

**Name of meeting:** Cabinet  
**Date:** 17 January 2017  
**Title of report:** Proposal for Early Help Offer for Children, Young People & Families

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| <b>Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?</b> | Yes<br>Significant impact on all wards<br>Will save/spend in excess of £250k                              |
| <b>Key Decision - Is it in the <a href="#">Council's Forward Plan (key decisions and private reports?)</a></b>                                    | Key Decision – Yes<br><br>Private Report/Private Appendix – No  |
| <b>The Decision - Is it eligible for call in by Scrutiny?</b>   | Yes   |
| <b>Date signed off by <u>Director</u> &amp; name</b>  | Richard Parry, Director for Commissioning, Public Health & Adult Social Care<br>9 January 2017            |
| <b>Is it also signed off by the Director of Resources?</b>  | Debbie Hogg, Assistant Director for Finance, Risk & IT, 9 January 2017                                    |
| <b>Is it also signed off by the Assistant Director (Legal, Governance &amp; Monitoring)?</b>  | Julie Muscroft, 9 January 2017  |
| <b>Cabinet member <a href="#">portfolio</a></b>   | Portfolio Holders for Family Support & Child Protection AND Adults, Health and Activity to Improve Health |

**Electoral wards affected:** All

**Ward councillors consulted:** All

**Public or private:** Public

## 1. Purpose of report

- 1.1 The purpose of this report is to seek approval from Cabinet on the proposed future model for early help services, including the proposed closure of designated Children's Centres and Youth Centre buildings. The model will be implemented following a service re-design process that will commence as soon as approval from Cabinet is granted.
- 1.2 Following feedback from the consultation exercise undertaken for 8 weeks from 27 September 2016, this report seeks to summarise what is meant by early help and to set out the contextual position in relation to the current and proposed future Early Help offer delivered by Kirklees Council and aims to describe the offer in its widest sense which includes delivery by partners.

1.3 Feedback from the consultation with members and the Public was broadly supportive of the proposed model – in particular the need to focus council resources on those with most needs. There was a clear message that the reach into communities and the more intensive people based interventions are more important than keeping council buildings. This has been fundamental to the recommendation set out below

1.4 The report makes two recommendations for the Council's Cabinet to consider.

## **2. Summary**

2.1 A report was considered by Cabinet in September 2016 which set out the background to the service area, the need to make change to the provision of services to provide a more effective service within the budget restraints and set out the need to consult in order to make changes to this important service area. It set out the consultation proposals and agreed that the process should commence. This report sets out the outcome of the consultation and makes proposals about how the Council should proceed.

2.2 In line with the ambitions of the council to focus direct delivery on those activities for which it has statutory duties, whilst supporting and enabling individuals and communities to do more for themselves, and in order to achieve the agreed budget savings in the MTFP, the new proposed delivery model following consultation emphasises the council's role in building capacity in communities and through partners such as schools and Health. It will mean that Early Help will be delivered through area based working and in partnership with a wide range of other agencies. The ambition is for a fully integrated approach, and the proposals set out in this report represent the second stage in achieving this following an eight week statutory public consultation process.

2.3 There are currently 25 individual children centre buildings (although other community venues are also utilised), delivered through a lead and associate model, resulting in 15 groupings, each with an Advisory Board which oversee the governance of the Children Centre offer across each grouping. The Children's Centre core offer in the Dewsbury East and Dewsbury West groupings is commissioned through Action for Children. The youth service operates from four Youth Hubs and also uses three Mobile units to be able to target specific "hot spot" areas. Provision of Youth Activities is delivered from a further 25 locations across Kirklees (this includes utilising non-Council buildings)

2.4 In July 2016 public and staff engagement was conducted on the high level principles of the Early Help offer including the proposals for Early Help areas. Following this an 8 week consultation was undertaken that aimed to capture feedback on the detail of the Early Help offer including the proposals for buildings and changes to the offer such as ceasing of direct delivery of open access (universal) services and targeting resources to those most in need of support.

2.5 The methodology and findings from the public and partner consultation period are summarised and the responses to these are set out within the report.

2.6 Relevant Equalities Impact assessments have been undertaken (see section 4 and [Appendix 1a, b & c](#)), and the legal and financial implications are included in the report. It should be noted that there are other reports relating to the Voluntary and Community Sector and wider issues impacting this area which will be considered by Cabinet in due course.

## Summary of recommendations

- 2.7 Having considered the contents of this report and the [attached appendices](#), Cabinet is asked to consider the following recommendations:

Agree the proposal to remodel the Early Help offer for families with children aged 0–19 years (up to 25 for young adults with learning difficulties and/or disabilities) as set out in the report and summarised below, having regard to the necessary Equality Impact Assessments and human resource implications and particularly the restructuring and reduction of the current workforce.

The Council intends to offer a **core offer** of Early Help services to those children, young people and families who need support from both the Community Plus and Targeted Offers which includes:

**Community Plus Offer** – Building community capacity to support children, young people and families. Step down from Level 2 to Level 1 of the CoNR (community plus to community)

**Community Plus Offer – Support for Self-financing models of delivery** – for example Duke of Edinburgh Award Scheme/Adventurous Activity

**Targeted Offer** - Intensive support programmes (one to one keyworker intervention)

**Targeted Offer** – Consultation, coaching and co-working (casework consultants)

**Targeted Offer** – Parenting programmes

**Targeted Offer** – Group Work for Vulnerable Groups

## Information to support recommendations

- 2.8 The initial delivery model described in the consultation comprised:

- 3 Tiers/levels of support
- 4 Local areas and central hub sites
- 4 Children's centres
- Delivery sites

- 2.9 Following the outcome of the consultation:

We are still proposing

- 3 Tiers of support
- 4 Local areas
- 4 Children's centres

- 2.10 Changes to the Delivery Model:

Instead of keeping 17 delivery sites owned by the council, we proposed to move towards a position of the council owning and running fewer buildings and operating from more buildings that are not owned by the council.

The proposals therefore will allow the council, where it best meets the needs of communities to disinvest in the delivery sites.

These changes do not change the level of investment the council will make in the Early Help.

## 2.11 Why have we made this change?

- People told us the services and support are more important than buildings.
- People told us that having something close enough to home was important. The geographical nature of Kirklees means this would be impossible to achieve for everyone.
- It's apparent that there are a large number of community buildings that are available and appropriate for the council's services to be run in and from, and there is a desire to respond to the wishes of many who took part in the consultation to have things "accessible" close to home.
- The changes allow the council to be much more flexible about how it responds to the needs of children and families in local communities and makes best use of council resources.

## 2.12 Buildings in the new model

The Council consulted on an option to include 17 delivery sites 4 Childrens Centres and 4 central hub sites as part of a locality based model.

Feedback from members and the public was broadly supportive of the proposed model – in particular the need to focus council resources on those with most needs. There was a clear message that the reach into communities and the more intensive people based early interventions are more important than keeping council buildings

There was some debate with members and some comment from the public about whether the delivery sites were in the right buildings in the right place. There was concern that the buildings would be too far from some communities. It is apparent that with this number of buildings in a large area this will always be the case.

There was also feedback about the wide range of community buildings the council does not own – including schools where support is already offered and where there is a keenness to support early help models. Increased use of and support for these community buildings would make them more sustainable going forward and would increase the flexibility of the new model.

The logical conclusion is to recommend utilising the assets that sit within communities rather than keeping council buildings

This includes Health buildings, libraries, community buildings and partnerships with schools

## 2.13 To effectively support the emerging Early Help area model it is proposed that delivery of the Council's targeted offer moves towards a model that increases the use of space in community buildings as opposed to having a fixed portfolio of assets.

## 2.14 This would mean that in the new model current Children Centres and Youth Centres are redefined as either:

**Central 'hub' site** – This will be the main access point for local people requiring support in an Early Help area or for anyone wanting to find out information on a range of early intervention services locally.

**Designated Children Centre building** - This will be the only Children Centre registered with a unique reference number in accordance with Ofsted/DFE regulations.

**Transitional delivery site** - These are Council buildings used as part of the delivery of the Early Help offer. Delivery will also take place from other community venues (not specified here), a mobile option will also be utilised in some areas (specified below).

**Buildings for alternative use** - 5 of these buildings have been identified as being needed or are of interest to support additional school places in priority areas.

- 2.15 The proposal would be to include **four** central 'hub' sites and **four** designated Children's Centres across the four Early Help areas.

This will be a phased approach over the next 12 months to ensure that Council delivery beyond April 2018 will either be through rented community space or utilising the former children centre spaces via a range of agreements with school hubs or community groups. It is recognised that a small portfolio of council buildings will continue to be used in the short term to support the transition to the new model.

This phased approach will make use of the 17 delivery sites that were part of the consultation on the journey to the more flexible community model.

The council will work with interested partners and community groups over the next 12 months to negotiate and agree the future use of surplus buildings that ensure maximum usage and also that there is sufficient space available for the delivery of a wide range of services/activities in communities that deliver EIP outcomes.

### **3. Information required to take a decision – The Early Help Offer**

#### **3.1 Vision for children, young people and families**

The vision is to work across Kirklees with partners and communities to support people and families to plan ahead, stay well and get support when they need it. Working together to keep people safe and help people in the most appropriate way with the resources we have available.

The two key aims of Early Help are to:

- Safely prevent family breakdown
- Maximise the independence of children, young people and adults

#### **3.2 Aims & objectives**

Early Help activities will promote better outcomes for children, young people, and their families by providing quick access to effective interventions from people with the right skills at the right time, before problems escalate, using the combined expertise of participating agencies.

- Better targeting of the most vulnerable families to meet their needs and address growing inequalities across Kirklees
- Delivering support to children, young people and their families across Kirklees in a creative, innovative, flexible way to those who need it most
- Save money and prevent duplication
- Address the quality improvement necessary to address OFSTED's priorities relating to health and protection

### 3.3 Priorities

To deliver these outcomes, we aim to have 3 key clear priorities that underpin decisions and delivery in relation to the proposed Early Help offer:

- Priority 1: Reduce the demand on acute and specialist (Complex Level) services and delivery of early help within reduced resources;
- Priority 2: Improve our ability to identify problems early, leading to improved targeting and better use of resources;
- Priority 3: Improve support through better integration with key agencies so that help is offered earlier, gaps and duplication are eradicated and opportunities to intervene early are maximised

### 3.4 Outcomes

Under the wider transformation of the council's offer the proposed new model will establish area based support, targeting resources effectively to deliver an agreed set of outcomes. These are known as the overarching Early Intervention and Prevention (EIP) outcomes but will be the basis for measuring the Early Help offer. They are:

- People find it easy to get the right kind of support information and advice when they need it
- Disabled people have the opportunity to live their life the way they want to
- Families have stable and strong relationships.
- People are working or have made progress towards finding meaningful employment, maintain a family and social life, contribute to their community
- People and communities are able to take control over their lives and be as independent and resilient as possible
- Carers are able to balance their caring role and maintain desired quality of life
- Children remain safely living with their family until they make a positive transition to adulthood
- People are financially resilient

### 3.5 In addition the following outcomes will be the focus of the children and families work linked to the Stronger Families programme:

- Children remain safely living with their family
- Family members are not involved in crime or anti-social behaviour
- Children & young people have access to and attend suitable full time education
- Family is free from domestic abuse or the abuse has significantly reduced in severity and frequency
- All family members have considered their health needs and taken steps to access the help they need
- Children, young people and adults and their carers find it easy to get the right kind of help when they need it
- Adults and young people in the family are working or have made progress towards finding work

### 3.6 The context for public services is changing. Both national and local policy is leading us towards an integrated public sector workforce. In particular in relation to health, social care and education through the 2012 Health and Social Care Act and the 2014 Children and Families Act. Integrated services will allow us to work with individuals holistically, within the context of their families and communities, at the same time enabling us to make efficiencies by reducing duplication.

- 3.7 The new Children's Service Ofsted Framework (2013) required a greater focus on outcomes and the needs of children and young people throughout their childhood journey. The framework explicitly focuses on measures around the impact of early help given, interests and voice of the child and inter-agency working. It recognises Children's Centres as a concept rather than a physical entity and acknowledges that different delivery models are used in different Local Authorities.
- 3.8 The recent OFSTED report into Children's Services found 'Health and Protection' to be inadequate and highlighted that opportunities had been missed to work appropriately with children at an earlier stage. The recommendations being made in this report are consistent with the service changes intended to address that finding.
- 3.9 Our proposed new model for Early Help will not be constrained by buildings and will aim to be much more responsive to need by being more flexible by utilising spaces within local areas that may not necessarily be a children or youth centre or even a Council owned building. The recent Ofsted report indicated a need to intervene earlier in families where issues are starting to emerge.
- 3.10 Many Local authorities have already moved to a model of integrated early help hubs or 'family hubs'. In October 2016 the Children's Commissioner published a discussion paper highlighting how 'family hubs' may have the potential to co-ordinate and support children in need. Initially proposed by the Centre for Social Justice in 2014, family hubs are described as *"local nerve centres, co-ordinating all family related support, including universal services and specialist help...meeting parents' most pressing needs"*. In July 2016 the all Parliamentary Group for Children Centres reported that the future of Children Centres lies in the reassignment of funding and redevelopment of services into the family hub model.
- 3.11 By building on the existing infrastructure of Children Centres and extending their offer to include support for parents, couples and children of all ages, family/early help hubs deliver holistic, early intervention services for the whole community. The Children's Commissioner believes that the introduction of family hubs is the clear next step to co-ordinate existing services and support thereby creating better information sharing networks, ensuring that children and families no longer go missing between services and making effective use of funds.
- 3.12 The reduction in resources available for local government means we must ensure we get better value for money, demonstrating better outcomes for children, young people and families and that services can evidence the impact they make.
- 3.13 Integrated working  
The ambition for the Early Help areas is to bring together multi-disciplinary teams that will provide a range of early help intervention services for children and young people, pre-birth to 19 (25 years for disabled children) and their families. It is envisaged that the Council will work with partners and other VCSE organisations to look at service delivery from a range of sites within a local area. This will include options of utilising the new central 'hub' sites, the 4 designated children centres, the transitional delivery sites and other spaces and community buildings in a local area. This could be space currently being occupied or used by other agencies that have further capacity as well as looking at alternative space that can be utilised for delivery of services that makes better use of resources and make more sense for families in terms of location, access and offer.

Integrated teams are effective when partners are able to contribute fully to area based working arrangements to enable collaboration, be co-located and draw on shared plans with other area based services e.g. Healthy Child Programme, VCS and Schools.

It is the council's intention of the proposal for the Early Help areas to be linked with partner organisations in order to provide a whole family approach, commissioning a range of services locally. The Councils would need to have detailed conversations with potential providers that could be either co-located and/or deliver services from the central 'hub' sites and the community buildings across all 4 areas. It is planned that discussions would take place with health care providers, schools and VCSE organisations delivering a range of support to children, young people and families. It is expected that some services would be co-located and others would form a wider 'virtual' team, meaning that practitioners would be dispersed geographically to work across an area but would share the same assessment and case allocation processes.

The Council will need to work with partners to further define the detail of which services and teams that will contribute to the Early Help areas. From April 2017 the Early Help areas would initially consist of Council staff and work will be underway to move towards the integrated working ambition as set out within the Council's implementation plan.

An example of this is development work is taking place around the One Public Estate Programme which seeks to utilise Batley Town Hall. The Council has been successful in a joint bid with the West Yorkshire Combined Authority in securing £330k across the region. Kirklees has been awarded £75K to deliver more integrated and customer focused services and encourage publically funded services to co-locate and demonstrate service efficiencies. It also seeks to reduce running costs.

### 3.14 Design principles

Design Principles for the new Early Help model include:

- Getting in early to tackle problems before they escalate
- Using an asset based approach – building on the strengths of children and families
- Support for children and families where they want it, when they need it.
- Supporting inclusion and self-help – support access so more people can do more for themselves
- Effective collaboration between sectors and services
- Social Action as a model to help people help each other
- Community capacity building - using the skills, resources and assets of communities and individuals
- Increasing the options to signpost people to partner services for support
- A delivery model that is flexible and able to respond to need and less reliant on building assets
- A culture of continuous improvement to maintain effective services that work well
- Single Early Help approach to families utilising one key worker

### 3.15 Proposed four Early Help areas

The new Integrated Early Help offer is based on the creation of four Early Help areas:

- Batley & Spen
- Dewsbury & Mirfield
- Huddersfield
- Kirklees Rural



This would support:

- Better integrated delivery model
- Improve planning and understanding of local needs and local intelligence leading to more efficient use of reducing resources
- Improved targeting of resources to those families that need them the most
- Understanding and co-ordinating the whole local 'Early Help' resource.

### 3.16 Performance measures and benefit realisation

The Early Help Model is based on the success and evidence of the Kirklees Troubled Families programme, known locally as 'Stronger Families'. As well as intervening directly with families the Early Help offer will (if agreed) track and report on outcomes to evidence impact. Data that is gathered as part of each local Early Help Area will need to be appropriately analysed so that it becomes meaningful intelligence that can support local integrated planning and gap analysis.

Making use of intelligence at this local level supports the Council's wider intelligence vision; to use it to inform decision making, commissioning and service delivery in Kirklees to improve outcomes for local people and make best use of all public sector and other resources'.

The Early Help offer would build on the Stronger Families Outcome Plan where each outcome will have identified Key Performance Indicators (KPI's) along with the source of where the data/evidence can be found (this could be both qualitative and quantitative). Regular monitoring of the KPI's will be required and a frequent 'dashboard' would be produced in order to monitor and report on performance.

### 3.17 Proposed governance arrangements for the Early Help areas

Local leadership is critical to the success of this new model in terms of providing a whole system leadership approach that can harness the local resources and expertise of partners (including schools), agencies and the community as well as the Council. As with current arrangements of current Children's Centre Advisory Boards, the new Early Help areas will have similar governance arrangements, made up of partnership membership to form a board (Early Help Area Partnership Boards) that will have responsibility and accountability of overseeing local strategic planning around needs and co-ordination of resources to ensure outcomes are met to best effect.

The proposals for the governance arrangements of Early Help areas will support the Councils Duty Under 'Working Together to Safeguard Children' where section 10 of the Children Act 2004 requires each local authority to make arrangements to promote cooperation between the authority, each of the authority's relevant partners and such other persons or bodies working with children in the local authority's area as the authority considers appropriate. The arrangements are to be made with a view to improving the well-being of all children in the authority's area, which includes protection from harm and neglect.

The Early Help areas in the new model would work with partners to identify and assess the needs of children, young people and adults in the area; particularly the needs of the most disadvantaged and vulnerable.

It will require:

- Effective information-sharing and collaboration with local partners.

- Analysis of what services already exist locally and which additional services are needed to improve outcomes for all parts of the local community but particularly for those with the greatest needs
- Identification of and assessment of needs of individual families at greatest risk of poor outcomes
- To agree priorities for services and facilities with local partners and how these can be most effectively and efficiently delivered

The role and responsibilities of the four newly established Early Help Area Partnership Boards would include:

- Ensuring strategic alignment with Council and partner priorities
- Overseeing delivery of EIP outcomes
- Overseeing quality assurance
- Meeting Ofsted requirement of the area designated children centre
- Overseeing safe practice and delivery of interventions and support
- Supporting the use of data and intelligence to ensure local need is adequately met
- Enabling local stakeholders -including parents and families and service providers - to play an active role in service planning and review, policy development and local programming
- Bringing together partners and stakeholders to promote joint planning, working and collaboration
- Meeting the statutory requirements for Children's Centre Advisory Board
- Ensuring that the voice of service users is heard
- Contributing community knowledge and expertise to identifying local needs to support a range of service delivery plans.
- Agreeing the objectives for local Early Help service delivery plan
- Support the evaluation and review of services and activities, including programmes and quarterly and annual performance monitoring
- Manage any discretionary funding made available to the Board

Membership would be made up of (but not limited to) District committee rep (elected member), School as community hub reps (one for each school hub within early help area), Public Health, Locala, Early Help Service Manager, VCSE rep, Young person rep. Each area will define the local membership as required but the Board will agree to operate the Partnership board according to a Council led 'Statement of Purpose'.

### **The three levels of Early Help offer**

#### **3.18 Summary of the Community Plus offer**

The Communities Plus level describes the ways that, in future, we would look to work with all relevant partners and agencies, in public, third and private sectors to direct the totality of our resources (paid, unpaid and in kind) to ensuring that we are preventing negative outcomes for target groups, and putting in place effective low level interventions and community based support – so that people can help themselves, people can help each other and all of our resources are deployed wisely into the activities and initiatives that deliver positive outcomes.

The Communities Plus level would aim to join up this provision for adults as well as children and families.

The offer can be described in 3 parts:

### **Working with Individuals**

- Encouraging self-agency, self-sufficiency – enabling people to get the right information, tools and support to deal with their own needs and ambitions – online and offline
- Providing assistive support, where needed, to facilitate those with additional needs accessing information and tools for self-support – online and offline
- Peer-led/volunteer-assisted Personal Support Planning for people with low needs e.g. Coaching/motivational interviewing individuals to identify and act on the changes they want to make – online and offline
- Short term or low level need programmes of activity, targeted to our key outcomes; likely to be around tackling stressors/factors that increase likelihood of higher cost interventions: Poverty – e.g. money matters courses for personal budget planning for low incomes; Isolation – e.g. social prescribing activities; Ill-Health – e.g. healthy eating/cook –share-grow initiatives; Exhibiting behaviours - e.g. youth diversionary activities, emotional first aid

### **Working with Groups**

- Encouraging and supporting groups and organisations to provide preventative activities and assist in reaching out and directing people to assistance that will enable them to maintain their own independence
- Encouraging and providing the support to groups and organisations to deliver peer support to individuals
- Encouraging and providing the support to groups and organisations to support each other and share resources and their learning
- Supporting organisations to be sustainable, deliver effective activities and reach as many beneficiaries as effectively as possible

### **Working with the wider Social Sector**

- Encouraging collaboration, shared resourcing between larger organisations, and supporting smaller groups;
- Investing in key strategic infrastructure to support an effective, economically resilient third sector – capable of delivering on Early Intervention and Prevention outcomes:
  - Business Connection – capacity to link the Business Sector and Thirds Sectors to get more benefit from corporate social responsibility
  - Consortia and Network Capacity – capacity to bring organisations together to make bigger and better bids for external funds, or to work more effectively and productively with limited cash
  - Independent Volunteer Brokerage – supporting and channelling volunteers into opportunities that have an impact on key outcomes, or supporting those furthest from work to develop skills through volunteering

It is intended that the community plus offer will respond to support the communities escalating needs and more complex issues ensuring support is offered in a way that reduces with the need to request support from the targeted or complex offers.

## **Workforce that will deliver the Communities plus Offer**

It is proposed that each of the four Early Help areas will have a workforce with a complementary mix of skills. To achieve the EIP outcomes required at Communities Plus level, we need a workforce that:

- advocates for and skilled in asset based approaches – focussed on mobilising on the skills and assets of individuals and communities – not their deficits, and building their personal resilience
- have the ability motivate, mobilise, organise and co-ordinate efforts across the community, volunteers and diverse stakeholders, at grass roots and organisational levels
- have high energy, strong interpersonal and problem-solving skills
- are empathic and able to relate to individuals, groups and organisations in a variety of different circumstances
- are analytical in approaching evaluation and delivery of practice
- committed to evidence-based community development methodologies
- are knowledgeable and understanding of the issues affecting the lives of the target populations and the services that impact on them
- are creative, flexible and supportive to volunteers, groups and individuals

3.19 The Community Plus offer, Targeted and Complex support will be integrated with people accessing support across all three levels appropriate to need.

### **3.20 Summary of the Targeted offer**

The Targeted offer will focus on families with multiple vulnerabilities identified within the Stronger Families cohort. Using the Continuum of Need and Response Framework (see [Appendix 2](#)); these children and young people's needs will normally be assessed at the top of level 2.

The Stronger Families approach depends on breaking down professional barriers and achieving changes in partner organisations' culture so that all practitioners see their clients in the context of their whole family and are willing to work collaboratively with other service providers to help ensure better outcomes for all family members.

The Council proposes to invest in a workforce in the targeted offer that will be using evidence-based approaches to deliver targeted, family-centred support. This means using professional assessments in order to decide which intervention will work best for the families, and ensures families receive the support they need to make a difference to their lives and prevent them needing higher level more costly services.

The support offered at the Targeted level will be through one to one Key Worker Intervention. This is in line with the National evidence base relating to working with families with complex, multiple needs.

The evidence based approach has identified 5 family intervention factors which lead to positive outcomes which are:

- Dedicated workers, dedicated to families
- Practical 'hands on' support
- A persistent, assertive and challenging approach
- Considering the family as a whole
- A common purpose and agreed action

The keyworker workforce will deliver this evidence based approach that will focus on meeting the EIP outcomes in the new model. These interventions will be drawn from a menu of support activity within the Early Help areas, designed and tailored to meet specific needs.

### **Workforce that will deliver the Targeted Offer**

It is proposed that, if agreed, each of the four Early Help areas will have a workforce with a complementary mix of skills. To achieve the EIP outcomes required, we need a workforce that:

- Understands complex and multiple needs and their impact.
- Is able to use persistent and proactive methods to engage with families who have complex and multiple needs.
- Understands a whole family approach to developing resilience, self-reliance and independent action.
- Is able to work with families in a multi-agency context to develop and implement collective agreements.
- Is able to facilitate change with families who have complex and multiple needs within agreed timescales.
- Is able to enable families with complex and multiple needs to take responsibility in managing and prioritising appointments.
- Knows how to work collaboratively with other agencies in engaging and supporting families when working with families with multiple and complex needs.
- Is able to reflect on own practice in use of persistent and proactive intervention methods when working with families.
- Is able to support families to address their anti-social behaviour and enable them to increase their positive behaviours.

We will offer the following intensive training and development to those staff who need it as part of the new Early Help service induction to ensure that there are constant and affective approaches to working with targeted families.

We understand that to support the model moving forward cultural change will be needed – building relationships rather than referrals and more collaboration across the system.

- Introduction to Stronger Families
- Motivational Interviewing
- Think Family Stronger Families approach or equivalent
- Developing Resilience
- Restorative Practice
- Safeguarding Skills
- Working Together
- Safeguarding Skills/Assessments Skills
- CSE Online

Other Training will be offered as required:

- Working with Parents Level 4 or equivalent
- Hidden Sentence Training
- Youth Mental Health First Aid

### **3.21 Summary of the Complex offer**

The complex level of support is for those children, young people, adults and families, who by virtue of their health, disability, behaviour or family environment, require specialist or statutory assessment and/or intervention, such as those requiring safeguarding, being looked after, support for children and adults with complex disabilities. Using the Continuum of Need and Response Framework ([see appendix 2](#)) these children and young people's needs will be assessed at levels 3 and 4. A small number of these may require highly specialist services or intensive input from a number of agencies for a long period, or even specialist placement or secure provision.

The Early Help workforce within the Early Help areas will develop effective links with specialist (Complex) services for families in order to provide seamless support to families where their needs escalate and require statutory interventions and to support families when their needs deescalate and can be met at either the targeted or community plus levels.

In order to manage and reduce demand on the social care system the Early Help model is built on workers at all 3 levels of the offer working with families to build their resilience in order to manage down the need for high cost interventions where appropriate. This means that workers in the complex offer will work to reduce demand on complex services and for families and where appropriate take up support from the targeted offer and in turn those working in the targeted offer will work to support families to access more support, where appropriate from activities and groups in the community plus offer.

Our aim is to support families facing challenges in order to try and help them avoid getting into a crisis situation. We will provide specialist and statutory assessments and interventions at the right time and ensure that all teams involved are working together for the good of the family. We will always try to help families stay together, but ultimately our priority has to be the safety and well-being of children and young people. As a result, despite the amount of support we provide, some families will still require interventions such as Child Protection Plans to ensure the safety of the most vulnerable in our communities.

### **Contributing Programmes**

The Early Help Model has two key contributing programmes of work which together to form part of the Kirklees Early Help offer.

### **3.22 Kirklees Integrated Healthy Child Programme**

The Kirklees Integrated Healthy Child Programme (KIHCP). The very aim of this programme is "to act as a catalyst for change to the commissioning and provision of child and family-centred services, in order to deliver improved outcomes for children, young people, their families and their communities".

Commissioners intend to use the KIHCP as the driver for the integration of a range of systems, interventions and services, building on the current relationships between these, in order to improve outcomes for children, young people, their families and communities, with a particular focus on mental and emotional health and wellbeing.

This aim covers the whole range of services and interventions for children and young people's health and wellbeing, from health improvement and prevention work (for example, Health Visiting Services and School Nursing Services), to support and interventions for children and young people who have existing or emerging health problems (for example, Child and Adolescent Mental Health Services).

There will be a particular emphasis on improving mental and emotional health and wellbeing and a focus on the impact on health and wellbeing of transitions between a child's stages of development.

KIHCP Commissioners expect KIHCP delivery staff to work closely with Early Help colleagues, working flexibly from shared spaces, including the broad range of council buildings as well as Health Centres, GP surgeries and community owned buildings, where appropriate and according to the needs and preferences of children, young people and families.

The Council's staff resource within the Early Help offer aims to work together with practitioners from the KIHCP to ensure that children's, young people's and family's needs are identified early and they get the right support, at the right time, reducing demand for social care services. The Early Help offer will incorporate and champion the KIHCP's 'way of doing things' and together the KIHCP and the Early Help practitioners will ensure they work to identify the needs of children and young people early.

### **3.23 Schools as Community Hubs Programme**

The schools as community hubs programme is a school led/council facilitated programme based on collaborative partnership approaches. There is an ambition for all schools to be part of a community hub by September 2017.

Along with the Healthy Child Programme, School Community Hubs are integral to the councils approach to early intervention and prevention.

School community hubs are geographically based clusters of schools and their partners (e.g. adult learning, housing, public health, faith groups, the voluntary and community sector and private business).

The recent Early Help consultation and ongoing dialogue with school leaders have revealed emerging and significant opportunities for schools and their partners to deliver a broad range of EIP activity which support children, families and their communities. This approach aligns with the council's vision for communities to do more for themselves.

They have a stated ambition to work together to transform the current community offer to children and families so that it:

- Better meets the needs of children, families and communities;
- Prevents escalation of problems;
- Reduces demand for more specialist or statutory services at a later date;
- Builds resilience and independence
- Supports health and wellbeing.

However, without access to suitable accessible space from which to deliver, there is a significant risk that this offer to secure no cost/low cost support for children, families and communities will be lost. The success of school community hubs relies on the council's support and assistance in helping to secure suitable space for service delivery.

School community hub leaders are demonstrating growing confidence, willingness and capacity to co-ordinate, facilitate and lead the delivery of a vibrant community offer. They and their partners are reconfiguring their own significant resources to deliver on their ambition. The proposal for children's centre buildings supports the delivery of the broad rich community offer and facilitating the discussions as to how this can be supported through the use of surplus buildings.

### **How the council intends to fulfil statutory duties**

#### **3.24 Children Centres**

All Local Authorities have a legal duty to provide sufficient access to services for families with children under the age of 5 years.

A Children's Centre core purpose is summarised as follows:

- To assess need across the local community
- To provide access to universal early years services in the local area including high quality and affordable early years education and childcare
- To provide targeted evidence based early interventions for families in greatest need, in the context of integrated services
- To act as a hub for the local community, building social capital and cohesion.
- To share expertise with other early year's settings to improve quality

Principles underpinning the core purpose are:

- Respecting and engaging parents
- Working in partnership across professional/agency boundaries

Statutory definition of a children's centre:

A Sure Start children's centre is defined in the Act as a place or a group of places; which is managed by or on behalf of, or under arrangements with, the local authority with a view to securing that early childhood services in the local authority's area are made available in an integrated way; through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere); at which activities for young children are provided.

See [Appendix 3](#) for the core purpose of Children Centres

The current Children Centre Ofsted Framework is being revised, however the current version the following areas are inspected on:

- Access to services by young children and their families
- The quality and impact of practice and services
- The effectiveness of leadership, governance and management

To meet our statutory requirements the service needs to ensure they have clear structure of governance that provides appropriate challenge to ensure effective service delivery is being provided across all area hubs. This will be met through establishing Early Help Area Partnership Boards in each area. Leadership and management will ensure that all staff are sufficiently trained and that there are robust safeguarding policies and procedures in place, in line with Kirklees Safeguarding Board.



To meet the statutory guidance on Children Centres there needs to be access to universal provision, adult education and early childhood services including health and parenting support.

Partnership working will be key to the effective delivery of the Early Help offer. This approach is not the responsibility of one single agency, but a whole family approach owned by all stakeholders working with children, ensuring professionals offering Early Help are supported to provide the right services to families at the right time. We propose that the universal offer and adult education be delivered in partnership with other agencies such as health and education and community groups.

The offer will have robust intelligence and performance management process, to co-ordinate data and local knowledge across each Early Help Area, set priorities, focus resources such as community, for example community plus resources. Data will be monitored and services evaluated for impact. Effective challenge and monitoring will be given through leadership and governance.

The key measures in the Children's Centres offer are the collation of registration and reach data. Registration data is collected to capture family's details, and then used to identify target and vulnerable groups. Reach data captures how many children and adults access services; this is evidence to support the impact for target and vulnerable families. There is a current Ofsted requirement to attain a reach figure of 80% and registration and 65% reach to achieve a Good judgement.

To ensure we continue to identify and work with the target groups and individual families most in need of intervention and support, agreements must be in place with all services to share information, for example; live birth data and data on families with children under five who have recently moved into the area. Leadership and governance must ensure there is effective accountability to capture and share this data, as ensuring registration and reach information is regularly shared is imperative to meeting Ofsted requirements.

The developing schools as community hubs work are exploring ways of supporting families under two years, including private sector school nurseries and childminders, to work more effectively to coordinate the school readiness aspect.

### **3.25 Proposed four designated children centres and rationale**

As part of these Early Help proposals the Council intends to keep 4 designated Children Centre Buildings ([see Appendix 4 for details](#)), one in each of the 4 Early Help areas.

These are proposed as:

#### **Dewsbury & Mirfield Early Help Area**

Designated Children Centre: **Dewsbury Moor Children Centre**

#### **Batley & Spen Early Help Area**

Designated Children Centre: **Birstall & Birkenshaw Co Location Children's Centre**

#### **Huddersfield Early Help Area**

Designated Children Centre: **Chestnut Children's Centre**

#### **Kirklees Rural Early Help Area**

Designated Children Centre: **Colne Valley Children's Centre (Slaithwaite Town Hall)**

### 3.26 Youth Provision

Section 507B of the Education and Inspections Act 2006 relates to local authorities' duty to secure services and activities for young people aged 13 to 19, and those with learning difficulties to age 24, to improve their well-being.

LA duty to secure, equality of access for all young people to the positive, preventative and early help they need to improve their well-being. This includes youth work and other services and activities that:

- Connects young people with their communities enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in decisions which affect their lives;
- Offers young people opportunities in safe environments to take part in a wide range of sports, arts, music and other activities
- Supports the personal and social development of young people through which they build the capabilities they need for learning, work, and the transition to adulthood
- Improve young people's physical and mental health and emotional well-being;
- Help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training;
- Raise young people's aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour.

#### Securing access to sufficient services and activities

The Government do not prescribe which services and activities for young people local authorities should fund or deliver or to what level. They should take the strategic lead to work with young people; the voluntary, community and social enterprise sector; health and wellbeing boards; schools and colleges; and agencies including health and police to:

- Understand the needs of local young people, particularly the needs of the most disadvantaged and vulnerable, taking full account of equality and diversity issues;
- Enable parents and communities to meet young people's needs wherever possible, and engage businesses and other employers to contribute funding and expertise to help enhance and sustain local provision;
- Plan how aspirational personal and social development programmes, including National Citizen Service, and youth work and youth workers can contribute to meeting the needs of young people and reduce demand for more specialist services;
- Determine the mix of open access, targeted, preventative and specialist provision needed to meet local needs, and how to integrate all services around young people;
- Decide what facilities are needed and how to make these available and accessible, wherever possible maximising the utilisation and potential of all local partners' assets;
- Determine which services and facilities need public funding and which can be secured through other means so that public funding is targeted primarily on young people at risk of poor outcomes;
- Determine which services and facilities can be delivered by third parties so that the local authority delivers directly only where it is clearly best placed to do so;
- Plan how to best support and grow the role of voluntary, community, and faith organisations, including through a transparent commissioning process, given the benefits the sector can bring to work with young people, families and communities;

- Agree priorities for publically funded services and facilities with local partners and how these can be most effectively and efficiently delivered, including considering with their employees the options for them to set up and transfer into a public service mutual in line with their 'Right to Provide';
- Ensure providers have the capacity and skills to deliver effective services to young people, by learning from good practice and developing their workforce;
- Publicise effectively to young people and their families the overall local offer of all services and activities available for young people locally;
- Put in place actively-managed systems for assuring the quality of local services and driving improvement, including in response to feedback from young people,
- Publish at least annually, details of the feedback young people have given on the quality of the local offer and of how they have influenced local decisions; and
- Publish at least annually, in a form that enables young people and others to hold them to account, their plans for improving young people's well-being and personal and social development, together with relevant funding and performance data.

### **3.23 Children and Young People with Special Educational Needs and Disabilities (SEND)**

We want all Kirklees children and young people, including those with Special Educational Needs and Disabilities (SEND), to achieve the best possible outcomes and receive the support they need when they need it most. Access to the Early Help offer will be as inclusive as possible. We are committed to providing equal opportunities for all children and young people, regardless of race, culture, religion, language, gender or ability.

An engagement exercise has recently concluded on the short breaks and respite offer for disabled children, young people and adults in Kirklees. It is clear that further work is needed with local special schools, mainstream and community provision to further increase the offer locally and increase choice and flexibility. Further market shaping work will continue to ensure that the market can be sufficiently shaped to meet future demand.

Part of the Community Plus offer will be to support community organisations such as Duke of Edinburgh that deliver significantly to children and families with SEND.

### **3.27 The Stronger Families Approach – why it works in Kirklees**

The Stronger Families approach means helping parents/families secure better outcomes for their children through more effective and better co-ordinated interventions from a wide range of services. Implementing Stronger Families practice depends on breaking down professional barriers and achieving changes in culture so that all practitioners see their clients in the context of their family and are willing to refer and work collaboratively with other service providers to help ensure better outcomes for all family members.

#### Family Characteristics

It is known that these families are often headed by adults who have experienced early loss, serious neglect, abuse and conflict in their relationships. They feel harshly judged and lack trust in those who are trying to help them. They, themselves lack confidence in their ability to change. Adult vulnerability plays a large part in shaping their response to services and there have frequently been previous unsuccessful attempts to address the families' difficulties.

During 2016 the Stronger Families programme's analysis of families with these kinds of multiple vulnerabilities showed that:

- 80% were headed by adults who were out of work and are disproportionately affected by welfare reforms

- 80% of those on benefits were unwell themselves or had caring responsibilities which prevented them from working
- 62% had experienced at least three serious problems over a minimum of six months
- 50% were or had been in touch with social work services
- 44% of families have poor health and many with poor mental health are not able to access the support they need quickly enough

There are various indicators that may suggest that a targeted offer would be required in order to meet a family's needs. This includes:

- Existing Team Around the Family (TAF) not being effective
- Multiple issues across number of family members
- Risk of escalation to statutory or specialist services
- Resistance or lack of engagement with practitioners
- Concerns regarding disguised compliance
- Current service offer not meeting the needs of the family
- Need for more intensive level of intervention
- Need for assertive engagement
- Need for robust risk management approach
- Consultation, coaching and co-working have been offered and more than this is needed

### Family Intervention

The model of intervention is a whole family support intervention based on the model currently operated by the Family Intervention Project (FIP). This is in line with the evidence base relating to families with complex needs more generally and in successfully preventing children from entering the care system. The DCLG report highlights the 5 family intervention factors which lead to positive outcomes;

1. Dedicated workers, dedicated to families
2. Practical 'hands on' support
3. A persistent, assertive & challenging approach
4. Considering the family as a whole
5. A common purpose and agreed action

This echoes the messages from the earlier Ofsted report in 2012, which highlights the importance of a strong and persistent key worker and describes how successful services are supported by:

- Strong multi-agency working
- Clear and consistent referral pathways to services
- Consistent decision-making processes based on
- Thorough assessment of risks and strengths within the family network
- A prompt, persistent, and flexible approach, based on listening to families and building on their strengths
- Regular review of progress and risk factors;
- Robust risk management;
- Clear planning for case closure and for sustainability of good outcomes.

Feedback from families (both through service feedback and the Early Help consultation) was that they want one worker; they don't want to have to repeat their story or have lots of professionals coming in and out.

They want some practical support, such as help completing benefit forms, applying for housing, de-cluttering their homes; and they want to know what the bottom line is, so explaining consequences and challenging families is the way forward. Again relationships rather than referrals are a key element of this approach.

### Model of Family Intervention

There are various ways a young person or family can access help from a Council practitioner in the Early Help model (this includes access to support from both the community plus and targeted offer):

1. A member of the public can request support directly via an Early Help central 'hub' site. A Council worker will triage the request or sign post as appropriate depending on their specific needs
2. An early help practitioner (council and non-council) may identify needs that require a targeted Early Help response – meaning that a universal/community or single agency response is no longer meeting the current identified needs. Requests for support can be made via a key contact within the Early Help Area or via the Multi Agency Safeguarding Hub (MASH)
3. A request for support may come directly from the MASH into the Early Help area's via an allocation meeting process to 'step down' cases from social care or to meet the needs of a family more appropriately (i.e. needs that do not require a statutory or specialist intervention)

The above are not exclusive and the principal of 'no front door is the wrong door' applies.

## **The Core Offer of Early Help**

### **3.28 Community plus offer – Building Community Capacity to support children, young people and families**

Utilising Community Co-ordinators

- Utilising area knowledge of community activity that already exists which could support family
- Linking with and brokering third sector support
- Signposting to single agency response with handover support
- Introducing resilience building techniques

### **3.29 Community Plus Offer – Self Financing Models of Delivery – Duke of Edinburgh Award Scheme / Adventurous Activity**

The consultation process identified that a number of current service delivery elements could be delivered as a traded service model which would provide a cost effective method of contribution to delivering to EIP outcomes, including contribution to the local authority's Education Reform Act duties, and are therefore proposed for inclusion in the New Council Delivery Model. The Kirklees Duke of Edinburgh Award (DofE) provision falls into this category.

### **3.30 Targeted Offer – Intensive Support Programmes**

Utilising Key Worker support:

- Working with families intensively
- Average of 9 months intensive work with a family (often step down support from Level 3)
- Manageable case load in line with national guidelines
- Direct work with the child, young person and family
- Average 2-3 visit per week

This intervention will support approximately 800 families per annum.

### 3.31 Targeted Offer – Consultation, Coaching and Co-Working Using Casework Consultants

- A way of working that is intended to support the transformation of the wider workforce
- Providing initial short term support to families who already have a single agency involved. A TAF will be established and the Lead Professional role modelled
- Providing timely advice and expertise to prevent escalation into more specialist and costly interventions
- Providing consultation: offering advice and guidance to colleagues in other services/agencies to identify ways to address needs
- Providing coaching: offering support to another worker to address or manage a particular issue (minimising referrals on)
- Providing co-working: joint visits, chairing review meetings to build a worker's confidence to undertake Lead Professional role

### 3.32 Targeted Offer – Parenting Programmes

Utilising Parenting support workers

- targeted programmes for families experiencing significant challenges in relation to, behavioural problems, domestic abuse and poor home conditions
- encourage and support families to develop resilience so that they can cope with challenges, and maintain their independence
- some accredited programmes enabling parents to gain a qualification

Our analysis shows that neglect and domestic abuse are the most common reasons for children being assessed as requiring a child protection plan. Our new Early Help offer intends to support families with these issues before they reach crisis, and require support from a social worker. Our targeting of those who require support will be more co-ordinated and based on identified need, particularly to those with multiple vulnerabilities.

Consultation feedback highlighted that 22% of respondents who took part in the survey had accessed parenting courses in the last 12 months and that around two thirds of respondents (67%) using Children's Centres stated that the proposed changes to open access services would have 'significant impact' for them.

A further 17% stated that the changes would have 'some impact'. Slightly fewer respondents stated that the proposed changes to parenting support would have 'significant' (53%) or 'some' impact (16%).

In line with our wider objectives, our new parenting programme offer will encourage and support families to develop resilience so that they can cope with challenges, and maintain their independence. Evidence tells us that good quality group work leads to better outcomes for families, improved communication, behaviour, self-awareness, consistency and efficacy. Families are more likely to move onto other opportunities through the social learning experience.

#### **Reach from the 1<sup>st</sup> October 2015 and 30<sup>th</sup> September 2016 shows:**

- 1308 carers in 1208 families were seen at Group work activities
- In these families there are 2403 children aged between 0 and 18 yrs who have benefitted from their parents attending these activities

## **Impact**

Parents reported that following their attendance and learning during the programme:

- The CPP/CIN/TAF plan has been closed
- They have had a child/children returned to their care
- They are undertaking adult learning
- They have increased confidence and self-esteem in supporting their child's learning and development
- They are a positive role model for their children
- They have found employment
- They have utilised support around debt and feel more in control of their money
- They have moved house/area and now feel supported within their new community
- The behaviour of their children at home/school and in the community has improved significantly
- They have left an abusive/coercive relationship
- The family are safe from abusive behaviours
- Relationships within the home have improved and are stronger
- They are more active within their community and know where to access support
- Increased levels of resilience in parents/carers and their children
- Wellbeing and emotional intelligence has improved within the family
- Have more support for themselves and their child/children with Special education needs

The proposed offer is reduced but provides broad evidence based preventative programme menu to meet the needs of the families requesting Early Help. The menu of courses below will be focused and targeted on preventative outcomes for families on this tier of need before they reach crisis.

It is proposed that there will be a link to the Integrated Healthy Child Programme which aims to deliver an offer which support parents with understanding developmental changes and normal aspects of raising a child so there should be no need for this to be duplicated by the Early Help offer.

The new parenting support offer will include delivery of the following evidence based programmes ([See Appendix 5 for further detail and outcomes](#)):

- **Strengthening Families, Strengthening Communities** - *reduces family violence and conflict at home, school and in the community*
- **Steps** – *raises confidence and aspirations in the whole family*
- **Speakeasy**- *gives parents the confidence and skills to discuss sex and relationships including CSE and grooming*
- **SEN Family Links**- *positive behaviour strategies for parents with children who have additional needs*
- **Freedom**- *for women and their families who have/are experiencing domestic abuse*

### **3.33 Targeted Offer – Group Work for Vulnerable Groups**

The Early Help Consultation Part Two (Kirklees, 2016) pp. 35-45 ([See Appendix 6](#)) provides a summary of feedback from young people in Kirklees in response to the Early Help proposals.

In general young people in Kirklees agree with the assertion young people need support even when they are not vulnerable enough and are supported so they do not enter services at a point when higher tier and costly services are required.

There are several young people's quotations that they would be negatively impacted on in many ways including their emotional health and further at risk, such getting involved in gangs and anti-social behaviour.

The report found (p.38):

"You know that you are going to go to this place at this time on this day." (Care Leavers Forum)

"It's obviously been a part of my adolescent life...dealing with family issues and coming here to get away from it has been a big help." (Crow Nest Park)

"I like coming here 'cos the staff are really nice and friendly." (Crow Nest Park)

"I respect the staff here; they are great role models and do a fantastic job with us." (Crow Nest Park)

By investing in preventative approaches in order to improve outcomes for young people and to reduce expenditure, this type of vulnerable group's provision can build links within the Early Help system so that young people are able to benefit from provision designed specifically for them.

The key is in the identification and subsequent engagement of these families. It is our proposal that this is more effectively done by trained staff who are aware of the signs of additional needs in all areas, and the tools in which to engage with them. This is a skill that comes through not only training but experience, and can be shared with others through the transitional community plus offer, however to lose this specific expertise before there has been time to embed this within communities will indeed create a further financial implications for the Local Authority in the future.

#### Cost Benefit Analysis

It has been estimated that this intervention can support 2200 targeted/vulnerable individuals in a 12 month period with a cost of £150 per individual. When you equate this to the impact of not intervening early the costs to the wider social system are heavy;

UNISON (The Damage – page 7, 2016) highlights:

An audit commission report in 2009 on the benefits of sports and leisure activities in preventing anti-social behaviour among young people estimated that a young person in the criminal justice system costs the taxpayer over £200,000 by the time they are 16. But one who is given the support to stay out of trouble costs less than £50,000.

It is proposed that the Council funds this vulnerable groups work for a period of 12 months (April 2017 – end of March 2018) to bridge the gap between current level of Council direct delivery and the transition to supporting communities to do more for themselves. During the 12 months the Council would undertake a robust evaluation of the effectiveness of using Council resources in this preventative way within the Early Help offer.

Options for additional work that can be self-funded such as parents and young people paying for group work where possible can be explored.



### **3.34 Interventions that reduce demand to social care/safely prevent family breakdown (not part of the Early Help core offer)**

These interventions are highlighted as having either:

- A statutory duty to provide
- An evidence base in delaying or reducing demand on the social care system
- An evidence base in reducing family breakdown

These interventions will not form part of the Early Help Core Offer but will be provided by Children's Social Care:

- Family Group Conferencing
- Juvenile Referral Scheme
- Independent Return Interviews
- Traded School/Pupil Referral Service Offer

Detail of each intervention can be found in [Appendix 7](#)

### **3.35 Services/activities the council will no longer directly deliver**

It is proposed that the Council moves towards a new model of Early Help as outlined in the report. Therefore all current services provided by the current EITS/IYSS service will move to the offers and delivery outlined in this report.

## **4. Implications for the Council**

- 4.1 The Public Sector Equality Duty (PSED) means that the Council must have due regard to the need to "eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it; foster good relations between people who share a relevant protected characteristic and those who do not share it."
- 4.2 The protected characteristics covered by the PSED are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnership (only in respect of eliminating unlawful discrimination).
- 4.3 The Council has therefore carried out an Equality Impact Assessment (EIA) to help it take due regard of its public sector equality duties ([see Appendix 1a, b & c](#)).

EIAs were initially carried out in October 2015.

A single revised EIA for the Early Help offer was developed to support Cabinet's decision to proceed to the stage two consultations in September 2016. This took into account the results of the engagement exercise carried out in July 2016 with the public, staff and other stakeholders, and a number of other sources of data and intelligence.

This has been updated in the light of the findings of the stage two consultation and includes a more detailed analysis of the accessibility of the proposed sites. This revised EIA is provided as [Appendix 1a, b & c](#) to this report. Cabinet members are asked to consider the EIA carefully in reaching their decision.

#### 4.4 Key findings of the EIA:

- There is the potential for a negative impact on certain protected groups of residents in certain geographical areas due to changes to the location of delivery sites etc. We have carried out detailed analysis of the accessibility of the proposed sites and proposed mitigation where necessary including the move to a more flexible model.
- The stage one engagement raised concerns that the increased role played by community run services may have a greater impact on certain protected groups if volunteers lack suitable training and supervision. This was reinforced in the stage two consultation as similar reasons were given for disagreement with the Community Plus approach. This will be mitigated by the adoption of a Quality Volunteer Management approach.
- It is possible that the proposals may have a negative impact on staff in certain protected groups (for example, the workforce is predominantly female). The stage two consultation did not provide any further insight into this, so we will need to do further analysis and consultation, and propose mitigation if necessary.
- It is possible that changes to activities for young people and open access activities such as “stay and play” could impact on fostering good relations. We will do further analysis and consultation, and propose mitigation if necessary.

We do not foresee any impact on ending unlawful discrimination.

#### 4.5 Strategic implications

Transforming the way in which we deliver the Integrated Early Help offer and Children’s Centre Offer within the proposed 4 areas will support the Council in the delivery of its aim to be:

“A district which combines a strong, sustainable economy with a great quality of life, leading to thriving communities, growing businesses, high prosperity and low inequality where people enjoy better health throughout their lives”.

This is also a shared aim of the Kirklees Joint Health and Wellbeing Strategy and the Kirklees Economic Strategy.

#### 4.6 The Future

It is envisaged that delivery under the proposed model will be reviewed after a 12 month period to ensure resources are appropriately deployed and there is positive, measurable impact in the services and delivery approach.

#### 4.7 Workforce

The Council plans to implement a new workforce structure that will support both the community plus and targeted offers of the Early Help model. This has implications for the current staff who work in the affected staff teams as they will be required to go through a selection process for new posts in the new structure.

#### 4.8 Financial

##### Capital Clawback

Steps will be taken to ensure that grant funded assets are still used to provide ‘early childhood services’ to mitigate against this risk. These do not have to be delivered directly by the council but should be considered when negotiating and agreeing future use of

buildings by a third party. This would be done to address the potential clawback of Sure Start capital grant. The DfE could otherwise invoke the capital clawback clause under the terms of the funding should the future use of the building be in breach of the original grant agreement.

#### **4.9 Risks and issues**

We are working with organisations such as the VCSE sector and schools to ensure that there is a sufficiently shaped market and other capacity by the end of this financial year which will help support the LA fulfil its statutory duties in providing adequate provision and the core offer.

A reduction in the number of staff will be managed through the Council's processes. Because of the scale of the changes, this will need careful management to ensure that sufficient staff will be redeployed or leave the organisation.

Transitional planning will need to be undertaken in order to ensure that the Central Hub sites are developed to deliver the offer.

Work will need to be undertaken with VCS grant and contract funded organisations to ensure they are able to decommission activity within timescales and will include planning any TUPE implications.

The complexity of the total change will need careful programme co-ordination to ensure that all dependencies are understood and managed.

### **5. Consultees and their opinions**

- 5.1 Qa Research was commissioned by Kirklees Council to provide research support in connection with a statutory public consultation on proposed changes to children, young people and family support services in Kirklees.

#### Aims and objectives

- 5.2 The main objective of the consultation was to consult with members of communities in Kirklees over an eight-week period to understand their views and opinions on specific proposals to change the way in which children, young people and family support services are delivered in Kirklees.

#### Methodology

- 5.3 An engagement exercise preceded the statutory public consultation to gather views on the principles behind the proposed changes. Findings from the engagement phase revealed that the public required further detailed information on how the approach to early help could work in practice along with more detailed information on the proposed location of buildings within the Early Help areas. These findings informed the development of the statutory consultation phase.
- 5.4 A range of consultation opportunities were open to Kirklees residents over an eight-week period.
- A consultation booklet and questionnaire available was made available online at [www.kirkleestalk.org](http://www.kirkleestalk.org) and via Children's Centres and other community venues. A total of 1,323 responses were received.

- Focus group discussions. Qa Research & Kirklees Council facilitated 20 focus groups with users of Children's Centres and youth services.
- Public information sessions. Kirklees Council hosted 40 public information sessions across Kirklees.
- 23 Ward Councillor sessions.
- Other submissions. A range of other submissions were also received from users of youth services and Children's Centres, voluntary/community sector partners, Ward Councillors, and members of the public.

#### Part one engagement

5.5 The engagement exercise was designed to gather views on the principles behind the proposals to establish Early Help areas and ran over a four-week period during July and August 2016. A total of 216 responses were received. Key points to note from this exercise include the following:

- Overall, 86% of respondents agreed with the Council's vision for early help in Kirklees.
- Around two thirds (67%) of respondents were in agreement with the proposals to develop Early Help hubs, however 17% disagreed and 15% neither agreed nor disagreed with the proposals. Respondents indicated that they needed more information about the proposed location of the hubs and how the proposals would work in practice.
- The majority of respondents agreed with the Council's approach to Targeted (85%) and Complex services (88%), but fewer were in agreement with the Community Plus model (71%). Further comments indicated concerns around the role of volunteers within service delivery.

### **Consultation & Engagement Findings (See [Appendix 6](#) for full report)**

#### 5.6 Profile of survey respondents

- The majority of respondents were female (67%), in terms of age, just over a third (36%) were under 16, and a further 22% were aged 30-44. In total, 67% of respondents were White and around a quarter of respondents (23%) were Asian/Asian British.
- Overall, 40% of respondents were local residents, 32% used youth services, 29% were a full-time parent/carer for someone 0-19 years, and 7% described themselves as a Kirklees Council employee.

#### 5.7 Current use of services

- Overall, 44% of respondents had used Children's Centre services. Of these, 70% were regular users (using services 1-4 times per week). Respondents were most likely to have accessed a Stay and Play session (61%). Around a quarter (24%) had used one stop shop services.
- Overall, 37% of respondents stated that they currently used services at youth centres in Kirklees. Respondents were most likely to be accessing mobile units (10%), Crow Nest centre (8%), the Young Batley Centre (7%), and Paddock Young People's Centre (7%).
- In terms of specific services used, respondents were most likely to be using youth clubs for those aged 13-19 years (24%) and the Duke of Edinburgh Award (24%). A further 12% were using sports and activity provision, and 10% were using junior youth clubs for those aged 8-12 years.

#### 5.8 Impact of proposed changes to open access services

- Around two thirds of respondents (67%) using Children's Centres stated that the proposed changes to open access services would have 'significant impact' for them. A further 17% stated that the changes would have 'some impact'.

- Slightly fewer respondents stated that the proposed changes to parenting support would have 'significant' (53%) or 'some' impact (16%).
- Analysis of the survey results and findings from focus groups indicates that the main concerns around the potential loss of Children's Centre open access services include the impact on social and development opportunities for parent and child, the risk of parental social isolation, and loss of ad-hoc support and advice from staff.
- Overall, 63% of respondents using youth services stated that the proposed changes to open access services would have 'significant impact' for them. A further 18% stated that the changes would have 'some impact'.
- Analysis of the survey results and findings from focus groups indicates that the main concerns around the potential loss of open access youth services include the loss of activities and opportunities for young people, fewer safe places to go, and the loss of advice and support from youth workers.
- A majority of respondents stated that the following aspects were important to them when thinking about services for children, young people and families – 'clear information about what services are available' and 'support in a crisis' (86%), followed by 'services that I can access close to home' (85%), and 'access to support and advice from trained professionals' (84%). Respondents were less likely to say that 'free services' were of importance (79%).

#### 5.9 Views on the principles behind Early Help areas

- Respondents were asked to what degree they agreed or disagreed with a series of statements about the principles behind the proposed Early Help areas. Levels of agreement were highest for the statement 'the Council should target support at the most vulnerable families' (60%); however, compared to the other statements, this statement also attracted the highest levels of disagreement (22%). The main area of disagreement related to the belief that all families need early support.
- Over half agreed that Early Help areas would help families access support in a more joined up way, would improve services for families and ensure that communities have services that meet the needs of the local population. However around a quarter neither agreed nor disagreed with these statements, and around a fifth disagreed.
- The main reasons for disagreement in relation to this series of statements were fairly similar; concerns about fewer services locally and the requirement to travel to access them; less support will be available/some people will be left out; services will be harder to access; a lack of open access/preventative services may result in missed opportunities to identify need.

#### 5.10 Views on the proposed three levels of help (Community Plus, Targeted and Complex)

- Respondents were more likely to agree with the 'Complex' approach (72%) and the 'Targeted' approach (63%) and less likely to agree with the 'Community Plus' approach (45%). Levels of disagreement were highest for the Community Plus approach (21%) as were the proportion of respondents stating 'neither agree nor disagree' (34%) – this suggests a degree of uncertainty about the proposed model.
- Analysis of the survey results and findings from focus groups indicates that the main concerns around the Community Plus model are whether community and voluntary groups will be able to provide the services needed and whether there will be enough volunteers.

#### 5.11 Views on volunteers and volunteering

- Respondents were most likely to agree that volunteering can be a good way to learn new skills for work (77%), and over half were in agreement that 'community volunteers (supported by trained workers) are a good idea' (58%).

- Similarly, over half (56%) of respondents stated that they would be happy to use services delivered by voluntary/community sector organisations.
- However, it is evident that a substantial proportion of respondents would prefer to be supported by a paid professional (63%). Responses were mixed in terms of interest in volunteering, with 38% stating that they would be interested, 36% were unsure, and 26% stating that they would not be interested.
- Those in disagreement with the statements on volunteering and the use of volunteers shared similar concerns. For example, comments were made around the level of training/reliability of volunteers, a lack of continuity, and a general preference for paid professionals.

#### 5.12 Views on the buildings proposals

- Overall, 59% of respondents were in agreement with the statement ‘the Council should focus on providing the right services, not keeping buildings open if they are not used often’.
- Views were mixed on the choice of Children’s Centres with 44% in agreement with the choice of Children’s Centres, 35% neither/nor and 21% in disagreement. Reasons for disagreement with the choice of Children’s Centres sites relate mainly to issues of transport and access and the overriding belief that the centres have an important role and should remain open.
- Views were also mixed on the choice of delivery sites - 36% were in agreement with the choice of delivery sites, 44% neither/nor and 19% in disagreement. Reasons for disagreement with the choice of delivery sites were similar to that for Children’s Centres along with the view that more sites in general were needed. Issues in relation to specific communities or buildings are included within the full report.
- Feedback from Ward Councillors on the proposals included:
  - *“Children’s centres are supposed to be about service delivery and outcomes – not buildings”.*
  - *“Need to link to existing community groups in outlying areas”*
  - *“The community plus offer needs to work to generate a comprehensive youth offer.*
  - *Keen for the new service to maximise the assets that already exist in the community”*
  - *“Service delivery priority not buildings”*
  - *“The buildings that the council owns are not as important as the reach and presence within local communities”*
  - *“Would like less buildings and more funds for service provision”*
  - *“Comfortable with options for children’s centres – keen to explore conversations with schools”*

#### 5.13 General principles

As the part one engagement exercise revealed, there is an awareness that Kirklees Council, like many others, need to make financial savings. The engagement exercise presented the high level principles behind the proposed changes including:

- the rationale for providing early help
- the need to focus resources on the most vulnerable families
- the idea of area-based Early Help Hubs with an emphasis on services rather than buildings
- ‘three levels’ of help – Community Plus, Targeted, and Complex.

- 5.14 The majority agreed with the principles behind providing early help and adopting a ‘whole family approach’ but concerns were expressed around the accessibility and quality of services under an area-based hub model and people required more information on how the three levels of help (particularly Community Plus) would work in practice. These findings informed the development of the part two statutory consultation.
- 5.15 Findings from the statutory consultation reveal a similar picture in that there is an understanding of the requirement to make financial savings and support for the principle of early help and some support for focussing on the most vulnerable and prioritising services over buildings (where they are not used to their full potential). However, those responding to the consultation have expressed significant concerns in relation to some elements of the Early Help proposals – these are considered under the headings below.
- “Keen to support proposal that targets most deprived”; “It is important to use local knowledge to support”; “Proposals offer potential for improvement in services”*
- 5.16 Changes to open access provision  
The consultation proposals presented the Council’s plan to no longer directly deliver open access provision at Children’s Centres and via the youth service but instead to support the development of this under the proposed Community Plus model.
- 5.17 Substantial proportions of those who access this provision (both parents and children/young people) felt that this would have a significant impact for them. Those who use the services spoke about the various benefits including positive social and developmental outcomes for parents and children who use the Stay and Play provision, and the emotional support, and access to a wide range of social and development opportunities provided by the youth service, e.g. youth club provision and specific programmes such as the Duke of Edinburgh Award.
- 5.18 Whilst there is some agreement that limited resources should be directed to the most vulnerable in society, there is also strong feeling amongst the parents and young people accessing these services that every parent or young person may need help managing the adjustment to parenthood or progression to adulthood. Linked to this is the view that open access services such as these are in themselves an ‘early help’ or ‘preventative’ service. Many people spoke about the fact that although they may not be currently vulnerable by their own or the Council’s definition there is the potential they could have been had they not been able to use the open access services.
- 5.19 Another key theme arising from the consultation feedback was the identification of need through the use of open access services and a concern that under the proposals there could be missed opportunities for this. Parents spoke about problems that they or their child were experiencing that were recognised by a worker during a visit to Stay and Play and in some cases were resolved very quickly through advice or information on the spot. Young people also spoke about the value of the support provided by youth workers to help them to address issues that they did not feel able to share with their school or families.
- 5.20 The issue of the potential for stigma in terms of accessing ‘targeted’ services was raised. Parents valued the ‘drop in’ nature of the Stay and Play and One Stop Shop services whereby they could, in a very subtle way, ask for help and receive it without the need for what they perceived as ‘formal’ identification. Young people also value the inclusive and accepting philosophy of the youth clubs where they can be themselves and engage positively with a diverse range of peers.

### 5.21 Three levels of help

The consultation findings show that there is general support for the Complex and Targeted models of support – with some reservations about how manageable the workload would be for a key worker. However, the response is more uncertain in relation to the Community Plus model. There is some support for the idea of trained volunteers supporting workers within services and for services to be delivered by community/voluntary sector organisations. However, there is concern that there will not be enough volunteers to support the services, that new community based services will take a long time to set up or may not happen at all. People struggled to visualise how this would work and to some extent this did not seem to be a tangible alternative. This was also a concern expressed by voluntary and community sector partners in terms of how this transition would be made and exactly what support would be available.

### 5.22 Issues of trust and continuity were also noted by parents and young people. Some young people had taken a while to develop a relationship of trust with a youth worker and were not sure that they would be able to relate in the same way to a number of volunteers.

Another theme arising from the consultation feedback was that some people simply preferred to be supported by a trained, paid, worker because they felt that working with families and young people was a skilled role that could not be easily filled.

### 5.23 Area specific issues

The consultation feedback shows that there is some support for the idea of services rather than buildings. This seemed more likely perhaps from the perspective of young people who valued the opportunities and support that youth clubs provided rather than the host building itself.

There were however some exceptions to this in areas where there is little community provision/alternative suitable buildings, e.g. Skelmanthorpe, Lowerhouses Lounge, or where the potential for the loss of open access services brings the operation of the building into question, e.g. Crow Nest.

### 5.24 Generally, parents who used open access services in Children's Centres earmarked for possible closure were disappointed and frustrated that the building may no longer be available. As the consultation findings have highlighted, services close to home are a priority for many parents who find it difficult to travel, particularly those in areas where public transport is limited. Many parents commented that the Children's Centres were purpose built and provided a safe play environment that would be difficult to replicate elsewhere. Consultation feedback highlighted some cases in which the Children's Centre fulfilled several functions and as such a potential closure could have a wider impact, e.g. Dewsbury Moor and Grange Moor.

## 6. **Next steps**

### 6.1 Upon receipt of approval to proceed, officers will commence the workforce redesign and implement the move to the new Early Help model outlined in the report.

## 7. **Officer recommendations and reasons**

### 7.1 Cabinet approval is sought to support the proposal to have the following **core offer** which will be known as the Kirklees Early Help offer.



The Early Help services for those children, young people and families who need support from both the Community Plus and Targeted Offers will include:

**Community Plus Offer** – Building community capacity to support children, young people and families Step down from Level 2 to Level 1 of the CoNR (See section 3.28)

**Community Plus Offer – Support for Self-financing models of delivery** – for example Duke of Edinburgh Award Scheme/Adventurous Activity (See section 3.29)

**Targeted Offer** – Intensive Support Programmes (one to one keyworker intervention) (See section 3.30)

**Targeted Offer** – Consultation, coaching and co-working (casework consultants) (See section 3.31)

**Targeted Offer** – Parenting programmes (See section 3.32)

**Targeted Offer** – Group Work for Vulnerable Groups (See section 3.33)

7.2 Cabinet approval is sought to support the proposal in relation to the buildings proposals as outlined in the report (section 2.12).

- To have **four** central ‘hub’ sites across the authority, one in each Early Help area.
- To have **four** ‘designated’ Children’s Centres, one in each Early Help area.
- That delivery of the Council’s new targeted Early Help offer moves towards a model that increases the use of space in community buildings to enable more flexible, needs led approach to service delivery and one that is not focused on buildings.
- It is recognised that a phased approach will be required and that a small portfolio of council buildings will continue to be used in the short term to support the transition to the new model
- Further reports will be brought back to Cabinet (as appropriate) in relation to assets and asset strategy

## 8. Cabinet portfolio holder’s recommendations

The Joint Portfolio Holders find it reassuring to hear that people value services more than buildings, as is reflected in the feedback contained in this report and its supporting documents, and acknowledge the large number of consultation responses which supported the proposed Early Help model and which we have used to inform our service delivery approach going forward.

The Joint Portfolio Holders fully endorse the principles and rationale of the approach, which will help us to continue to provide a good service despite the unprecedented levels of austerity.

Specifically, the Joint Portfolio Holders support:

8.1 The proposal to have the following **core offer** which will be known as the Kirklees Early Help offer.

The Early Help services for those children, young people and families who need support from both the Community Plus and Targeted Offers will include:

**Community Plus Offer** – Building community capacity to support children, young people and families Step down from Level 2 to Level 1 of the CoNR (See section 3.28)

**Community Plus Offer – Support for Self-financing models of delivery** – for example Duke of Edinburgh Award Scheme/Adventurous Activity (See section 3.29)

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- Further reports will be brought back to Cabinet (as appropriate) in relation to assets and asset strategy

## 9. **Contact officer**

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## 10. **Background Papers and History of Decisions**

Cabinet Report – 20 September 2016 – A Better Service for Children and Young People – proposals for consultation

<http://democracy.kirklees.gov.uk/documents/s13942/AA%20UPDATED%20FINAL%20REPORT%20EarlyHelp%20v3.0%20CABINET%2020160920%20FINAL.pdf>

## 11. **Assistant Director responsible**

Sue Richards, Assistant Director for Early Intervention & Prevention