



Name of meeting: Cabinet

Date: 18.11.20

Title of report: Proposal for the Early Help offer for Children Young People and Families.

Purpose of report: For Information

This paper follows on from the 2017 cabinet paper; ‘*Proposal for Early Help Offer for Children, Young People & Families*’, the recommendations made within and the ‘*Early Years and Beyond Summit*’ January 2020 next steps. The paper aims to provide information on the proposed future design of an integrated 0-19 (25) Early Support offer (Family Hubs).

N.B. For the purpose of the proposals the model is called ‘Family Hubs’, however it is the intention to consider an appropriate name for the model, for example ‘Thrive hub Slaithwaite, or ‘Chestnut Thrive Centre’. This will form part of the engagement activity seeking the view of children, young people, families and communities.

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?	No
Key Decision - Is it in the <u>Council’s Forward Plan (key decisions and private reports)?</u>	Key Decision – For Information not a key decision Private Report/Private Appendix – No
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by <u>Strategic Director</u> & name Is it also signed off by the Service Director for Finance? Is it also signed off by the Service Director for Legal Governance and Commissioning?	Mel Meggs – Strategic Director – Children’s Services 13.10.20 Eamonn Croston – 4.12.20 Julie Muscroft – 4.12.20
Cabinet member <u>portfolio</u>	Cllr Viv Kendrick – Cabinet member for Children Cllr Carole Pattison – Cabinet member for Learning, Aspiration and Communities

Electoral wards affected: All wards are affected

Ward councillors consulted: It is the intention that the engagement activity in January will include all ward councillors.

Public or private: Public

Has GDPR been considered? Yes

Summary

This report aims to give an update on the journey so far following the decision that was approved in the 2017 cabinet paper *'Proposal for Early Help Offer for Children, Young People & Families'* to re design the way that Early Support Services are delivered in Kirklees and the 'Early Years and beyond' summit that was held with partners in January 2020.

This paper is being presented for information and to engage with cabinet members to gain their views on the next phase of development and future proposals around the Family Hub model: a place based integrated Early Support Offer.

The paper summarises the journey so far and sets out the proposals and the planned next steps.

1. Background

The recommendations within the *'Proposal for Early Help Offer for Children, Young People & Families paper that was approved by cabinet in 2017* were:

- *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'.*

The aim of the Early Years and Beyond summit that was held in January 2020 was to engage with partners to contribute to shaping the vision and development of a 0-19 (25 for a young person with a disability) integrated Early Support offer for the children and families of Kirklees.

A draft vision for a hub to hub model was presented which was followed by circle discussions to engage partners in conversations on opportunities, risks and next steps.

Attendees of the event committed pledges to support the integrated model going forward.

1.1 Where are we now?

The demand for services continues to rise with increasingly complex family situations, with presentation of need in younger children as well as teenagers and parents. Social and economic strains mean we need to be innovative in how we engage with families, so they are supported in their communities and supported to overcome difficult times. We want to make sure we give each child the opportunity to have the best possible start to their lives, with support being available for the family in the right place and at the right time, with the right people. This vision is set out in the Kirklees 2020- 2023 Children and Young People's Plan (CYPP):

'All children and young people in Kirklees have the best start in life and are nurtured and supported to achieve their potential.'

Along with the ambitions that will provide the right conditions for children to thrive and to grow up with the best possibility of a good life:

- *To be healthy and valued in our community*
- *To aspire, to achieve and to enjoy childhood*
- *To feel safe – in a loving, secure family and a strong, cohesive community*
- *To live in a decent home, with enough money.*

The proposals for the Family Hubs model aims to deliver on the approach outlined in Kirklees Early Support Partnership Strategy 2018:

'Our approach is based on building communities, developing resilience and establishing networks. As well as developing a place-based offer around 4 geographical and diverse areas, we recognise that some services work best across the authority as a whole. We want to develop a unifying but not uniform offer, reflecting the needs and strengths of young people, families and communities'.

In Kirklees there is a clear recognition of the importance of early support and there has been significant investment to develop the current offer. We have a range of Early Support services which support children and their families; some are delivered by the Local Authority, some are provided by the voluntary and community sector and some are delivered by commissioned services. We know that these services are already embedded in communities and that they have an in depth understanding of local need and are trusted by families.

2. The proposed Family Hub Model ([see diagram 1, page 6](#))

The proposed Family Hub model aims to build on existing place and community assets and brings individuals, organisations, places and connections together to realise and develop their strengths. The model aims to:

- Build on what is already in the community; How do people already support each other? Who is already delivering services in communities that contribute the Family Hub Offer?
- Focuses on local residents and what it is like to live in their area, What is important to the people that live in the area? What are the best ways to deliver what is needed in the area?
- Builds on relationships; Who can help us to work on the issue? What networks are already in place?

In keeping with the place-based planning for Kirklees we need to make the most of our positive partnerships to develop a better integrated system for children young people and families. The Family Hub model and the success of achieving improved longer-term outcomes for Children Young people and Families is reliant on a strong partnership approach across the Kirklees district including with communities. It builds on the progress already made in the Community Hub work with alignment to avoid duplication.

It is recognised within the Family Hub proposals that children and families may have different needs at different times, and the need for seamless transitions between universal services to Early Support Services to Statutory Services and vice versa. There will be occasions when it is not possible to respond to the child's needs through Early support services and there will be the need to receive statutory services, this is called 'Step Up'. Conversely there will be times when intervention through statutory services is no longer considered necessary, however, support to address a child's needs may still be required and this is best achieved through Early Support, this is called 'Step Down'. The proposed Family Hub model moves closer to a 'one team' approach with clear 'Step up / Step down process.

The proposal for the Family Hub model recognises the need for a whole Early Support System and is based around place and local geography with 4 areas; Dewsbury & Mirfield, Batley & Spen, Huddersfield and Kirklees Rural that each have a designated children's centre building: Dewsbury Moor, Birstall & Birkenshaw, Chestnut Centre (Ashbrow – Hudds) and Slaithwaite Town Hall.

The model offers the opportunity for the Council's Early Support service to align teams and reshape its structure to enable the place-based Family Hub model to consolidate and evolve in locality areas, building on community assets and delivering services which are sensitive to local need.

These Family Hubs will provide both universal and targeted provision and will not be dependent on having fixed assets in every area; instead utilising community buildings and working with our partners to ensure that services are available and accessible to local people when they are needed.

The model presents many new opportunities, these include identifying families with multiple needs as early as possible, no matter what service they first come into contact with. The aim is to make sure that any contact with a practitioner will lead to the right intervention at the right time, with greater accountability across all agencies for identifying need earlier. This offers the best route to families understanding and making changes that improve their coping skills and life chances. The Family Hub model provides opportunities to bring together or link more closely with services including (but not limited to) those detailed below in section (2.1.) Some will be provided by key commissioned partners, some by the Early Support Service and some by voluntary and community organisations.

There are opportunities within the proposed model and lessons to be learnt from the work Early Support has done in response to Covid-19 that has evidenced place-based working in action. In response to Covid -19 Early Support has changed the way that some of the services are delivered, for example, Triple P online Positive Parenting Programme is now offered, with wrap around support to parents from parenting practitioners, WhatsApp is used to hold virtual visits with families. The use of various digital platforms has been utilised to deliver Family Group Conferencing. Our community coordinators have been supporting the community protection response out in areas and the development of mutual aid groups. This collaboration and new ways of working provides the foundation for more joined up prevention led approaches within the Family Hub model.

The Family Hub model aims to address some of the inequalities in particular tackling poverty & health and wellbeing as well as 'The Best Start in Life' priorities. To mitigate the impact of poverty on families the Early Support Partnership deliver the uniform exchange programme, families are supported to access food banks, to access the right benefits, supported with housing applications and are helped to access training and entry to work programmes.

There is also an opportunity to consider the 'Thriving Kirklees' commission and how it can be consolidated with the Family hub model moving forward. The intention is to develop Family Hubs as part of an integrated service with the Public Health 0-19 years' service.

Better Births, the [national maternity review](#), ***A Five Year Forward View for Maternity Care*** published in 2016 introduced the concept of "maternity hubs", stating that these should be established where maternity services, particularly ante- and postnatal, are provided alongside other family-orientated health and social services. Given the similarities in intention, ethos and outcomes it has been proposed to all those involved in the "maternity hubs" work that this becomes part of the developing Family Hub proposals

The Family Hub model is well placed to develop parent participation in local areas so that the resulting local offer better meets the needs of local families, it is proposed that each area hub will

have area parent forums to develop participation activity, co-design, co-production and consultation activity.

The proposed model offers opportunity for children and young people to be involved in their community, helping them to grow their skills, confidence and connections. Giving opportunity for children to express their wishes and feelings through a number of channels to include participation activity, co –production and consultation children’s forums, working groups etc.

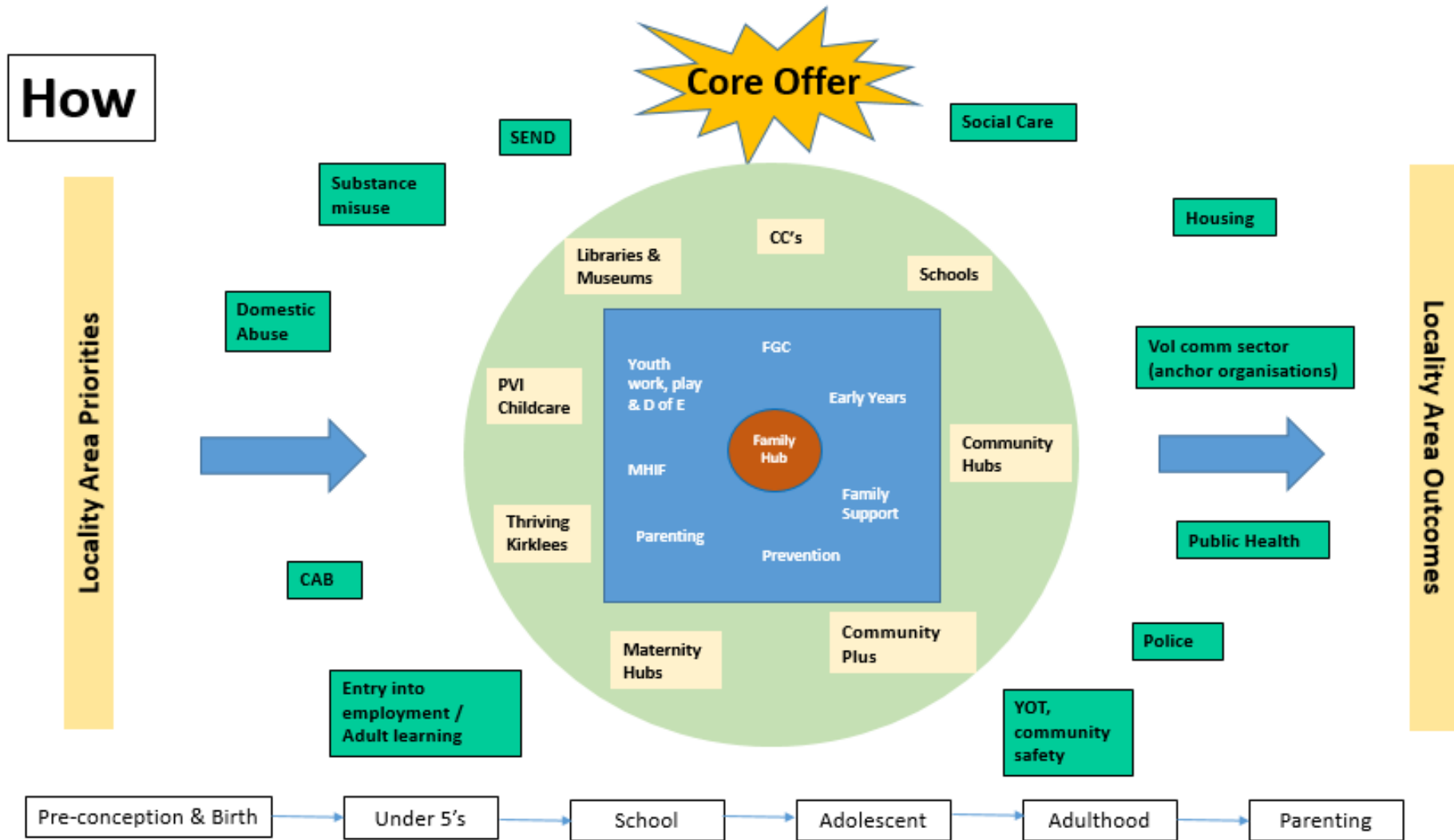
The proposals offer opportunity for Family Hubs to raise the profile of Early Support to develop and design Kirklees branding, information and routes for communication with parents and children with an affiliation with partners. It offers opportunity to connect with communities drawing families to access trusted services through buildings face to face or online via social media, and websites. There is opportunity to involve parents and children in shaping what this would look like.

2.1 The Family Hub offer

It is proposed the Family hubs can help with:

- Support for the parenting journey from getting ready to be a parent and giving birth to the child’s toddler years, Healthy Child Programme, health visiting clinics, infant feeding, sleeping, teething, oral health and toilet training. Support for physical and emotional health and wellbeing.
- Providing early learning opportunities such as play and stay groups, transition to nursery and school support and support for school readiness.
- Supporting children and young people to attend school. Activities for children under five and older children and young people, work with schools and the community to support children young people and their parents / carer’s offering support and advice about healthy living .
- Targeted groups for example young parents, or support for families with children with SEND, dads groups, Family Group conferencing.
- Family Support, key worker 1-1 support in the home for families.
- Parenting interventions including relationship support, parenting workshops and parenting programmes for parents/ carers who need support.
- Activity and play opportunities for young people, detached youth outreach programme addressing issues such as gangs, county lines, anti-social behaviours, Child Sexual Exploitation.
- Information ‘advice and support for employment, housing, benefits, adult learning, food and energy poverty.
- Support programmes including domestic abuse, alcohol and substance misuse.

Diagram 1



3 Implications for the Council

a. Working with People

With a focus on prevention and early intervention the development of Family Hubs will enable families needing help to be identified earlier and offered the right help at the right time locally when and where they need it. By identifying need earlier and intervening more effectively to build family resilience, we will support children to have a better start to life and to be 'school ready'. The provision of Family Hubs will ensure that there is a network of 'go to' places, building on the work of the Community Hubs and Children's Centre core offer. Assessing the need and assets in localities will help us to determine where resources need to be focused in order to address inequalities. Family Hubs will be communicated as available for all families with children and young people aged 0-19 (25). We will ensure that any branding associated with the Family Hubs encourages all families to feel welcome, whether they are experiencing difficulties or not.

b. Working with Partners

The Family Hub model and the success of achieving improved longer-term outcomes for Children, Young People and their families, is reliant on a strong partnership approach with Kirklees internal and external partners including communities. It builds on the progress already made in the community hub work with alignment to avoid duplication. The opportunity for the approach to be further shaped by partners will be crucial to ensure that services are joined up and well understood.

c. Place Based Working

In moving staff closer to area-based working provides an opportunity to work with communities to gain greater insight into the issues that need to be addressed to help children, young people, and their families to thrive.

4. Climate Change and Air Quality

By having services more local / accessible to where people live in communities, this could have an impact on their mode of travel. The aim is that we have a network of community-based provision which enables people to be able to walk, therefore reducing impact on the environment. Services will be encouraging environmental consideration through the use of sustainable resources, curriculum/activities in sessions, health messaging, so families will have more exposure to messaging such as recycling, travel etc.

5. Improving outcomes for children

We will measure outcomes using a set of agreed key indicators taking into account professional insights from front-line workers as well as the background statistical data and intelligence but are driven by the priorities of the community. It is proposed an Outcomes Framework based on a broad core offer with asset mapping and planning in communities and will bring together key partners in each of the four Family Hub areas forming area partnership boards. The partnership board will be made up of key people, including young people, who live, work with or have a key interest in the Family Hub area for example, health, social care, voluntary sector, education, police, housing, faith organisations and others. In addition to Kirklees ambitions, the Family hub model will contribute to improved Troubled Families, wider Public Health outcomes and support outcomes around 'The Best Start in Life'. The model will contribute to improving outcomes around child poverty, youth outcomes and LGBT and inclusion as set out in the CYPP 3 priorities by promoting preventative strategies and approaches that reduce escalation of problems.

5.1 Quality Assurance

In line with the draft 'Children's *Services Quality Assurance Framework 2020- 2022*' Early Support practice, policy and procedures will be monitored and evaluated with quality assurance becoming an integral part of everyday practice to support the drive to improve outcomes for children, young people, their families and communities.

6. Other (e.g. Legal/Financial or Human Resources)

6.1 Legal

Legal advice has been sought relating to our statutory duties around Children Centres. An integral part of implementation plan will be ensuring that we are statutorily compliant with all legislation and government guidance.

6.2 Finance

The current Early Support service budget including the Troubled Families grant is £7,524,405.

There are currently 110,300 children and young people in Kirklees (age 0 – 19) which results in a spend of £68.22 per child/young person on council Early Support services across the authority.

Costings have been produced for the proposed Family Hubs model, this can be viewed in detail in Appendix 1. The costings show an over commitment of £630, 830k which includes an increase of 11.2 fte's across the whole service. The service are committing to fund some of this through a savings target and staff turnover which means that the ask for additional funding is reduced to £230,241k . This is an increase of £2.09 per child on existing spend on early support services across the Authority.

This current budget includes the Troubled Families grant which is currently time limited and therefore there is a risk relating to mainstream funding of the model in the longer term. The posts that are currently funded by the Troubled Families grant are detailed in Appendix 1.

Consideration will also be given to the premises costs of the Children Centres buildings that we wish to retain as part of the model. The cost of running these buildings in 2019/20 was £519,589 which is currently born by Corporate Landlord, these costs are incurred annually regardless of usage. We plan to work with all stakeholders including schools as well as internal services to look at the impact retaining these assets has on budgets and options for ensuring that they can be sustainable in the longer term.

6.3 Invest to save

Research suggests that early help can protect children from harm, reduce the need for a referral to child protection services and improve children's long-term outcomes, the outcomes when achieved will all realise a cost saving. From the [table \(1\) below](#) we have used the savings based on the reduction in children becoming looked after by the Local Authority. The average cost saving across all types of settings brings the highest reward and a reduction of 20 children would realise over£1,000,000 by the second year of operation, whereas if the savings are based on a reduction of children who are with in-house foster carers the numbers to reach over the £1,000,000 saving would be nearer to 30 children and realistically would take longer to realise. Where we have a reduction in spend this would then be able to be reinvested in Early Support Services to ensure we maintain the best possible support for the people of Kirklees provided at the earliest opportunity.

Table 1

Outcome Detail	Cost/Saving Detail	Estimated cost saving annually / Child	Numbers anticipated in the first year.	Numbers anticipated in subsequent years	Where saving realised	Potential savings annually
Children looked after	Child taken into care - average fiscal cost across different types of care setting, England, per year	£58,664	10	10 + 10	Children's Services	£586,640 Yr. 1 then £1,173,280 thereafter
Children looked after	Child into local authority foster care: overall cost (cost per week)	£38,974	10	10 + 10 + 10	Children's Services	£1,169,220

6.4 HR implications

It is proposed that the Early Support service re align current structures from eleven family support teams to four Family Hub placed based area teams to include Early Years, Mental Health in Families, Family Group Conferences, Youth, and parenting.

Each Family Hub area will have an area placed based team who will work with families, communities and organisations to bring about change to improve outcomes.

To achieve this there is the need to realign some of the current roles into new proposed roles and to create additional positions within the structure further detail will be provided within the February 2021 cabinet paper following the engagement activity and the results of the findings.

6.5 Integrated Impact Assessment

An integrated equality impact assessment has been completed and can be viewed in appendix two. We plan to use this to target some of our engagement activity to ensure that we are

obtaining the views of people who fall within the protected characteristic group and that we are able to mitigate against any potential negative impact on these groups. We will complete a further integrated impact assessment following the engagement activity and this will form part of the February 2021 cabinet paper.

6.6 Corporate Landlord & Capital

Work has been carried out previously looking at the Children Centre buildings that we would like to retain as a service to deliver for the Family Hub model and to ensure that we are fulfilling our statutory duties and those that we would no longer require going forward.

There will be a dedicated workstream as part of the implementation for this work which will consider all options for future use of buildings, working with internal partners as well as looking at possibilities for community use in the future. This work will look at the level of clawback risk associated with each building and look at how we can mitigate against and reduce any financial liability to the council.

7. Consultees and their opinions

A detailed communications and engagement plan has been developed (see appendix three - Engagement plan). This is a working document that will be updated throughout the entire project.

It is our intention to carry out a series of engagement activities with all stakeholders as detailed in the plan. Consideration will be given to Covid-19 when planning engagement activity and ensuring that we are able to reach as many of stakeholders as possible but still keeping people safe. The findings will be included in the report to be scheduled for cabinet in February 2021.

8. Next steps and timelines

We are planning to begin a series of engagement activities in November 2020 through to mid-January 2021, with a view to collating the findings and presenting a report back to cabinet in Feb 2021.

It is anticipated that the implementation of the model will begin April 2021.

9. Officer recommendations and reasons

The paper is being presented for information and to engage with cabinet members to gain their views on the proposals. A further paper will be brought to Cabinet in February 2021 with the findings from the engagement and requesting approval for the final proposals of the Family Hubs model.

10. Cabinet Portfolio Holder's recommendations

Cabinet portfolio holders support the proposal and recommend that the service proceed to the next stage of stakeholder engagement before returning to Cabinet with the findings.

11. Contact officer

Jackie Beever, Service Manager Early Support – Jackie.beever@kirklees.gov.uk
Michelle Wheatcroft, Head of Service Early Support – Michelle.wheatcroft@kirklees.gov.uk

12. Background Papers and History of Decisions

September 2016 cabinet paper -

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

January 2017 cabinet papers -

<http://democracy.kirklees.gov.uk/documents/s16488/e%20FINAL%20-%20Early%20Help.pdf>

13. Service Director responsible

Jo-Anne Sanders – Service Director for Learning and Early Support
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