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| Report Title: | Consultation about 0-19 Integrated Family Hub Model |
| Contains Confidential or Exempt Information? | Part 1 |
| Member reporting: | Councillor Carroll, Lead Member for Adult Social Care, Children's Services, Health and Mental Health |
| Meeting and Date: | 28th November 2019 |
| Responsible Officer(s): | Kevin McDaniel Director Children's Services |
| Wards affected: | All |

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REPORT SUMMARY

1. The purpose of this report is to seek approval to undertake a public consultation on the transformation of our early help services into an integrated Family Hub model 0-19 years (up to 25 years for young people with a learning difficulty or disability). This transformation will focus local resources to work with the most vulnerable children/young people and families in the borough who most need the help, thus strengthening families and reducing demand for statutory services.
2. This report sets out the design principles of a proposal to rationalise Children's Centres, Youth Centres, the Parenting Service, Health Visitors, School Nurses and the Family Resilience Service into Family Hubs as part of the Government's "Life Chances" agenda. This work stems from the discussion paper published by the Children's Commissioner and the subsequent Health and Social Care Select Committee report which highlights the potential of the first 1,000 days of life.
3. The proposed model focusses on more heavily used centres and responsive outreach work to replace the reliance on a static and inflexible time-table led programme, allowing the council's resources to keep pace with the needs of our most vulnerable residents.
4. A number of councils including Buckinghamshire, Bracknell Forest and Hampshire have already made this type of transformation following public consultation. Residents will be consulted on the proposed changes to the delivery of the wide range of early help services to identify those that have the biggest impact for vulnerable children. The consultation will ensure that the council officers consider the impact of the proposed changes on families with protected characteristics to support future decision making.
5. The medium term financial plan includes savings of £600,000 for 2020/2021 which are estimated to flow from this transformation activity, subject to consultation. The transformation will focus our delivery on the most vulnerable children and young people, driving high levels of efficiency and creating a sustainable service which strengthens families.

1. DETAILS OF RECOMMENDATION(S)

RECOMMENDATION: That the Cabinet notes the report and:

- i) Approves a public consultation to seek the views on transforming early help services into integrated Family Hubs for 0-19 year olds based in the model outlined in this report.
- ii) Requests a report to cabinet in April 2020 based on the results of the consultation and impact assessments to confirm the specification of the future Family Hubs based services.

2. REASON(S) FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

2.1 Table 1 sets out the options contained in this report.

Table 1: Options arising from this report

| Option | Comments |
|---|--|
| Transform early help services into a 0-19 (or age 25 years where young people have learning difficulties and/or disabilities) integrated Family Hub model which focuses on supporting and improving outcomes for targeted children, young people and families. This is the recommended option | This model reduces reliance on a predominantly static service, allowing the council services to respond more rapidly to the emerging needs of our vulnerable young people and their families. |
| Reduce early help services to the statutory minimum levels of early years health and education support; support for those in the youth justice system; and to enable youth participation. This is not recommended | Some councils have taken this approach to balance in the increasing costs of those in need of statutory services. It is likely to be a short-term term gain as the reduction of non-statutory, early intervention services is likely to have a detrimental impact in future years. |
| Do nothing This is not recommended | It is financially unsustainable to continue to offer a broad universal early help offer as it is underused in a number of areas, and not sufficiently responsive to the needs of the most vulnerable children and young people across the borough. |

2.2 The council currently provides a range of services across the Borough for children and families across the entire spectrum from universal access to

specialist statutory intervention for the most vulnerable children. Appendix 1 sets out the current range of services provided

- 2.3 The local priority is to ensure that the most vulnerable in our community are supported in a way that makes it easier for them to access the right services, regardless of how they are provided. This reflects the national policy direction towards a Family Hub¹ model which reduces the reliance on a “one size fits all” programme of individual services and promotes a child-centric design of flexible service delivery which can adapt more readily to emerging demands.
- 2.4 The Health and Social Care Select committee published a report looking at the impact of the first 1,000 days of life for a child² in February 2019. This report challenges the government to develop a real focus, through the next spending review, on the following principles:
- “proportionate universalism”, so services are available to all but targeted in proportion to the level of need,
 - prevention and early intervention,
 - community partnerships,
 - a focus on meeting the needs of marginalised groups,
 - greater integration and better multi-agency working; and
 - evidence-based provision.
- 2.5 To prepare for this direction of travel, we are proposing a Family Hub model which uses the following principles:
- The Family Hub services will support predominantly targeted families across the age range of 0-19 years (or age 25 years where young people have learning difficulties and/or disabilities).
 - We will place Family Hubs at the heart of local Health and Wellbeing Strategies, with a strong emphasis on mental health and relationship support, including integration of early help services such as education, health and the voluntary sector
 - To design Family Hubs which have a whole family focus, through the provision of frequently used, high footfall centres which are accessible to council services, partner offers, voluntary and community groups and, where appropriate, commercial offers.
 - Family Hubs will be flexible in approach, reducing the reliance on drop-in public sessions and replacing them with short term programmes and targeted ‘outreach’ work aligned to the relevant local priorities and needs.
 - Our service provision will work in partnership with children, young people and families by supporting them to be more resilient, by offering the right support at the right time so that fewer then require the use of statutory services in the future.

¹ <https://www.childrenscommissioner.gov.uk/publication/family-hubs-a-discussion-paper>

² <https://publications.parliament.uk/pa/cm201719/cmselect/cmhealth/1496/1496.pdf>

- 2.6 We propose to target our work on the most vulnerable children and young people, including those:
- Whose health and development is behind their milestones at the 2 year development check
 - who are not immunised;
 - are living with disabilities or learning difficulties;
 - at risk of developing mental health issues;
 - acting as young carers;
 - who misuse substances including alcohol;
 - living with parents who have a range of issues which affect their ability to parent, young parents, parents with mental health issues or learning needs;
 - with poor school attendance, at risk of exclusion from school or difficulties transitioning to a new school;
 - who are not in education, employment or training (NEET) or at risk of becoming NEET;
 - exposed to violence (including domestic violence and abuse, young people involved in gangs or serious youth violence or at risk of engaging in violent extremism);
 - at risk of criminal behaviour or who are victims of crime;
 - who go missing, are at risk of exploitation, or are on the edge of care;
 - who are lesbian, gay, bisexual, transgender, questioning or intersex (LGBTQI).
- 2.7 It is considered likely that the Council will require a Family Hub based in Maidenhead and another based in Windsor. Each of these hubs will also support a small number of sub locations and enable outreach work across the borough as needed. The proposed model is set out in appendix 2.
- 2.8 Through the outreach model youth workers will be able to operate in partnership with the police and community wardens to target hotspots ie: local parks, areas with ASB issues when particular issues arise. The skills of the service will offer alternatives to statutory interventions where appropriate.
- 2.9 There is a strong view that maintaining focussed capacity on earlier intervention does reduce the long-term demand for statutory services, although there is limited research to consider this as fact.
- 2.10 There are not statutory duties on the council for all of the needs set out in 2.6, nor is there a statutory requirement to have any particular physical layout of buildings. It would be possible therefore to focus council resources on only the statutory elements of our duties. That would be a significantly different consultation to the one proposed in this report and this path is not recommended.
- 2.11 The current uptake of services delivered by the different services is variable, with waiting lists for some targeted services while a number of universal services see very low uptake. Several the voluntary groups and commercial offers are also popular within their communities while others struggle to generate interest. Retaining this inflexible location and timetable based approach is not recommended.

3 KEY IMPLICATIONS

3.1 The key implications are set out in table 2.

Table 2: Key Implications

| Outcome | Unmet | Met | Exceeded | Significantly Exceeded | Date of Delivery |
|---|---|---|-----------------|-------------------------------|-------------------------|
| Consultation delivers revised service model | The most vulnerable children and families do not receive the support they require or the cost is too high | The most vulnerable children and their families receive the support they need within the council's budget | N/A | N/A | July 2020 |

4 FINANCIAL DETAILS / VALUE FOR MONEY

- 4.1 The medium-term financial plan contains a £600,000 reduction for the cost of delivering all of the youth and children's centre services. This represents a 50% reduction in the net discretionary budget which excludes the provision of Health Visiting and School Nursing services funded by public health.
- 4.2 The adoption of the family hub model will drive efficiencies in the indirect costs relating to the current locations and timetable-based approach, which will enable the service to be effective and sustainable.
- 4.3 The consultation will help identify the key priorities for direct work with families based on the impact and needs identified while creating a structure which can evolve more quickly to emerging demands.

5 LEGAL IMPLICATIONS

- 5.1 When other local authorities have implemented decisions to transform children's centres, there have been legal challenges in some cases. These challenges have often identified weaknesses in the consultation processes rather than the outcome of the decisions. It will therefore be important to establish a strong and inclusive consultation progress.

6 RISK MANAGEMENT

- 6.1 The key risks are set out in table 3.

Table 3: Impact of risk and mitigation

| Risks | Uncontrolled risk | Controls | Controlled risk |
|---|--------------------------|---|------------------------|
| The consultation process will not be sufficiently robust to ensure that the voices of all groups will be heard. | HIGH | The consultation will use both face to face and online methods to capture information about the services from users and staff. We will run a number of marketing activities throughout the process to ensure that everyone impacted is aware of the opportunity to speak | MEDIUM |
| These types of transformation are often challenged in the court which could delay the resulting implementation | HIGH | The consultation will be carefully designed to cover all of the typical weaknesses, including equality impact assessments to support the final decisions | LOW |

7. POTENTIAL IMPACTS

- 7.1 The consultation will be designed to ensure that the views and voices of those with protected characteristics are heard and fed into the consultation feedback. It is expected that the resulting decisions will require an equalities impact assessment.
- 7.2 There will no impact on climate change/sustainability through this consultation.
- 7.3 Data Protection/GDPR. This is not relevant to this report as families cannot be identified by any data provided.

8. CONSULTATION

- 8.1 To establish this proposal, officers have explored the implementation of Family Hubs by other local authorities including Buckinghamshire, Hampshire and Bracknell Forest.
- 8.2 Officers have noted that some councils have faced judicial review when proposing changes to these services and have in some cases been required to re-do the consultation processes. It is therefore recommended that the council undertake a broad, 12 week consultation starting after Christmas.

9 TIMETABLE FOR IMPLEMENTATION

Table 3: Implementation timetable

| Date | Details |
|---------------|---|
| Dec 2019 | Public Consultation documents to be drafted. Consultation dates across the Borough agreed and scheduled. |
| Jan 2020 | 12 week public consultation (6 January – 9 March 2020) |
| April 2020 | Final report proposal to be submitted to the Cabinet for decisions. |
| May 2020 | 4 weeks AfC staff consultation on any resulting staff changes |
| June 2020 | Implementation of the Integrated Family Hubs (0-19) with new delivery model fully operational from September 2020 |
| December 2020 | Review for Cabinet on the progress of Hubs including service user and staff feedback |

10 APPENDICES

10.1 This report is supported by 3 appendices:

- Appendix 1 Current Youth and Children's Centre Services
- Appendix 2 Diagram of the RBWM Integrated Family Model (0-19)....
- Appendix 3 Map of Children's Centre and Youth Centres in RBWM

11 BACKGROUND DOCUMENTS

11.1 This report is supported by background documents:

- All Party Parliamentary Group on Children's Centres Report: Family Hubs: The Future of Children's Centres.
- Prime Minister's Statement:
<https://www.gov.uk/government/speeches/statement-from-the-new-prime-minister-theresa-may>
- The Royal Borough of Windsor and Maidenhead: Early Help Strategy
<https://www.wamlsob.org/professionals/mash-early-help/>
- Sammons, P., et al., Pre-school and early home learning effects on A-level outcomes : Effective Pre-School, Primary & Secondary Education Project (EPPSE) 2015, University of Oxford

12 CONSULTATION (MANDATORY)

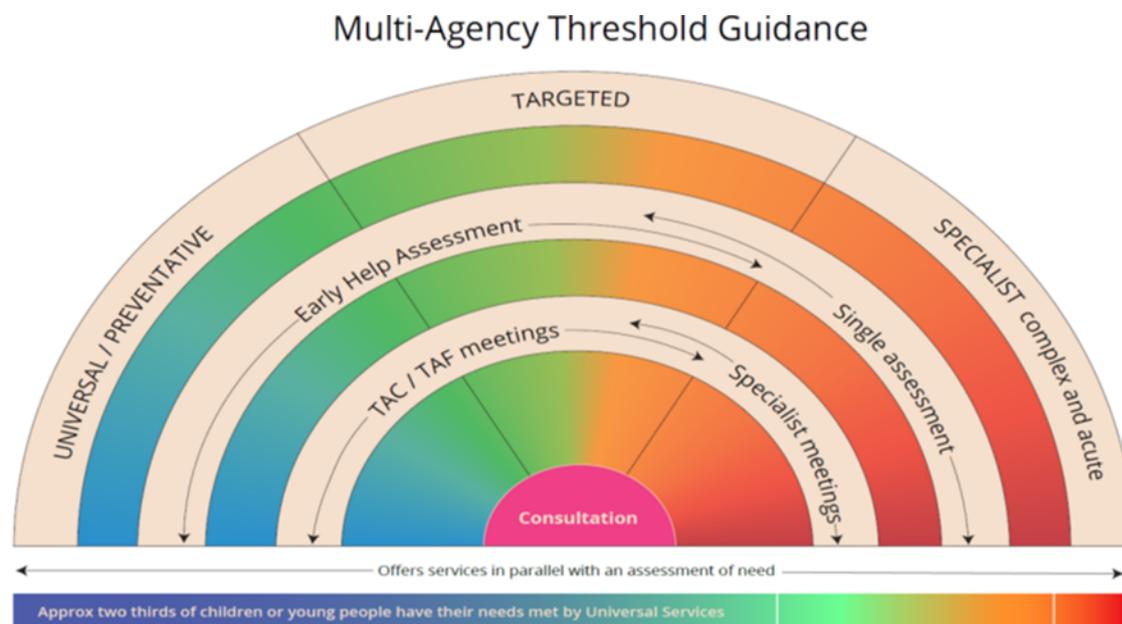
| Name of consultee | Post held | Date sent | Date returned |
|--------------------------|--|------------------|----------------------|
| Cllr Carroll | Lead Member for Adult Social Care, Children's Services, Health and Mental Health | 1/11/19 | 3/11/19 |
| Cllr McWilliams | Lead Member for Housing, Communications and Youth Engagement | 4/11/19 | 7/11/19 |
| Duncan Sharkey | Managing Director | 4/11/19 | 7/11/19 |
| Russell O'Keefe | Executive Director | 4/11/19 | 7/11/19 |
| Andy Jeffs | Executive Director | 4/11/19 | 7/11/19 |
| Ruth Watkins | Deputy S151 officer | 4/11/19 | 7/11/19 |
| Elaine Browne | Head of Law | 4/11/19 | 7/11/19 |
| Mary Severin | Monitoring Officer | 4/11/19 | 7/11/19 |
| Nikki Craig | Head of HR, Corporate Projects and ICT | 4/11/19 | 7/11/19 |
| Louisa Dean | Communications | 4/11/19 | 7/11/19 |
| Kevin McDaniel | Director of Children's Services | 30/10/19 | 31/10/19 |
| Hilary Hall | Director Adults, Commissioning and Health | 4/11/19 | 7/11/19 |
| Karen Shepherd | Head of Governance | 4/11/19 | 7/11/19 |

REPORT HISTORY

| | | |
|--|----------------------------|------------------------------|
| Decision type: Non-key decision | Urgency item? No | To Follow item? No |
| Report Author: Kevin McDaniel, Director of Children's Services | | |

Appendix 1: Current Services and the spectrum of need

A.1 The current model for early help provision serves families across all the thresholds (Universal, Preventative, Targeted and Specialist) as illustrated below. A number of services are also statutory.



A.2 The current Youth Service offer is:

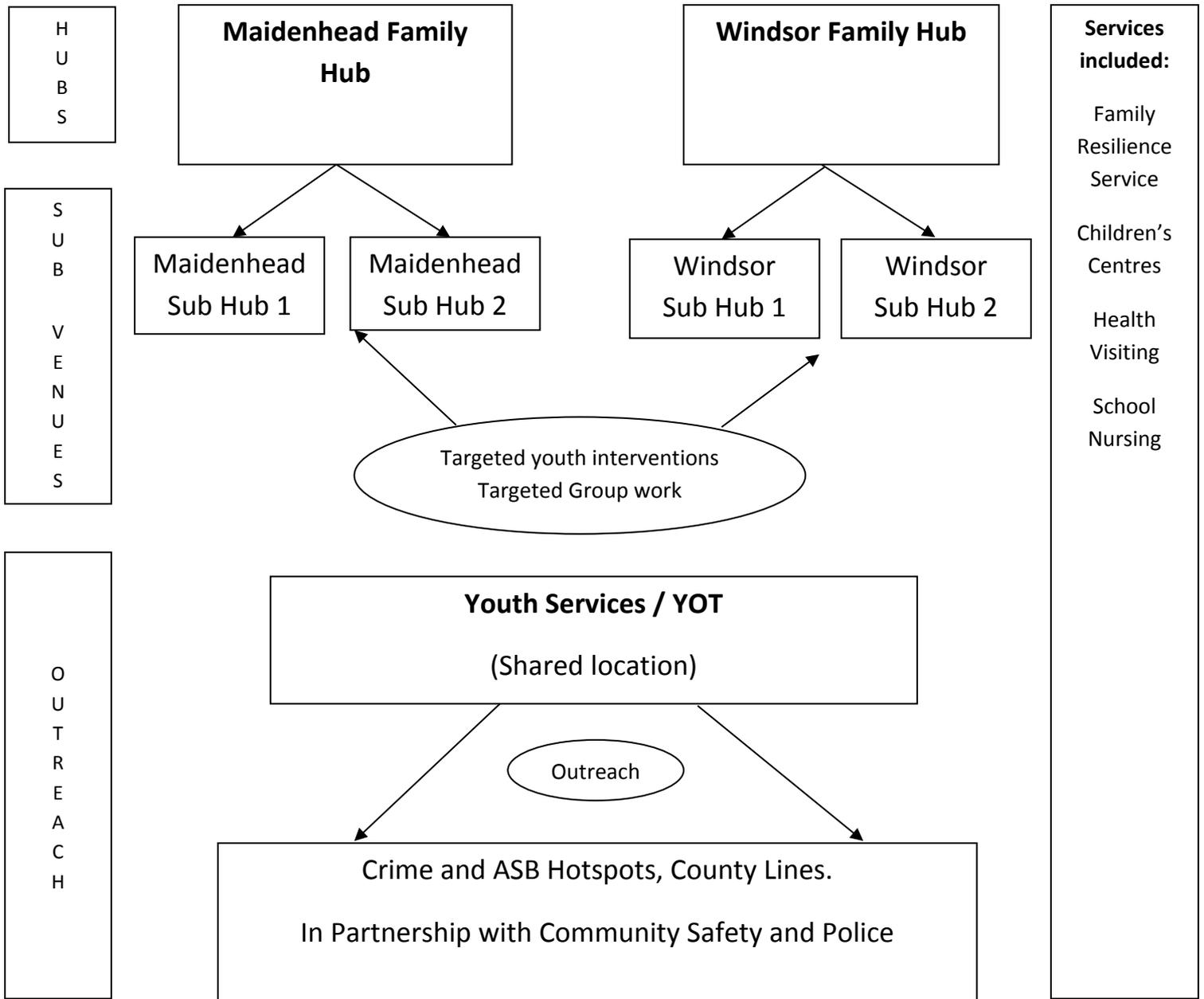
| Current Service Offering | Threshold / Statutory |
|---|----------------------------------|
| 1:1 for CYP At risk or victims of exploitation - both sexual exploitation and criminal exploitation/gangs; | Targeted/Specialist |
| 1:1 for CYP Putting themselves at risk online; | Targeted/Specialist |
| 1:1 for CYP Drug and/or alcohol users; | Targeted/Specialist |
| 1:1 for CYP Children of drug or alcohol misusers; | Targeted/Specialist |
| 1:1 for CYP Subject to statutory plans;. | Specialist |
| 1:1 for CYP Children in Care / Care leavers; | Specialist |
| 1:1 for CYP Involved in an unhealthy relationship (either the victim or perpetrator); | Targeted/Specialist |
| YP Suffering from low esteem; | Targeted |
| Carry out Return Home Interviews for children/young people reported as missing; | Targeted/Specialist |
| Provide mechanisms for youth voice via organised forums that mean that young people's views are heard and taken into account including Kickback, Youth Council, and Girls Forum. | Universal / Targeted / Statutory |
| Support the participation of Children in Care / Care leavers within service design and delivery and the wider cohort of young residents. | Specialist |
| Develop and deliver targeted projects e.g Esteem - youth sessions focussed on increasing the confidence of children and young people who have low self esteem, exploitation projects such as the VALU programme that is delivered in the school holiday, for young people at risk of criminal and | Targeted / Specialist |

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| sexual exploitation. | |
| Deliver parent/carer/professional workshops on CSE, gangs, Substance | Preventative / Targeted / Specialist |
| Substance Misuse and Online Safety. | Targeted / Specialist |
| Youth Sessions in Youth Centres | Universal |
| Outdoor Education Programme | Universal / Preventative / Targeted / Specialist |

A.3 The Children's Centres currently deliver:

| Current Service Offering | Threshold / Statutory |
|--|---|
| Full Healthy Child Programme, offering every family 5 health reviews in the first 3 years (crucial first1000 days) of their child's life and a range of support services in the community, ie drop in clinics , new baby groups; | Universal / Preventive / Targeted / Specialist Statutory |
| School nursing services including enuresis clinics and support with long term conditions ie asthma, epilepsy; | Universal / Preventive / Targeted / Specialist |
| School nursing for Children in Care | Specialist Statutory |
| Support for Care Leavers including those who are parents; | Specialist |
| Specific services and groups for children with additional needs and their families, ie Joey Nurture Group; | Targeted |
| Specific services and groups for women at risk of or living with domestic abuse ie Freedom Programme; | Targeted / Specialist |
| Specific services and groups for first time or young or vulnerable parents ie Baby Incredible Years programme; | Targeted / Specialist |
| Services for families involved in statutory social care, ie on a child protection or child in need plan; | Specialist |
| Home visiting support for families whose child is developmentally delayed, socially isolated or living with other vulnerabilities ie toxic trio; | Targeted / Specialist |
| Parenting courses or one to one parenting support ie Family Links, Triple P or Parents as First Teachers; | Universal / Preventative / Targeted / Specialist |
| Support for childminders and the children in their care; | Universal |
| Support for parents in need of mediation or support with parental conflict; | Targeted |
| Support for parents with poor mental health ie Emotional First Aid for Parents; | Targeted |
| Opportunities for early years learning and development by hosting a range of activities and groups from the private sector | Universal |

Appendix 2 Diagram of proposed Integrated Family Hubs model



Appendix 3 Current Children's Centre and Youth Centre venues

