

	<p align="center">CHILDREN, EDUCATION, LIBRARIES & SAFEGUARDING COMMITTEE</p> <p align="center">16 January 2017</p>
<p align="center">Title</p>	<p>Children, Young People and Family Hubs – Outline Business Case</p>
<p align="center">Report of</p>	<p>Chairman of the Committee, Councillor Reuben Thompstone</p>
<p align="center">Wards</p>	<p>All</p>
<p align="center">Status</p>	<p>Public</p>
<p align="center">Urgent</p>	<p>No</p>
<p align="center">Key</p>	<p>No</p>
<p align="center">Enclosures</p>	<p>Appendix 1: 0-19 Family Hubs – Outline Business Case Appendix 2: 0-19 Family Hubs – Consultation and Engagement Plan</p>
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Summary
<p>Barnet’s Children, Young People and Family Hub Programme was established in early 2017 and was reviewed and widened in June 2017 to focus on improving how Early Help was delivered across the different public sector agencies in Barnet for children, young people and families.</p> <p>The programme has focussed on trialling improvements to partnership working by creating three Children, Young People and Family Hubs in the borough. The hubs are based on the current Children’s Centre localities, and will focus on supporting children and young people aged 0-19 and their families who are in need of Early Help.</p> <p>This report outlines the proposed long term options for the delivery of Council delivered or commissioned Early Help services – Early Years, Early Help and Youth Services – which will embed service improvements and achieve the financial efficiencies required as laid out in the Medium Term Financial Strategy. The detail on the options is provided in the Outline Business Case in Appendix 1.</p> <p>The report also includes details of the public consultation process which will inform the Final Business Case and contain the recommended option for services. The full Business Case is</p>

proposed to come to Children, Education, Libraries and Safeguarding Committee in June 2018.

Recommendations

1. That the Committee review the Outline Business Case for the proposed long term model of 0-19 Hub Delivery as outlined in Appendix 1.
2. That the Committee agree that the public consultation on proposals for introducing a new 0-19 Hub model will commence on 1 February 2018.
3. That the Committee agrees to a Full Business Case coming back to the CELS committee at its meeting in June 2018.

1. WHY THIS REPORT IS NEEDED

- 1.1 At its last meeting in November 2017, CELS Committee received a report on progress of Barnet Children's Services Improvement Action Plan. This contained a section on the Children, Young People and Family Hub programme, and confirmed that an Outline Business Case would be presented at CELS in January 2018 outlining the options to achieve long term service change.

2. REASONS FOR RECOMMENDATIONS

- 2.1 There is a clear case for change within the Early Help services, both delivered by the Council and its partners. This case is focussed on three key areas:

2.1.1 Improved ways of working

The Council is only one provider in many who provide Early Help services to children, young people and families in the early stages of crisis. Schools, community health services (mental health, health visiting, school nursing), welfare advice/housing and the voluntary sectors are also key providers, and are commissioned or funded through various funding streams.

The challenge is that although Barnet has some good Early Help services in place, families and staff tell us that:

- Families often don't get the right help at the first time of asking, and are either referred onto or need to contact a number of different agencies before they can access help. This leads to frustration and delays in families getting the right kind of help, as well as agencies working in silos when responding to requests.
- Multiple practitioners are involved in supporting more complex cases, with confusion about which other agencies are involved in supporting a case, families having to tell their stories multiple times, and interventions that may miss underlying needs because of a lack of multi-agency information.
- Families often have children spread across pre-school, primary, secondary and post 16 age ranges. A singular focus on pre-birth, 0-5, 5-16 or post 16 services may overcomplicate service delivery for these families.

[Source: Questions on multi agency working for practitioners and families in Barnet, October – December 2017, Strategy and Insight Team]

This feedback is supported by the observations by Ofsted within their Single Inspection Framework report on services for children in need of help and protection, children looked after and care leavers. Specific information on the relevant Ofsted recommendations is outlined in the Outline Business Case in Appendix 1.

2.1.2 Site services closer to families

Currently, early help services for children, young people and their families are located in a number of different places across the borough, depending on historical links, and which agency provides that activity. Examples of hub working from elsewhere in the country, including from Cheshire/Cheshire West, Southend, Barnsley and Essex, indicate that by bringing services together physically:

- Families don't get frustrated or confused by trying to navigate local services;
- Practitioners build better relationships and knowledge of local services; and
- There is some financial benefit through reducing the number of touchdown/bases for practitioners, and sharing costs on running office/buildings.

Locally, the BOOST programme, which is focussed on the provision of joined up housing, benefits and employment advice and support, has demonstrated that multi agency hubs close to where service users live, work better than individual services either centrally located, or dispersed in other locations.

2.1.3 Delivering cost effective services

The main focus for this report is driving improvements to services. However it is also relevant to note savings targets which for 2018/19 can be met from public health and DSG budgets and other income/cost recovery measures referred to in this report. Opportunities for further efficiencies will be considered in the development of the model and will be subject to committee review and consultation in advance of 2019/20 as appropriate.

Initial proposals

2.2 The Children, Young People and Family Hub programme has been testing what improved ways of working may look like in the East-Central locality (covering High Barnet, Underhill, Oakleigh, Totteridge, East Barnet, Brunswick Park, Coppetts, Woodhouse, West Finchley and East Finchley wards); one of three localities in Barnet.

2.3 The pilot has been delivering since September 2017, and has focussed on supporting children and young people aged 0-19 and their families who are in need of Early Help. The pilot hub has been aiming to do this through:

- Co-location of staff from different organisations in the same location(s);
- Introducing an Early Help Multi Agency Panel to identify the lead agency and co-ordinate support for individual families in need of Early Help;

- Improving ways of working between organisations and different professional backgrounds through shared training and development;
- Reviewing the partnership offer in the locality, so it is delivered in the right places, to the right people, has the right impact and is clear.

2.4 In its first three months, the pilot has had some positive effects:

- Families in need of a multi-agency response have had a quicker and more comprehensive response within days of referral. This is due to quicker decision making, better information sharing between professionals and a focus on putting the right lead professional and team in place around that family;
- Professionals from 8 organisations across health, education, early help, housing and employment have agreed to co-locate in two locations in the East-Central Locality, either on a full or part-time basis. This cuts travel time for staff, fosters a culture of more integrated working, as well as making it simpler for families to access services due to them being based in the same place;
- A school based pastoral/family support network has been identified, enabling staff to be supported across the locality to build knowledge and practice;
- Some gaps and duplications in service across the partnership are being identified via the needs discussed at the Early Help Multi Agency Panel and work at the development group.

2.5 The pilot has also indicated that a number of long term changes need to be made to Council services to help embed the positive improvements in service, as well as prepare for delivery with reduced resources. These include:

- The need to bring all Local Authority Early Help services across Early Years, Family Support and Youth Services under a single 0-19 service;
- Being clear about roles and expectations for staff within the hub model;
- Streamlined Local Authority leadership and management for teams which will contain Council staff from a variety of different disciplines (e.g. social work, family support, youth workers);
- Consideration of service delivery from Children's Centres, and how this fits into the hub model in future;
- Critically questioning current Council traded services that are not currently breaking even and use of current buildings; consider whether services can be delivered in a different way, or buildings used more creatively;
- The need to match the number and skillset of staff to the different needs in each locality.

2.6 To resolve these questions, the Outline Business Case in Appendix 1 outlines initial ideas for options available for the Local Authority to achieve the long term changes needed to Local Authority services in order to introduce the hub model fully. Two options are presented:

- **Option 1 – Move to an integrated 0-19 Hub Delivery Model.**

This would involve:

- a move to a single 0-19 Hub service, with shared management;
- integration of Children's Centres in the hub model would redefine responsibilities as all the aspects of the core offer that relate to Family Support and Common Assessment Framework services would be delivered by an integrated partnership of Family Support, Health Visitors, midwives, Family Nurse Partnership and the Troubled Families programme;
- full cost recovery of Greentops and Finchley Youth Centre two venues and break even or cease current traded services,; and
- using existing sources of funding (other than General Fund) to offset support services, including Public Health Grant and Dedicated Schools Block,;

This option looks to integrate services which results in a reduction in spend on management posts, but maintains existing resources at the frontline of services. Changes in the number of posts and budget reductions will be shaped by the results of the consultation exercise; further testing of trading conditions; the needs of each of families living in each of the three localities; and the development of future staffing structures with current commissioned providers.

- **Option 2 – Roll out of current pilot model with no structural change to services.**

This would involve focussing on rolling out the hub model across the borough, and no structural change to services either delivered or commissioned by the Local Authority. Stronger coordination of services could be achieved, but capacity would be reduced as cuts would be inevitable.

2.7 Option 1 is the preferred option as it would deliver the service improvement required; the most cost efficient service, and achieve the most progress towards the Ofsted recommendations relating to Early Help.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1 An alternative option to those presented in the Outline Business Case is to maintain the status quo. This would involve stopping the pilot work, disbanding the partnership supporting the programme and not exploring any structural change to any services commissioned or delivered by the Local Authority. However, this would not achieve service improvements needed to improve outcomes for children and families at the pace required; or the efficiencies already agreed by Members in the Medium Term Financial Plan.

- 3.2 Maintaining the status quo would also not meet the targets within the Barnet Children's Services Improvement Action Plan, which is integral to driving the continuation of the Family Services' improvement journey following the Ofsted judgement received in July 2017.

4. POST DECISION IMPLEMENTATION

- 4.1 Depending on the decision by CELS committee on 16th January, the next steps will be to:

- Undertake public consultation on the proposals from 1st February to March 2018;
- Test with customers of current traded services about future funding models for traded services which do not current break even;
- Continue to evaluate the pilot hubs in East-Central and West, and its impact, particularly for families in need of Early Help services;
- Use the evaluation data, responses to the public consultation, conversations with partners and staff, and results of traded services conversations to inform the Final Business Case being presented to CELS committee for decision in June 2018.

- 4.2 Dependent on the decisions both this evening and on the Full Business Case, it is intended that any new model would be rolled out from June 2018, with a target go live date of January 2019.

- 4.3 Implementation of the programme post decision will be overseen by the Programme Board which has governed the programme so far, chaired by the Operational Director – Early Help, Children in Need and Child Protection. The Programme Board is accountable to the Family Services Strategic Director, and ensures effective communication and engagement with staff, children, young people and their families.

5. IMPLICATIONS OF THE DECISION

5.1 Corporate Priorities and Performance

The implementation of Barnet Children's Services Improvement Action Plan is a key mechanism through which Barnet Council and its partners will deliver the Family Friendly Barnet vision to be the most family friendly borough in London by 2020.

This supports the following Council's corporate priorities as expressed through the Corporate Plan for 2015-20 which sets out the vision and strategy for the next five years based on the core principles of fairness, responsibility and opportunity, to make sure Barnet is a place;

- Of opportunity, where people can further their quality of life
- Where people are helped to help themselves, recognising that prevention is better than cure

Family Services are working with partners to make Barnet the most family friendly

borough to ensure a great start in life for every child and prepare young people well for adulthood. Building resilience through purposeful practice, enabled by appropriate tools and a high quality workforce so that families are able to help themselves and prevent problems from escalating.

5.2 Resources

Efficiencies within the Early Years, Early Help and Youth Services are a key part of the Medium Term Financial Strategy for 2018-2020. Efficiencies for 2018/20 will be met from public health and DSG budgets and other income/cost recovery measures referred to in this report. Opportunities for further efficiencies will be considered in the development of the model and will be subject to committee review and consultation in advance of 2019/20 as appropriate.

5.3 Social Value

The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Before commencing a procurement process, commissioners should think about whether the services they are going to buy, or the way they are going to buy them, could secure these benefits for their area or stakeholders.

5.4 Legal and Constitutional References

- 5.4.1 Local authorities have a wide range of general and specific duties in relation to children and young people. The re-design of early help services will impact on a number of these duties. This section highlights the most relevant ones.
- 5.4.2 Under section 11 of the Children Act 2004, the Council and partner agencies must make arrangements for ensuring that their functions are discharged having regard to the need to safeguard and promote the welfare of children. This duty applies to all council functions and to all children in the local area, however it is particularly relevant in relation to services provided to families and children in need of support.
- 5.4.3 Under s.2B of the National Health Service Act 2006, the Council has a duty to take such steps as it considers appropriate for improving the health of the people in its area. Such steps include provision of services or facilities designed to promote healthy living and provision of information and advice. Having integrated and effective early help services for children and families support both of this overarching public health duty.

The Council has various duties in relation to pre-school and primary school aged children under the Childcare Act 2006.

- **Section 1** places a duty on the Council to improve the wellbeing of children aged 0-5 and to reduce inequalities between them.
- **Section 3** requires the Council to ensure that early childhood services are provided in an integrated manner, in order to facilitate access to maximise the benefit to young children and their parents.
- **Section 4** places a duty of relevant partner agencies to work with the local authority to improve wellbeing and secure integrated childhood services.

- **Section 5A** requires the Council to secure, so far as reasonably practicable, sufficient children's centres in its area to meet local need.
- **Section 5D** requires the Council to consult on any significant changes made to children's centre provision within the local area.

5.4.4 The proposal involves changes to the use and way services are delivered in Children's Centres, and it involves a different approach potentially moving to services being provided in a more holistic way to families regardless of the age of the child. When considering this proposal, the Council must bear in mind that it retains specific duties in relation to young children, including a sufficiency duty in relation to children's centres. The planned consultation will include focused questions on the proposals for future use of children's centre buildings.

5.4.5 In addition to its general welfare duties, the Council has a specific duty under s.507B of the Education Act 1996 to secure, so far as reasonably practicable, sufficient educational leisure-time activities and recreational leisure-time activities and facilities for the improvement of well-being of young people aged 13-19 years (up to 24 years for those with a learning difficulty or disability). The Council has a power to charge for activities provided in accordance with this section. In exercising this function, the Council must take steps to ascertain the views of young people about the need for such activities and facilities and secure that these views are taken into account. The planned consultation will include focused questions on the proposals for future use of the youth centres and services for young people.

5.4.6 The Council has a general duty under s.27 of the Children and Families Act 2014 to keep under review the educational, training and social care provision made in its area for children and young people who have special educational needs or a disability and must consider the extent to which this provision is sufficient to meet the educational, training and social care needs of these children and young people. This duty includes a requirement to consult prescribed persons, including relevant children and young people and their parents, schools, colleges, children's centres, early years providers and youth offending teams. The planned consultation will include these groups.

When making decisions to change the way services are delivered, the Council must consider its public law duties, including the need to make its decision in a fair and transparent way. The Council should take account of all relevant information when making its decision, including in particular the results of consultation and the equality implications of the decision, as well as the statutory framework.

5.3 **Risk Management**

Key risks and mitigating factors for both options presented in this report are outlined in the Outline Business Case in Appendix 1.

5.4 **Equality and Diversity**

5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- advance equality of opportunity between people from different groups
- foster good relations between people from different groups

5.6.2 The broad purpose of this duty is to integrate considerations of equality into day business and keep them under review in decision making, the design of policies and the delivery of services

5.6.3 Equalities and diversity considerations are a key element of social work practice. It is imperative that help and protection services for children and young are sensitive and responsive to age, disability, ethnicity, faith or belief, gender, language, race and sexual orientation. Barnet has a diverse population of children and young people. Children and young people from minority ethnic groups account for 52%, compared with 30% in the country as a whole.

5.6.4 The project team, in conjunction with the consultation team will work to ensure that the public consultation on the initial ideas for delivery reflects all groups who live and use services in Barnet.

5.6.5 A full Equalities Impact Assessment will be completed for the final proposals, and will form part of the report to CELS on the final preferred option in June 2018.

5.5 **Consultation and Engagement**

5.7.1 As outlined in the legal implications section above, there are a number of duties that require that the views of prescribed groups are sought to inform service delivery for early help services. It is also crucial that the Local Authority works with current school based Children's Centres, staff, service users, partners and members on developing the initial ideas into a firmer option for Members to consider and make a decision on.

5.7.2 The intended timeline for the programme is as follows:

- Undertake a 8 week public consultation on the proposals starting from 1st February;
- Test with customers of current traded services about future funding models for traded services which do not currently break-even, as well as whether full cost recovery for venues is realistic;
- Continue to evaluate the pilot hubs in East-Central and West and its impact, particularly for families in need of Early Help services – the evaluation schedule for the pilot programmes is part of the Outline Business Case in Appendix 1;
- Use the evaluation data, responses to the public consultation, conversations with partners and staff and results of traded services conversations to inform the Final Business Case being presented to CELS committee for decision in June 2018.
- Dependent on the decisions both this evening and on the Full Business Case, it is intended that any new model would be rolled out from June 2018, with a target go live date of January 2019.

5.7.3 The consultation and engagement plan for the service is attached to this report as Appendix 2.

5.8 Insight

The pilot and initial ideas for the hub model has been developed using good practice from elsewhere in the country, as well as feedback on the current system for delivering Early Help in Barnet. The final proposal will be informed from a full evaluation of the first pilot hub – East Central – as well as the first few months of operation of the West Hub. This work will take place during February/March 2018, and will be included in the report on the final preferred option for CELS Committee.

6 BACKGROUND PAPERS

6.1 Single Inspection of services for children in need of help and protection, children looked after and care leavers and Review of the effectiveness of the Local Safeguarding Children Board report, Ofsted, 7 July 2017
https://reports.ofsted.gov.uk/sites/default/files/documents/local_authority_reports/barnet/051_Single%20inspection%20of%20LA%20children%27s%20services%20as%20pdf.pdf