

BARNSELY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

Report of the Executive Director
(People)
to Cabinet

(19th October 2016)

FAMILY CENTRES: A MODEL OF EARLY HELP FOR FAMILIES – REVIEW OF PROGRESS (APRIL – SEPTEMBER 2016)

1.0. Purpose of the Report

1.1 To provide Cabinet with a overview of the first 6 months of operation of the Family Centre service (1st April 2016 to 30th September 2016)

2.0. Recommendations

2.1 It is recommended that Cabinet note the report, in particular the implementation of the recommendations agreed at Cabinet on the 9th September 2015, as follows:

- A new service delivery model has been implemented based on Family Centre main, linked and outreach sites (see Appendix 1)
- Services are now offered and continue to be developed across the extended age range of pre-birth to 19 years old (25 years old if the young person has a disability)
- Family Centre main sites are designated as 'Children's Centres' in order to meet the statutory duty to ensure sufficient Children's Centres and therefore will be regulated and inspected by Ofsted under the current inspection framework for Children's Centres. This relates to services for children pre-birth to 5 years old
- Services for families continue to be offered on a borough wide basis including on site and outreach in communities and within the home
- The Council ceased to directly deliver childcare in the areas agreed where demand can be met by the private, voluntary and maintained sector, in line with statutory guidance that the council should be the provider of last resort
- The Council is delivering early education and care for two, three and four years olds on a sessional, term time only basis in the areas agreed, where there is a need to do so due to sufficiency
- The Council de-commissioned the external providers of Children's Centres

3.0. Background to the Report

3.1 On the 9th September 2015 Cabinet agreed to implement a new model of early help for families through a network of Family Centres, supporting children pre-birth to 19 years (or up to 25 years if the young person has a disability) and their families. This ensured that the Council achieved the Future Council savings of £2.5 million during the period April 2015/17. Of this, £500,000 of savings were achieved in the first year with the remaining £2 million achieved through a full service transformation, re-design and restructure. Cabinet requested that an update be provided following 6 month of operation of the new service which was launched on the 1st April 2016.

4.0. Consideration of Alternative Approaches

4.1 The purpose of this report is to enable Cabinet to review the progress and impact made by the new Family Centres model upon giving children a good start in life, including through effective early help to families in need of support.

5.0. Proposal and Justification

5.1 General Overview

5.2 The Family Centre service has built on the strengths, expertise and infrastructure within the Children's Centre programme to ensure that:

- Family Centres provide a range of early help services for families with children pre birth to 19 years (25 years old if the young person has a disability) through a streamlined pathway
- Services include support with physical and emotional health, practical advice on keeping children safe, developing social networks through groups, support with education and learning, parenting behaviours, positive family routines, home and money, work, training and volunteering
- Family Centres are based in areas where there is a high level of need with the continuation of some services for all families delivered in partnership with health and education
- Family Centres are aligned to Area Councils

5.3 Under the re-shaped model services continue to be available across Barnsley and are accessible through Family Centre main, linked and outreach sites including community venues and in the home. Services continue to work in a whole family way and are targeted according to need with a focus on early intervention and prevention. The philosophy underpinning service delivery is a strengths based approach building family resilience and aspirations.

5.4 Family Centres are a non-stigmatised gateway to services for all families in their local community recognising that targeted interventions and outreach services are vital in supporting families who need it most in order to narrow the gap in outcomes between those experiencing the most disadvantage and the rest.

5.5 Early help services delivered through Family Centres are developed with families, partners and stakeholders to ensure they are firmly rooted within the community, building resilience and self efficacy. The model provides continuity of support for families across age phases ensuring accessible, non stigmatised, personalised and seamless services from pre-birth to 19 years old (25 years if the young person has a disability) recognising the vital nature of early help services in relation to children's future development and life chances.

5.6 The council is required as a statutory duty to ensure that there are sufficient Children's Centres. In order to meet this duty Family Centre main sites are designated as Children's Centres and as a result they will be inspected under the Children's Centres Ofsted inspection framework, in particular, relating to services for children and families pre-birth to five years old.

5.7 The new model of early help for families through Family Centres builds upon the arrangement of integrated services with health, education, social care and Job Centre Plus. There are opportunities for further co-location and joint delivery of integrated service across the age range in order to provide local holistic family services. Since April 2016 midwives are co-located on a full time basis in 4 of the Family Centre sites with plans to expand this to 5 over the coming months. This has further strengthened the delivery of key integrated services within communities, working with families and prospective parents at the earliest opportunity.

5.8 Family Centres continue to grow the network of professionals to better support families by building knowledge, confidence and trust between a wider group of professionals to facilitate integrated working and where appropriate referrals in line with thresholds of need. The service will continue to work closely with the 0-19 years health service when it is transferred into the Council on the 1st October 2016 in order to maximise opportunities this may bring.

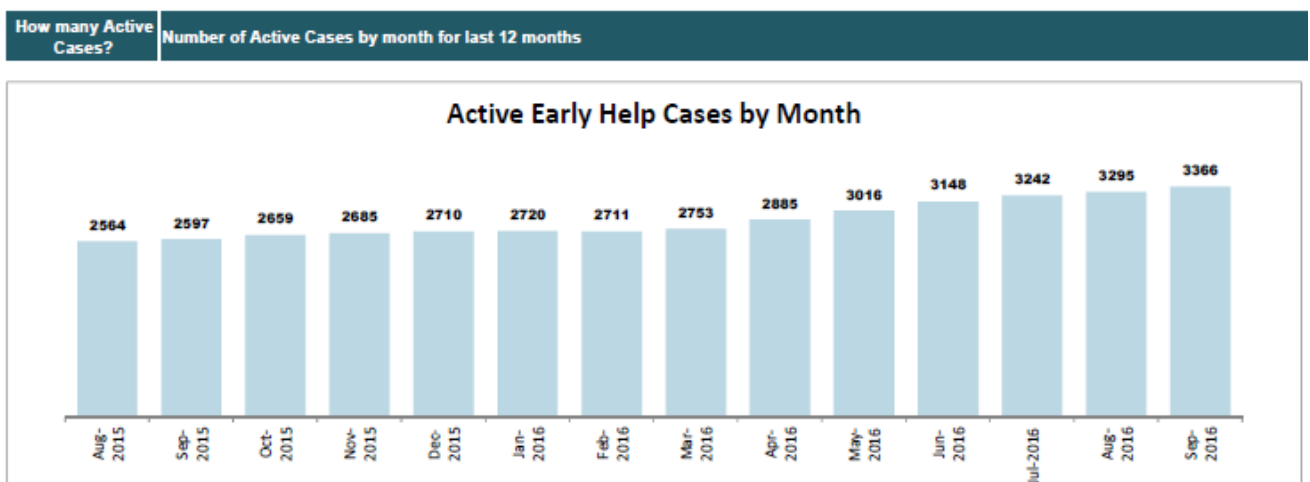
5.9 This builds on the premise that the safeguarding of children and young people and outcomes for families will be improved, when providers work effectively together with families, guided by shared principles, quality performance indicators and information sharing protocols. The information

sharing protocols currently in place are to be extended to accommodate the expanded age range.

5.10 Any further alignment of services will be based upon meeting gaps in service and avoiding duplication in order to maximise resources, target investment and ensure ongoing value for money.

5.11 Access to Services

5.12 Since the implementation of the new model it is evident that families continue to access provision through Family Centres. By the 30th September 2016, 5,292 families with children aged 0 to 19 years old (25 years old if the young person has a disability) had accessed a Family Centre service compared with 4,380 in quarter 4 (January – March 2016). The figure does not include the number of young people aged over 11 years old accessing targeted group or detached work led by the Targeted Youth Support service. In addition, there has been a continued increase in multi-agency early help activity in the borough when considering the number of Early Help Assessments being instigated by Family Centres and multi-agency partners. This provides targeted one to one support to families who need additional support as part of a team around the family.



* from Childrens Weekly CIN Report - Oct 2016

5.13 As the new model has only been in operation for 6 months it is too early to evidence the impact on longer term outcomes for children and families however it is encouraging that families, young people and children are continuing to engage in the service. Moreover, the service offer is developed using evidence based practice and is evaluated and performance managed rigorously at a local and borough wide level.

6.0 Early Education and Care within Family Centres

6.1 The Council continues to directly deliver early education and care on a sessional and term time only basis on six Family Centre sites and this is targeted at children accessing their two, three and four year old early education entitlement. In accordance with the recommendations agreed at Cabinet in September 2015 this is in the areas of Barnsley where the private and voluntary sector either do not or will not step in to meet need, in line with the council's duty to ensure access to sufficient early education and childcare. The following Family Centres offer early education and childcare:

- Darfield Family Centre
- Thurnscoe Family Centre
- Grimethorpe Family Centre
- Athersley Family Centre
- Kendray and Worsbrough Family Centre
- Dearne Family Centre

6.2 Worsborough Common Primary School governing body took the decision to continue to provide early years and childcare provision which was previously operated under the auspices of Rising Star's Children's Centre. This provided children and families with a continuity of care following the

transformation to the Family Centre model on the 1st April 2016.

6.3 For those areas where the Council ceased to be a direct deliverer of childcare all children and families were supported on a one to one basis to secure alternative provision prior to the 31st March 2016. An initial analysis of children and families accessing the provision suggests that the Council is acting in accordance with its statutory duty in that the large majority of families are very local to the provision and that sessional care meets their needs. This provides the Family Centre as a means of building a relationship with families and then to encourage their engagement in other services provided by the centre.

6.4 At the time of the Children's Centre statutory consultation in 2015, the vacancy rate in full day care (as recorded in the 2015 Childcare Sufficiency Assessment) was 38%. The annual audit of childcare settings undertaken during June 2016 shows a vacancy rate of 36% in full day care. In addition there remains a vacancy rate within sessional term time care (32%) and under 5's childminding places (58.1%). Further analysis shows that the Dearne South and Darton West wards show pressure on 3 and 4 year old places* , however, those areas have vacancies in other age ranges, which Ofsted now allows in-house flexibility to redefine the age categories to meet changing demand and local pressures.

**This is not due to any change in the service offer from Family Centres as early years and childcare provision operated by the Council remained unchanged in the Dearne South and Darton West area.*

6.5 The quality of the sector remains high and the current rate of good and outstanding provision in Barnsley is above national average at 88%.

7.0 Meeting the 30 Hour Entitlement for 3 and 4 Year Olds from September 2017

7.1 The government has identified 1,710 eligible 3 and 4 year olds in Barnsley who can access 30 hours of early education entitlement from September 2017. Nationally, it is estimated that 80% of parents will take up the free offer. Barnsley identified a potential pressure in the Monk Bretton and North East wards however this is mitigated by a new 46 place full daycare nursery due to open in the North East Ward and vacancies in existing provision in the Monk Bretton ward. The situation will be monitored closely by the service.

8.0 Universal and Targeted Group Provision

8.1 Due to the remit of Family Centres being expanded to include pre-birth to 19 year olds (25 years if the young person has a disability) a full remodelling of the evidence based, outcome focused service offer/programme is underway alongside a comprehensive scheme of workforce development. services continue to be integrated and delivered in partnership with a range of private, voluntary, maintained and statutory agencies. Consultation has been undertaken with stakeholders and as a result there is an increasing focus upon emotional health and wellbeing as a golden thread through provision and opportunities are being explored in relation to the Future In Mind transformation programme.

8.2 Through the previous delivery of services through Children's Centres and the Targeted Youth Support Service there is an already embedded programme of delivery for children and families pre-birth to 5 years old and 11 years old and older respectively. This is reviewed and refreshed as part of a continuous improvement programme. The current focus of this expansion of group provision is aimed at families with children in the 5-11 year old age group. The approach in Family Centres is to offer families a holistic session(s) delineated by age range called the 'Now I am ...' programme. A 'Now I am 5-7 years old' has been developed and will launch in September 2016 closely followed by a 'Now I am 7-11 years old'. The sessions aimed at children starting their secondary phase of education (11-12 years old) and teenagers are also being reviewed by the Targeted Youth Support service. The sessions are aimed at both children and families using a variety of means of engagement including outreach. In addition to the Now I am programme there are bespoke sessions being undertaken including Kids Cook and Eat and parenting programmes for families with teenagers.

8.3 The summer programme in 2016 included services for children and families across the age range and proved effective in raising awareness of the Family Centre wider offer and as an engagement initiative. There continues to be the delivery of the Solihull Parenting Programme for families with children from across the age range and this has been differentiated to provide sessions for families with similar age children as opposed to all age. This has proved effective in engaging families in discussion around how they address particular issues in relation to sharing of issues/experiences, developing and implementing strategies and general peer support.

8.4 Links with schools and in particular Primary Schools are being strengthened as this was previously focused on the transition from Children's Centre to school at age 5 years. It is imperative that the links and information sharing with Parent Support Advisors in schools is strong in particular where there is an Early Help Assessment in place and Team around the Family.

8.5 Group provision is delivered across the range of main, linked and outreach sites. There has been some building work/refurbishment in some areas during July to September 2016 however where possible this has been mitigated by delivering in other suitable sites. Moreover, where appropriate other community venues are utilised on a longer term basis.

9.0 Co-ordination of Early Help Assessments

9.1 On the 16th March 2016 the Early Start and Families Service became responsible for the borough wide coordination of early help assessments on behalf of agencies. This provided the service with the opportunity to streamline pathways to early help. There is now a single pathway to access early help through Family Centres and the provision of co-ordination of Early Help Assessments which are initiated by a range of agencies (see Appendix 1). Crucially this is set within a multi-agency context through the Early Help Steering Group for Children and Families and therefore both challenges and solutions are being developed collaboratively and agencies are constructively holding each other to account.

9.2 As part of the transfer of responsibility from Children's Social Care the Early Start and Families service has reviewed and updated the framework for co-ordination including:

- Tracking of early help assessments
- Performance management
- Workforce development
- Information, advice and guidance – web based including early help toolkit
- Communications and raising the profile
- Development of early help champions
- Strengthened arrangements with children's social care as part of continuous improvement
- Quality assurance through multiagency audit
- Increase in Early Help Assessment activity

10.0 Governance and Performance Management Arrangements - Borough Wide

10.1 The Stronger Communities Partnership has a number of steering groups reporting to it including the Early Help (Children and Families) Steering Group. This is a multi-agency group which reports to the Stronger Communities Partnership, Barnsley Children's Safeguarding Board and Trust Executive Group. Following an independent peer review in October 2015 the steering group has been tasked with developing and implementing an action plan to address the areas for improvement identified in the review report. The main areas of the action plan are identified above. A performance management framework is in place in order to drive improvements and ensure a positive impact on outcomes. This enables agencies to better align resources and fulfil their commitment to constructively hold each other to account.

11.0 Governance and Performance Management Arrangements – Locality

11.1 Locality governance continues to be provided by the statutory Family Centre Advisory Boards and

the service is reaching out to stakeholders that engage with families across the wider age range to become members of the boards. The Advisory Boards are aligned with Area Councils to ensure greater co-ordination across a range of priorities. Appropriate officers supporting Area Councils have been invited to attend their local Advisory Board. There is a requirement for Family Centres to ensure that the voice of children and families is heard and that they influence, support and provide challenge to their local Family Centre. A range of strategies are employed in order to secure this including attendance at Advisory Boards and sub groups including parent forums and one off provision based consultation. Family Centres are focusing efforts on expanding the membership of boards to include families with children across the age range. A local performance framework underpins borough wide priorities in order to ensure that Family Centres are firmly rooted in their communities. Knowing communities and their particular needs is vital in ensuring that services reflect and impact upon priority needs. Advisory Boards monitor performance at a local level and provide valuable support and challenge.

12.0 Family Support

12.1 Family Centres including the Targeted Youth Support service provides where appropriate one to one support to children, young people and families as part of a wider team around the family using the Early Help Assessment as part of the process. Through the early help pathway agencies can refer for extra support for children and young people across the expanded age range (see Appendix 1). Being able to engage families with children across age phases has provided the Opportunity for more holistic packages of support with no service imposed age boundary. Further developing the partnership with schools is a priority for the service and raising awareness of the Service offer and pathways has commenced. Progression will continue to be made in relation to the co-production and delivery of services. The core training matrix for Family Support Workers has been revised to ensure that staff are required to access appropriate training to enable them to better support families with older children.

13.0 Buildings

13.1 Group provision is delivered across the range of Family Centre main, linked and outreach sites, as well as in other community venues. There has been some building work/refurbishment in the following areas during July to September 2016 however where possible this has been mitigated by delivering in other suitable sites:

- Monk Bretton outreach site
- Stairfoot outreach site related to building work at Hunningly Primary School

13.2 On sites where there continues to be service delivery but these are no longer managed by a commissioned provider there were some initial issues relating to use during the summer school holidays however this has now been largely resolved. This included the following sites:

- Wilthorpe outreach site
- Royston outreach site
- Worsbrough Common linked site – issues relating to access to IT

13.3 In the Dodworth area it has been important to maintain access to services following the building closure at Gilroyd. Community venues have been utilised to deliver group provision including Dodworth Library, Keresforth Primary School and St John's Primary School. In addition families have access to one to one family support on site and in the home.

14.0 Implications for Local People and Service Users

14.1 Families are able to access services based on assessed need in the community in a Family Centre main, linked or outreach site or in a community venue and in the home where appropriate under the proposed model.

14.2 Families, children and young people continue to be able to have a voice and influence on service

priorities and the delivery model. Centres are statutorily required to establish governance arrangements through the provision of local Advisory Boards. In order to recognise the wider age range of Family Centres these have been extended to include relevant stakeholders whilst ensuring that families continue to be empowered to take an active part in the decision making process and shape local family services in their area.

14.3 Centre staff worked closely with the Families Information Services to provide a personalised service to ensure that any transition was smooth for children and the families where the council ceased to deliver childcare. The Council is committed to ensuring that all children have the best start in life and have access to high quality early education and care and currently the rate of good and outstanding provision in Barnsley is above the national average at 88%.

15.0 Financial Implications

15.1 The Early Start and Families service achieved the target savings of £2.5 million over a 2 year phased basis (2015/17) with the re-modelled service effective from 1 April 2016.

15.2 There are no direct financial implications arising from this report on the overview of the first 6 months of the new family centre service model.

16.0 Employee Implications

16.1 A reconfiguration of the size undertaken inevitably had a far reaching and deep impact on staff employed within the affected services. 262 members of staff were involved in the restructuring process. There were 22 compulsory redundancies as a result of the restructure which was a reduction on the forecast of 30 as at January 2015. In addition 23 members of staff took voluntary severance and 31 staff members resigned from their position during the consultation process.

16.2 The process of appointment to the new structure was developed with agreement from the Trade Unions. The approach agreed to for appointment was to ensure opportunities were open to staff irrespective of their current work-base and the proposed future delivery model. Whilst this provided equality of access it did lead to staff being appointed largely in new locations, forming new teams and often in new or re-shaped roles from the 1st April 2016. This led to staff working with and supporting new communities that they were unfamiliar with. Transitions were managed during this period however due to the large scale nature of the change this proved unsettling for staff and continuity of service delivery at the scale and pace prior to the change proved challenging. Wholesale relationship building continues to be the highest priority at all levels including with children and families, communities, stakeholders and within staff teams.

16.3 The service experienced some turnover in staffing, predominantly early years and childcare staff, during the first quarter of 2016 as staff began to experience their role in a new location and it is anticipated that there may be a further unsettled time within the service when the payment protection period ceases for eligible staff (31.03.2018).

16.4 As stated in Paragraphs 5.8 – 5.10 of the report the core training matrix for staff has been revised to take account of the wider age range of children supported along with multi-agency early help workforce development.

17.0 Communications Implications

17.1 Prior to and following the launch of the service on the 1st April 2016 a booklet was produced (see Appendix 1) and circulated widely to all stakeholders including access on the Council's website and Family Services Directory. This raised awareness of the service and the new streamlined pathway to early help through Family Centres. Posters were distributed in appropriate venues and a presentation was delivered to key stakeholders and across a range of agencies. Information was shared with the press and via social media. There were some misconceptions in a small number of communities relating to closure or a ceasing of services however the service worked hard to address this.

17.2 In relation to the wider work of the multi-agency Early Help (Children and Families) Steering Group a Communications Plan has been developed and is being implemented in order to promote early help including the development of a promotional short video.

18.0 Consultations

18.1 The Council completed a full statutory public consultation in relation to the proposed changes to the Children's Centre programme under Section 5D of the Childcare Act 2006.

19.0 Key Policy Considerations

19.1 There are no direct considerations as a result of this report.

20.0 Tackling Health Inequalities

20.1 The proposals actively address health inequalities through integrated early help services delivered in partnership with health.

21.0 Climate Change and Sustainable Energy Act (2006)

21.1 There are no direct implications as result of this report.

22.0 Consideration of Risks

22.1 There are no direct implications as a result of this report.

23.0 Health and Safety Implications

23.1 There are no direct implications as result of this report.

24.0 Compatibility with the European Convention on Human Rights

24.1 There are no direct implications as a result of this report.

25.0 Promoting Equality, Diversity and Inclusion

25.1 The mitigation identified in the equality impact assessment contained in the original KLOE report was implemented as outlined in the body of the report. Families were supported on a one to one basis where the Council ceased to deliver childcare and appropriate alternatives were secured by families. The Council must ensure that there is sufficient high quality childcare across the borough and it provides support to the private, voluntary and maintained sector to start up childcare businesses or expand in areas where there is not enough provision to meet demand. This supports the local economy whilst meeting statutory guidance that Council's should only provide childcare where the private and voluntary sector fails to do so.

25.2 The service monitored the impact of the proposal on a centre level basis and collectively across the borough. The service responded to individual impacts when required together with preventative mitigation. The service actively supports and promotes equality, diversity and inclusion.

26.0 Reduction of Crime and Disorder

26.1 The model supports families and communities through the provision of early help strengthening community cohesion.

27.0 Conservation of Biodiversity

27.1 There are no implications as a result of this report.

28.0 Glossary of Terms and Abbreviations

28.1 **Main and linked sites:** open during core hours (this may vary depending on the needs of the community) and service users will be able to access on a drop-in, adhoc basis during opening hours

Outreach sites and community venues: will operate groups and services on a planned and timetable basis. Families seeking information, advice and guidance and support outside these times will be able to access alternative main or linked Family Centre sites, telephone consultation or if appropriate their allocated Family Support Worker. The Families Information Service is also available to support and assist.

Future In Mind Transformation Plan: a transformation plan that will significantly improve the Emotional Well Being and Mental Health outcomes for the children and young people of Barnsley over the next 5 years and beyond.

29.0 List of Appendices

29.1 Appendix 1: Barnsley Family Centres – Early Help for Families Booklet

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Date: 28th September 2016

Financial Implications/
Consultation
*(to be signed by senior Financial Services officer
where no financial implications)*