

<b>Report to:</b>	Overview and Scrutiny Committee (Children's Services and Safeguarding)	<b>Date of Meeting:</b>	Tuesday 26 September 2017
<b>Subject:</b>	The development of Family Well-being Service		
<b>Report of:</b>	Director of Social Care and Health	<b>Wards Affected:</b>	(All Wards);
<b>Portfolio:</b>	Children, Schools & Safeguarding		
<b>Is this a Key Decision:</b>	No	<b>Included in Forward Plan:</b>	No
<b>Exempt / Confidential Report:</b>	No		

**Summary:**

In March 2017 the Council approved the proposed development of locality working. This report provides Overview and Scrutiny Committee (Children's Services and Safeguarding) the opportunity to comment on the proposals to develop Family Wellbeing Centres.

**Recommendation(s):**

Overview and Scrutiny Committee are asked to:

- (1) Comment on the draft strategic vision and principles for the development of Family and Wellbeing Centres
- (2) Comment on the proposal to implement a new funding formula
- (3) Note that public engagement and consultation is planned to commence week beginning 25<sup>th</sup> September

**Reasons for the Recommendation(s):**

The Council faces significant demographic and financial pressures. This proposal is part of the Early Intervention & Prevention project approved by Council in March 2017. This proposed model will tackle the multiple needs of families in a more joined-up way.

**Alternative Options Considered and Rejected:** (including any Risk Implications)

Remaining the same is no longer viable.

**What will it cost and how will it be financed?**

**(A) Revenue Costs**

The total revenue budget in support of Children’s and Family Centres is currently £6.5m and this figure includes services commissioned from other external agencies that support the current Children’s Centre delivery model. The merger of Children’s and Family Centres will make some efficiency savings and reduce duplication of provision. Any savings that may result from this new model of working would contribute towards the Early Intervention and Prevention (EiP) transformation savings workstream that was agreed by Council as part of the current Medium Term Financial Plan 2017 – 2019.

**(B) Capital Costs**

**Implications of the Proposals:**

<b>Resource Implications (Financial, IT, Staffing and Assets):</b>
<b>Legal Implications:</b>
<b>Equality Implications:</b>  Equality implications will be further considered following the community engagement planned.

**Contribution to the Council’s Core Purpose:**

Protect the most vulnerable: the proposed model seeks to <ul style="list-style-type: none"><li>• Ensure a focussed response on providing improved outcomes for the children and young people themselves on occasions where the “whole family” approach does not work.</li><li>• Ensure that the child's voice is heard and that safeguarding thresholds are maintained through service redesign and delivery</li></ul>
Facilitate confident and resilient communities: the proposed model seeks to <ul style="list-style-type: none"><li>• Respect families starting points, and intervene early to provide the required support in a timely way.</li><li>• Develop a “whole family” approach where root cause issues can be addressed and families limit the number of times they need to tell their story</li><li>• Support children and families that are failing to thrive or reach their potential, particularly with regard to attachment, language acquisition and early childhood milestones</li><li>• Promote good mental health and emotional wellbeing for all children and young people, parents and care givers in Sefton and improve access to targeted support to address health inequalities.</li></ul>
Commission, broker and provide core services:
Place – leadership and influencer:
Drivers of change and reform: the proposed model seeks to

<ul style="list-style-type: none"> <li>• Ensure a targeted and evidence-based approach for those children and families who are in the greatest need</li> </ul>
Facilitate sustainable economic prosperity:
Greater income for social investment:
Cleaner Greener

## What consultations have taken place on the proposals and when?

### (A) Internal Consultations

The Head of Corporate Resources (FD.4867/17) and Head of Regulation and Compliance (LD.4151/17) have been consulted and any comments have been incorporated into the report.

### (B) External Consultations

Headteachers have been engaged in the development of this strategic approach.

## Implementation Date for the Decision

NA

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## Appendices:

There are no appendices to this report

## Background Papers:

<http://smbc-modgov-01/ecSDDisplay.aspx?NAME=SD2293&ID=2293&RPID=15618794>

## 1. Introduction/Background

- 1.1 For some time our communities have told us that they want a joined up approach. In March 2017 Council Members approved the concept of locality working. As part of this work the Director of Health and Social Care has led a review of the current Children’s Centre and Family Centre offer, delivery points and associated funding.
- 1.2 Since the introduction of the Children and Family Centres in 2006-2007 there has been no overall strategic vision or strategic direction, and given the significant change in successive government and local policies, Sefton now wants to take a strategic approach.
- 1.3 The Director of Health & Social Care has held internal working groups and conducted a number of meetings with Headteachers and the Centre Managers to develop a strategic approach. In addition, visits to all the Children and Family Centres have been undertaken, including some visits alongside Cabinet Members.
- 1.4 Following extensive work a draft strategic vision for the future of the Children & Family Centres has been undertaken and resulted in the strategic vision presented within this paper

## 2. Context – Children’s Centres

- 2.1 Currently within Sefton, there are 10 Children’s Centres operating from a number of schools, Council and community bases. Nine Centres are based on Nursery or Primary School premises; they operate as a commissioned service, governed by the school and quality assured by the School Readiness Team. The tenth centre is under direct management of the Council and operates from a Council building.

2.2

<b>Children’s Centre</b>	<b>Phase &amp; yr. established</b>	<b>Governance</b>
Cambridge	1 27/04/2007	Commissioned service, governed by Cambridge Nursery School
Linaker	1 11/07/2006	Commissioned service, governed by Linaker Primary School
Litherland	1 24/03/2006	Commissioned service, governed by Litherland Moss Primary School
Netherton	1 18/09/2006	Council
Seaforth	1 13/02/2006	Commissioned service, governed by Sand Dunes primary School
Springwell	1 23/03/2006	Commissioned service, governed by Springwell Primary

Children's Centre	Phase & yr. established	Governance
		School
First Steps (Kings Meadow & Farnborough Road)	2/3 25/02/2008	Commissioned service, governed by Farnborough Road Infant School
Hudson	2 25/02/08	Commissioned service, governed by Hudson Primary School
Waterloo/Thornton	2 01/11/07	Commissioned service, governed by Waterloo Primary School
Freshfield	3 28/02/2010	Commissioned service, governed by Freshfield Primary School

2.3 The 10 centres are located across Sefton, primarily serving areas of deprivation. However the size of the locality they serve is very different and ranges from 792 to 3,356 under 5's within the reach area.

### 3. Context - Family Centres

3.1. The Family Centre resource have traditionally been aligned to support Children's Social Care assessments, plans and interventions. In 2012 the Council restructured this resource alongside Children's Centres, Integrated Youth Support, Aiming High and Emotional Health and Wellbeing to form the new Early Help Service. Since its creation the Family Centre team have maintained integrated working with Children's Social Care (CSC) alongside the development of an Early Help offer and leadership of Early Help plans. The allocation of resources has shifted from 100% CSC to 70% CSC and 30% Early Help.

3.2 The Council operate 4 Family Centres:

- Netherton – Netherton Children's Centre, Magdalen Square, Netherton
  - Seaforth – Seaforth Children's Centre, 39 Caradoc Road, Seaforth
  - Marie Clarke – Alt Road, Bootle
  - Southport – St Andrews Place, Talbot Street, Southport
- NB. 2 Centres are co-located with Children's Centres (Netherton and Seaforth)

3.3 Although the family centre functions and core offer differ to Children Centres the data scrutinised clearly identifies similar cohorts of families attending both centres, or outreach services. Clearly by integrating the centres it is possible to offer a more universal offer which is in line with our proposed strategic approach. This would provide better outcomes with more joined up partnership working with a focus on health and well-being, identifying early help and preparing children for school. It also provides some opportunities to identify efficiencies through staffing changes.

## **4. The Operating Model**

- 4.1 The proposals for remodelling and developing a family well-being service is part of a wider transformation process relating to Early Intervention and Prevention – Locality Teams. The proposals will create five distinct geographical service delivery areas across the Borough, which align to the three identified localities.
- 4.2 The strategic direction for a Family Wellbeing service clearly outlines the vision and approach the Council wishes to adopt. It was proposed that we widen the offer to 0-19 by providing outreach support into schools and the community. This would complement the approach the Council has taken surrounding health and well-being services and their approach to multi-disciplinary working in the context of working within defined bases.
- 4.3 The key principles of the family well-being service are to:
- Respect families starting points, and intervene early to provide the required support in a timely way.
  - Develop a “whole family” approach where root cause issues can be addressed and families limit the number of times they need to tell their story
  - Ensure a focussed response on providing improved outcomes for the children and young people themselves on occasions where the “whole family” approach does not work.
  - Ensure that the child's voice is heard and that safeguarding thresholds are maintained through service redesign and delivery
  - Ensure a targeted and evidence-based approach for those children and families who are in the greatest need
  - Support children and families that are failing to thrive or reach their potential, particularly with regard to attachment, language acquisition and early childhood milestones
  - Promote good mental health and emotional wellbeing for all children and young people, parents and care givers in Sefton and improve access to targeted support to address health inequalities.
- 4.4 **Overview and scrutiny are asked to comment on the above principles**
- 4.5 It is proposed that each locality will be served by a lead Family and Wellbeing ‘hub’. A Manager will be allocated to each locality. The lead ‘hub’ centre will be responsible for co-ordinating the delivery of the family well-being service and managing the distribution of activity and staff within their area according to need. The impact on staffing will be a reduction of management. Frontline and admin staffing will be reduced according to the formula. This approach will allow for increased joint planning and management across the whole locality and particularly in relation to service design and improvement.
- 4.6 In order to account for the large geographical area; the North and Central localities will be sub divided into two service delivery hubs – this will ensure that the budget and staffing can be aligned closer to communities.

- 4.7 It is expected that each lead ‘hub’ will be supported by the majority of remaining Children’s Centres and Family Centres, which will operate as link or satellite centres and will effectively be delivery points.
- 4.8 Although the existing Family Centre functions differ to Children Centres; the data scrutinised, clearly identifies, in some cases, similar cohorts of families attending both family and children’s centres. By integrating the centres it is possible to offer a more universal offer which is in line with our strategic approach. This will provide improved outcomes with more joined up partnership work. A renewed focus will be on health and well-being, identifying early help and supporting families through periods of need. It will also provide some opportunities to identify efficiencies through staffing changes.
- 4.9 The proposed new model will support the concept as outlined in the Statutory Guidance for Children’s Centres 2013, which states that children’s centres are as much about making appropriate and integrated services available, as they are about providing premises in particular geographical areas. In practical terms, this means less centres will be registered as standalone children’s centres with Ofsted. The remaining centres will be listed as linked or satellite sites and will no longer be subject to individual inspections.
- 4.10 The table below highlights the differences between the current operating model (including existing reach areas) to the proposed service delivery areas and their place within the locality model.

<b>Locality area</b>	<b>Proposed Main Base</b>	<b>Additional Complementary Bases</b>
North	<b>Talbot Street - Potential Family Wellbeing centre</b>	Linaker Freshfield Farnborough & Kingsmeadow
South	<b>Waterloo - Potential Family Wellbeing centre</b> Or <b>Marie Clarke - Potential Family Wellbeing centre</b>	Cambridge Seaforth (the place that you currently use may change)
Central	<b>Netherton – Potential Family Wellbeing Centre</b>	Hudson Litherland Thornton Springwell

- 4.11 The proposed model also aligns with how we anticipate Children’s Centres will be inspected by Ofsted in the future. Rather than a single centre inspection, it is expected that they will be considered as part of the overall Children’s Service inspection regime; as recent Joint Targeted Area Inspections have included some inspection of Children’s Centre service delivery. In practical terms, this means less centres will be registered as standalone children’s centres with Ofsted. The

remaining centres will be listed as linked or satellite sites and will no longer be subject to individual inspections.

- 4.12 The proposed operating model will be delivered from a number of key sites, either community or school based. This network of delivery points will ensure services can be delivered close to the community and ensure travel times are not drastically increased for service users accessing the provision. It will enable a more focused and targeted approach to meeting resident needs and priorities.
- 4.13 Further detailed work will be required to determine conclusively which buildings the offer will be delivered from, however, the strategic vision is committed to delivering the offer as close to the community as possible.
- 4.14 Location of the three proposed Family and Well-Being Centres - To deliver the new funding formula the proposal is to have one main family well-being hub within each locality and each overseen by a manager. This central hub would see the delivery of children centre and family centre functions. Existing children's centres would potentially be delivery sites along with additional outreach venues.  
Proposed sites include:  
North – Talbot Street  
Central – Netherton Children's Centre and Family Centre  
South – Waterloo Children's Centre or Marie Clarke Family Centre

## **5. Finance Background**

- 5.1 Funding for each Children's centre is based on historic reasoning. When subject to detailed analysis it appears not to follow any pre-determined formula or clear rationale. This is highlighted when the Children's Centre budget is aligned to the number of under 5's the centre serves. The amount of budget per under 5 ranges from £99 to £334, with the average amount of £206.
- 5.2 The Children's Centre budget is distinct from the school, with any deficit returning to the Local Authority as opposed to being incorporated into school budgets. In the vast majority of cases comprehensive re-charges are made to the school to cover utilities, cleaning, maintenance etc. Charges are often also made for management oversight and/or admin and caretaking support. However, currently there is no standardised fee or calculation set, to determine this amount across the centres.

## **6. Proposed funding formula to support new operating model**

- 6.1 As funding has been based on historic reasoning, conversations with head teachers have confirmed there is a will to develop a funding formula which will provide a more equitable and fair distribution of funding across our most deprived areas. It is anticipated that this will provide improved outcomes where most needed. In line with the strategic vision outlined above it is proposed that a new funding formula is introduced which will encompass both current Children Centre and Family Centre delivery by way of a new Family Well-being service. The formula will allocate staffing and operational costs on a clearly defined basis that reflects the ambition of the service within the resources available.



- 6.2 The proposal is that a weighted funded model is adopted which takes account of levels of deprivation and need across pre-determined reach footprints within localities, and that this supports a flexible and well trained workforce.
- 6.3 Officers are developing a model which will propose to set out staffing resources to reflect an allocation for universal / targeted outreach, early years home visits, early intervention family work, family intervention to support social care cases, admin and data oversight.
- 6.4 it is anticipated that the formula will weights the following factors, subject to a detailed assessment of an equality report:
- Numbers of children (0-5) within each reach area with higher weighting for areas of deprivation in higher IDACI banding. (IDACI is the Income Deprivation Affecting Children Index )
  - A weighting linked to the proportion of referrals to social care
  - Numbers of early help cases
  - Population for 6-19 year olds
  - Time allocated to social care cases
- 6.5 The effect of the new funding formula will be that existing children's centres will be unlikely to have the same budget as they currently have now.
- 6.6 **Overview and Scrutiny are asked to comment on the approach being taken towards the development of a funding formula.**

## **7. Legal considerations**

- 7.1 In order to implement the new operating model, consideration will be given to the relevant legislation incorporated within the Childcare Act 2006.

## **8. Consultation and Engagement**

- 8.1 In order to gain the views of the public, service users, partners and staff and realise statutory requirements on the proposed changes to the delivery of Family Centre and Children's Centre roles within Sefton it will be necessary to enter a period of consultation and engagement. A more detailed plan will form the basis of a report presented to the Public Engagement & Consultation Panel, available [here](#).
- 8.2 The feedback from this consultation will be considered by Cabinet in December 2017
- 8.3 **Overview and Scrutiny are asked to note the intention to fully engage on the proposals**

## **9. Equality Impact Assessment**

- 9.1 It will be essential that careful consideration is given to the Council's statutory duties under the Equality Act 2010, particularly section 19 and section 149 of the act. With this in mind, we will conduct a full equality analysis across the programme, with recommendations where appropriate, for consideration by Cabinet and Council prior to any final decision being made.
- 9.2 Re-configuration of activities delivered at Children's Centres – In order to ensure a greater understanding of the specific changes to services on offer, an analysis of information and data will be required on which services will continue to be delivered, reduced and or ceased in line with the new proposals linked to protected characteristic, demographic needs and usage trends. Assessment will also be required on the how families currently access or are signposted into the provision along with the reasons why.
- 9.3 Funding formula – as this is new policy and practice, an equality analysis will be required, to ensure that the new funding formula meets PSED and does not inadvertently contain bias that will disadvantage any protected groups.
- 9.4 Due to the potential impact on staff, service users any anyone with a significant interest, there will be, as part of a consultation and engagement strategy, meaningful and clear communications to all appropriate parties enabling them to form considered responses. Given the breadth and reach of the programme there are a number of aspects which will need to be given specific consideration and analysis in order to help form a coherent proposal for consulting upon.

## 10. **Property Considerations**

- 10.1 Further detailed work is required to determine conclusively which buildings the offer will be delivered from. However, the strategic vision is committed to delivering the offer as close to the community as possible. An equality analysis report and consultation will assist with this.