenue funding to support Haringey's portfolio of Children's Centres and Children's Centre services is provided through the *Sure Start*, and *Children's Centre* funding streams within the Sure Start, Early Years and Childcare Grant. DCSF have notified the authority of its allocation for the 2008-2011 financial years and is as follows:

Funding Streams	Revenue Funding profile			
	2008/09	2009/10	2010/11	Total
Children's Centre Stream	£ 4,534,989	£ 5,741,233	£ 6,693,144	£ 16,969,366
Sure Start Stream	£ 3,401,879	£ 3,058,589	£ 2,923,740	£ 9,384,208

8.2.2 Revenue funding from dedicated grants to support Highgate Children's Centre has already been identified.

8.2.3 As part of the development of the Phase 3 programme, the revenue position will be reviewed in order to establish the financial viability of Haringey's Children's Centre portfolio and ensure the grant-funded revenue budget is available to support an expansion of Children's Centre and Children's Centre services in Phase 3.

## 9. Legal Implications

9.1 The options set out in this paper, take into account the duties placed on the local Authority in relation to the Children Act (2004) and the Childcare Act (2006), in particular, the Early Years Outcome duty.

## 10. Equalities Implications

10.1 The approach set out in this report, whilst seeking to ensure all children under 5 have access to good quality, early childhood services, places an emphasis on ensuring services reach the most vulnerable and disadvantaged children through the targeting of services and service delivery.

## 11. Consultation

11.1 In carrying out further work to develop Haringey's Phase 3 programme, we have consulted with the DCSF, who are broadly supportive of the approach we have taken.

11.2 We will also consult with a range of stakeholders including; other council services, local haringey schools, voluntary, community and independent sector partners, Haringey TPCT, Job Centre Plus and parents and carers.

## 12. Background

### 12.1 The Current Picture

By autumn 2008, Haringey will have 10 operational Phase 1 centres and 7 operational Phase 2 centres. The phasing of the national children's centres programme sought to establish the provision of children's centre services in the most deprived wards in the first phase, through to the least deprived wards and universally available children's centre services in Phase 3. Phase 1 centres were intended to address the 20% most deprived wards, Phase 2 centres, the 30% most deprived wards and Phase 3 centres are intended to address the remaining 70% least deprived areas.

Highgate Primary School has already been designated by DCSF as a Children's Centre and has a reach target of 575 children under 5. Although Highgate Children's Centre is located in one of Haringey's 70% more advantaged areas, approximately half of the ward falls between 30-40% most deprived levels. The School Governors and management are committed to developing full Children's Centre provision at Highgate. Works to an estimated value of £500k are needed to deliver this.

12.2 With most Phase 1 and 2 centres in Haringey being relatively newly opened, some time is needed to assess the following (12.3 and 12.4).

### 12.3 Reach

Reach is *"the number of children under five years old living within the children's centre area, i.e. those who potentially can access the health, family support and outreach services provided."* (A Sure Start Children's Centres for every community: Phase 2 Planning guidance, DCSF, 2005).

Reach does not mean childcare places and is a target figure that centres and authorities should be seeking to achieve each year.

The expectation from DCSF is that each designated centre is able to reach approximately 800 children under five. The actual reach per centre is determined by their agreed catchment areas, for example, wards.

The profile of Haringey's under 5 populations provides an overall reach target for Haringey of 16,080 children under 5 for the whole borough.

**Table 2:** A breakdown across the networks provides the following picture;

Children's Network Area.	Target population (reach). No. of under 5's ( based on DSCF criteria 2006, child benefit data)	Number of CC's required ( based on DSCF criteria of average 800 children under 5 per centre)	Number of Children's Centres already designated in Haringey.
North	4470	5	5
South	6775	8	8
West	4835	6	4

On analysis of potential reach, there are currently sufficient numbers of centres in the North and South Network areas to provide almost universal access to children's centre services for children and families within those network areas. In the West network, however, the total number of centres designated at the end of Phase 2 leaves a shortfall in reach coverage of 2140 children under 5.

The ten designated phase 1 centres in Haringey are now fully operational and reach data is being collected directly by the centre and through partners working with each centre. The designation of phase 2 centres in March 2008, means that they have either just opened or are expected to open by autumn 2008. We are not expecting to have a full picture of their reach performance until 2009.

2007/8 Reach data (to the end of February 2008) indicated that two centres were achieving their annual reach target, the remaining eight centres had significant progress to make to achieve their annual reach.

**Table 3:** Phase 1 Children's Centres' Overall Reach 1<sup>st</sup> April 2007 – 29 February 2008

	Annual Reach Target (April 07 – March 08) * LBH reach criteria	No. of children reached overall	No. of children reach living in centre area	Proportion of overall reach; children living in centre area	No. of children reached living outside centre area	Proportion of overall reach; children living outside centre area
Stroud Green	870	428	116	27%	312	73%
Rowland Hill	1078	295	150	51%	145	49%
Pembury	1172	738	269	36%	469	64%
Woodlands Park	994	914	355	39%	559	61%
Broadwater Farm	959	736	342	46%	394	54%
Park Lane	1345	465	291	63%	174	37%
Stonecroft	628	369	64	17%	305	83%
Woodside	1017	470	199	42%	271	58%
Noel Park	990	814	267	33%	547	67%
Triangle	1112	575	244	42%	331	58%
<b>CCENTRE TOTAL</b>						
Health Partners	-	990	-	-	-	-
Voluntary Orgs	-	404	-	-	-	-
<b>TOTAL REACH</b>						

\* LBH reach targets are based on the number of lives births recorded by the Office for National Statistics between Jan 2001 and May 2006. This provides a different reach population figure to the DCSF reach criteria based on 2006 child benefit entitlement. We intend

to re-profile Haringey's Children Centre reach targets in line with DCSF for consistency and ease of reporting and DCSF's tracking of Haringey's progress.

Data collected so far suggests;

- Significant numbers of under 5's living in designated centre catchment areas are not being reached. We need to ensure that the majority of children's centre services are accessible to all children and their families, within the catchments of each centre.
- Some ethnic and religious groups may be experiencing barriers to accessing centres service; this we need to understand and address.
- Further progress needs to be made in ensuring services reach the most disadvantaged and vulnerable children, including key groups such as children with disabilities, children from workless households, lone and teenage parents.

#### 12.4 The financial viability of centres

Further work is needed to establish the longer term revenue implications of maintaining the Phase 1 and 2 centres already designated and projections of costs anticipated, particularly in light of any proposed expansion of Haringey's children centre portfolio.

A newly developed funding formula, introduced in April 2008, will be reviewed during this financial year to establish its effectiveness in providing a fair and adequate distribution of funding to maintain each centre.

The on-going maintenance of Children's Centre buildings also needs to be considered and work will be undertaken to build sufficient understanding of the costs of the longer term up-keep of children's centres buildings through a life-cycle costing exercise. A total capital maintenance grant of £308,684 has been provided for the period 2008-2011, to enable the authority to repair and maintain existing centres, ensuring that they remain fit for purpose.

#### Maintenance Capital Projects

Various Minor Projects (> £10k) to Existing Children Centres	£ 5,000.00	£ 30,000.00	£ 70,000.00	£ <b>105,000.00</b>
Various Major Projects (£10k > £100k) to Existing Children Centres	£ 20,000.00	£ 80,000.00	£ 70,000.00	£ <b>170,000.00</b>
Programme Contingency	£ 5,000.00	£ 15,000.00	£ 10,684.00	£ <b>30,684.00</b>



Programme management Costs	£ 1,000.00	£ 1,000.00	£ 1,000.00	£ 3,000.00
<b>TOTAL</b>	£ 31,000.00	£ 126,000.00	£ 151,684.00	£ 308,684.00

### **13 Conclusion**

13.1 It is recommended that the proposal to develop Highgate Children Centre be agreed, as it has designation status and is the most developed proposal for an additional Children's Centre. There is a need to provide improvements to the existing facilities in order to deliver the required full range of services.

13.3 The cost estimate of developing the Highgate Children's Centre site is £500,000. The profile of this expenditure can be broken down as follows.

Proposed Phase 3 Children's Centre Capital Expenditure 2008-2010	Projected Expenditure			
	2008/09	2009/10	2009/10	Total
Highgate Children Centre Development (Highgate Primary CC Ph2 works)	£ 20,000.00	£ 460,000.00	£ 20,000.00	£ 500,000.00

The works are planned for completion by the end of summer 2009.

13.4 The second recommendation is for cabinet to approve the further development of proposals for the Phase 3 children's centre programme, following an analysis of actual reach of existing centres and the revenue implications of the proposed programme. These will be put forward, with recommendations to Cabinet in December 2008.

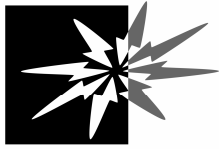
The report in December will include feedback on:

- An analysis of any gaps in access to provision, particularly among the most disadvantaged and vulnerable, following a fuller assessment of Phase 1 and 2 children centre reach performance.
- Proposals for how any barriers for disadvantaged and vulnerable children accessing Children's Centre services could be addressed by Phase 3 capital investment.

- An assessment of the effectiveness of support from children's centres to increase benefit take-up.
- The outcome of a review into the impact of the recently implemented funding formula.
- The projected revenue costs for Haringey's current Children's Centre portfolio to 2010/11.
- The projected revenue costs of proposed additional Phase 3 children's centre developments.

## **14 Use of Appendices / Tables / Photographs**

- 14.1 **Appendix 1:** The current profile of Haringey's designated Phase 1 and 2 centres.



**Haringey** Council

**Appendix 1:** The current profile of Haringey's designated Phase 1 and 2 centres.

PHASE	CHILDREN CENTRE	WARD COVERAGE	NETWORK	NO OF Under 5'S (2006, Child Benefit Data)
PHASE I	ROWLAND HILL	WHITE HART LANE	NORTH	990
	PARK LANE	NORTHUMBELAND PK	NORTH	1120
	NOEL PARK	NOEL PARK	NORTH	770
	WOODSIDE	WOODSIDE	NORTH	875
	TRIANGLE	SEVEN SISTERS	SOUTH	1040
	PEMBURY	TOTTENHAM HALE/BRUCE GROVE	SOUTH	1025
	BROADWATER FARM	BRUCE GROVE/WEST GREEN	SOUTH	780
	WOODLANDS PARK	ST.ANN'S/SEVEN SISTERS	SOUTH	755
	STROUD GREEN STONECROFT	STROUD GREEN MUSWELL HILL	WEST WEST	700 595
PHASE II	BOUNDS GREEN	BOUNDS GREEN	NORTH	715
	SOUTH HARRINGAY	HARRINGAY	SOUTH	815
	SOUTH GROVE	ST.ANN'S/TOTTENHAM GREEN	SOUTH	715
	EARLSMEAD	TOTTENHAM GREEN	SOUTH	355
	WELBOURNE	TOTTENHAM HALE	SOUTH	585
	CAMPSBOURNE	HORNSEY	WEST	825
	HIGHGATE	HIGHGATE	WEST	575