

Cabinet

15 June 2017

0-5 Redesign and Consultation

Recommendations:

- 1) That the Vision and Principles (Section 4) underpinning the Redesign of 0-5 Services be endorsed;
- 2) That the approach to Service Redesign (Section 5) be approved;
- 3) That the Consultation Document (Appendix B) be approved as the basis for consultation with the community and key stakeholders as the County Council's preferred option;
- 4) That the results of the consultation process together with a report on a model for implementation be brought back to the October meeting of Cabinet.

1.0 Introduction

- 1.1 On 2nd February 2017, the County Council approved its One Organisational Plan 2 (2017-2020) which sets out the corporate direction over the next 3 years. At the same time the budget was also agreed which requires a saving of £1,120,000 million to be made to the Children's Centres budget from 1st April 2018.
- 1.2 This report builds upon the substantial work undertaken through the Smart Start Programme and sets out the future delivery of 0-5 Services to ensure that they are relevant, fit for purpose and aligned with the strategic direction of the County Council in relation to the:
 - One Organisational Plan 2020
 - Development of Community Hubs
 - Transformation Programme in relation to Children and Families

2.0 Context

- 2.1 The proposals within this document are based on a number of national and local drivers that necessitate the requirement for change; taking into account the current and future landscape of children and families.

National

- 2.2 **Changing Context of Children's Centres:** The Childcare Act 2006 requires Local Authorities to have sufficient children's centre provisions to meet the needs of young children and parents living in the area, particularly those in greatest need of support and that they are accessible to everyone. It is for each LA area to determine levels of sufficiency. Currently the aims espoused are to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers through:
- child development and school readiness;
 - parenting aspirations and parenting skills;
 - child and family health and life chances.
- 2.3 Another key statutory consideration is the potential for Government (via Department for Education-DFE) to clawback monies that were originally granted for the establishment of Children Centres where such centres are no longer delivering early years services. Risks can be mitigated by successfully transferring the running of the asset funded by the grant to a school or other third party with the proviso that the building will still deliver early years services.
- 2.4 Furthermore, in recognition of the changed climate over the last ten years and an examination of the experiences of other local authorities who have reconfigured or are in the process of reconfiguring children's centres; this provision has been interpreted broadly. The delivery of services to a locality, rather than the building in which they are delivered is paramount. It is also worth noting that despite the number of changes and closures to centres nationally since 2012 the amount of clawback has not been proportionate to the number of centres that have been closed. This suggests that Government has also implicitly accepted that there is a case for change and that the existing children centre model needs to be reviewed in light of restricted resources and the need for integration within the wider landscape of service delivery to children and families. This is further corroborated by the fact that the Ofsted Framework for the inspection of Children Centres is currently suspended.
- 2.5 **Central Government:** Recent developments at a national level suggest that the direction of travel is moving towards a more integrated model of service provision within the 0-5 arena. There have only been two key All Party Parliamentary Group (APPG) publications around early years since 2014. The '1001 Critical Days' manifesto highlights the importance of intervening early in the 1001 critical days between conception to age 2 to enhance the outcomes for children. A further APPG report on the future of Children's Centres resulted in the paper 'Family Hubs: The Future of Children's Centres' and explored the role that Children's Centres' can potentially play as hubs for local services and family support beyond the current 0-5 model to a 0-19/25 model.
- 2.6 A further development in April 2017 was the publication of the 'Improving Lives: Helping Workless Families' Policy Paper. The paper places significant

emphasis on the role of tackling worklessness, financial inclusion and the consequential issues associated with poverty. It will form a significant backdrop to the approach that the Government will want Local Authorities and their partners to take when working with children and families. Early signs of this are evidenced by a planned recalibration of the Troubled Families Programme over 2017/18.

Local

2.7 One Organisational Plan 2020: The County Council adopted the One Organisational Plan 2020 (OOP 2020) in February 2017 and this will be the primary driver for the reconfiguration of services. To meet the business and financial imperatives of the programme a systemic approach will be required that is holistic and multi-agency. This means that the redesign of services in relation to 0-5 cannot be undertaken in isolation of the transformation that is being delivered as part of the wider corporate programme. Two areas in particular that will underpin the redesign will be developing community capacity and improving the information and advice offer. In relation to the former, principles will need to be embedded within the approach to ensure a model that empowers rather than creates dependency among communities. In building such capacity, due regard needs to be given to financial inclusion and the role that it plays in strengthening the resilience of children, and families. In respect of the latter, the improved information and advice offer delivered digitally and available via self-help or through supported access in community hubs and other access points will assist in the development of an integrated model that, although seeking to meet the needs of 0-5s, does not neglect complexity or potential need of older children in the family and adult dependents in the form of parents/carers.

2.8.1 Community Hubs: There is significant overlap between elements of the 0-5 redesign programme and current activity relating to the establishment of Proof of Concept Community Hubs (detailed in section 3). Although the timescales are not wholly congruent, alignment will be achieved through close liaison between the two Programmes. In those areas where Proof of Concept Community Hubs are proposed, the Community Hubs will deliver all elements of Family Hubs as a single programme of activity. For the remainder of the County, a phased approach will be applied to ensure that there is sufficient flexibility within the arrangements to accommodate the establishment of community hubs in due course. In practical terms this may result in the services located within the Family Hub being transferred to the Community Hubs or the Family Hub offer being adapted to accommodate Community Hubs.

2.9 Children and Families Transformation: A significant programme of delivery within OOP 2020 will be the transformation of Children and Families and its vision for the future (An overview is attached as Appendix A). In financial terms approximately £10 million needs to be saved over the next three years from the Children and Families budget which currently stands at £54 million. More

specifically:

- In relation to Children Centres approximately £1.12 million savings are required from a current budget of £4.8 million from April 2018 onwards.
- Of relevance also is the reduction of £1.2 million (from a budget of £6.7 million) over the next 3 years in relation to Health Visiting and Family Nurse Partnership.
- There will also be a considerable impact due to time limited funding streams on the future resourcing of the Family Support Worker Service. There are currently 60 workers of whom potentially 40 will be at risk in March 2018, due to the time limited nature of grants funding that in the case of 0-5 workers will end, or in the case of Priority Families is due to reduce considerably through the expiry of local commitments and a depletion of Reserves.

2.10 Core to the Transformation Plan is the reduced reliance on statutory services (Social Care). As a result, for the majority of people this will mean increased reliance on guided self-help, developing personal resilience and personal and community capacity. For those that require more targeted interventions this will mean, early identification and resolution in a manner that ensures significant and sustained progress and reduces reliance (both in volume and duration) on statutory services through Social Care, Health Services and Police.

2.11 In seeking to achieve this, transformational work will need to be undertaken across Children and Families in conjunction with our partners. As with the wider corporate agenda, the redesign of services in relation to 0-5 will need to be cognisant of and integrated within the wider work that is being undertaken in relation to children and families. Although some families will be solely comprised of parents with children under 5, the majority of our families will have older siblings and it is vital that a whole family approach is taken to addressing need and identifying solutions. Over time it is also recognised that those families with children under 5 will become families with children over 5, therefore the whole family approach will continue to allow needs to be addressed and solutions identified regardless of the age of the child/children. In applying such principles, the learning from the Priority Families Programme particularly through the family support worker model and the concept of 'one family, one worker, one plan' will be applied to the 0-5 Redesign.

2.12 **Smart Start:** Commenced in 2015 with the aspiration of giving every child in Warwickshire the best start in life. Through a diligent process of mapping, consultation, research, evidence analysis and a strategic needs assessment; a Strategy was produced and signed off by key stakeholders in 2016. The Strategy sets out a vision of an integrated system of 0-5 universal and integrated early help provision and what we will do collectively (in partnership

with other WCC departments and external partners) to improve outcomes for Warwickshire children aged 0-5 years, and ensure that their parents/ carers are well supported from the moment of conception through to the time their children reach school age. The delivery of the Strategy is under way with 13 significant projects having been commissioned which contribute to the 0-5 Redesign and the wider Children and Families Transformation with a particular focus on prevention and early intervention.

2.13 On a direct level there are plans to transition the most successful Smart Start initiatives into the mainstream service provision for children and families. More generally, the learning from the projects and work of Smart Start will be subsumed within the overall approach to the transformation of children and families services and the key elements that will inform the redesign of services are:

- Multi-Agency Approaches that focus on co-location, integration and seamless pathways
- Family Support and Early Help
- Parenting Networks and Self-Help
- Maternal/ Child Mental Health.

3. Community Hubs Activity:

3.1 Officers are progressing plans towards the delivery of three Proof of Concept Community Hubs (in Atherstone, Brownsover and Alcester/ Bidford/Studley), with the aim of evaluating their suitability to support key transformational activity across the organisation. Work in relation to the Redesign of 0-5 Services will be aligned to the work in relation to Community Hubs and wherever possible develop as a single workstream.

3.2 Specifically, the Proof of Concept process has the broad aim of better understanding how Community Hubs can support realisation of the following benefits:

- Making services more accessible to customers by delivering in communities;
- Reducing demand on services by diverting customers to prevention and early intervention activities;
- Supporting the better integration of services (both internal and partner);
- Delivering services more efficiently and supporting the realisation of cost savings.

3.3 The Community Hubs model proposes the three primary functions (Universal Services, Guided Conversations and Specialist Service Delivery). It also recognises that the success of this model is reliant upon activity supporting residents to resolve their issues before coming into contact with the hub (virtual

or otherwise) either through self-help, or with the support of their community.

3.4 **Universal Services offer:** Should customers be unable to resolve their issues either within their own homes or within their communities, then a single connection to Universal Services, will be established through the Community Hub model. Universal Services offered via community hubs will broadly follow the following categories:

- Information and Advice (signposting to local information, services and opportunities with a focus on activities supporting the prevention and early intervention agenda);
- Do it online (e.g. bus pass applications, potholes, streetlights, highway problems, complaints, vulnerable adults, blocked drains, registrations, planning control breach, trading standards issues, reporting unauthorised travellers sites etc.);
- Online Assessment (e.g. Health visiting, School nursing);
- Learning (Digital assistance and access to online learning opportunities).

Community Hubs: Guided Conversations: Where customer needs cannot be met through self-help or by accessing Universal Services, some Community Hubs will provide appointment based 'guided conversations' with people who express or present with a need. A guided conversation will identify one of the following four pathways:

- a. No further support necessary;
- b. Referral to the appropriate WCC universal service;
- c. Referral to the appropriate community led or partner service;
- d. Referral to the appropriate WCC specialist service.

It is envisaged that the majority of customers participating in a guided conversation will follow routes a, b or c. If it is considered that referral to a WCC service is required, then that referral will be made by the individual leading the guided conversation in consultation with the appropriate service lead for that hub or area. This will dovetail with predetermined referral pathways.

3.5 **Community Hubs: Delivery of Specialist Help and Services:** Where a Guided Conversation identifies a need for specialist help from professionals, referrals to Specialist Services can be made and appointments can be delivered through Community Hubs.

4.0 Vision, Principles and Outcomes

Vision

4.1 Our vision for 0-5 services is to work together with our partners **'to enable every child in Warwickshire to have the best start in life through a whole family approach that builds independence, resilience and ensures that**

services are accessible, proportionate and seamless based on need'

Principles

4.2 We will achieve this through:

- A whole systems and place based approach that ensures service provision is connected with wider service delivery and transformation. It will be underpinned by information sharing across agencies and assessment of need.
- Ensuring communities and Individuals are supported to be safe, healthy and independent with a targeted approach towards the more vulnerable
- Contributing towards a vibrant economy that enhances the financial wellbeing and independence of children, young people and families
- Delivery that is based on how services are accessed rather than the historic location of our current buildings
- Working with communities on the future shape of services and consideration of how engagement can be sustained to ensure continuous service improvement
- An interaction that promotes independence and resilience rather than dependency

And in doing so we will have due regard to the 'Journey of the Child' principles:

Values and Principles

1. Our **focus is the child** and the family and the outcomes we can help them achieve - with their voice at the centre of our engagement
2. We value and make the most of **partnerships and our colleagues** and the skills they bring to the table (including our foster carers)
3. We **avoid duplication and bureaucracy** wherever we can and
4. We share a **single system for assessment and a single plan** - wherever children and young people receive help.
5. We work together to safely deliver within the **context of financial constraint** and seek the opportunities as well as facing the challenges this provides

4.3 In seeking to deliver in line with our agreed values and principles, the following priorities will be parameters for change:

1. Developing a joined up children and families **pathway for children in need of help and protection**, which proactively aims to break the cycle of poor outcomes in families - along with a range of interventions, we particularly want to focus on getting parents into work and children attending education.

2. Supporting children in their own families and where this is not possible in local alternatives - this will include a **real focus on alternatives to care for young people**, but also a drive to recruit and retain colleague foster carers to offer real placement variety and choice
3. Promoting and supporting **excellence and consistency** in the quality of practice and **making Warwickshire the best place to practice**.

5.0 0-5: Proposed Delivery Model

5.1 The proposed model that is being put forward for Consultation is attached as Appendix B. In developing the preferred option and the impact on currently commissioned children centres the following was considered:

- a) **Retain Services as is with Budget Reduction:** This would have resulted in all 39 Children Centres remaining open with proportionate budget reductions. This 'salami slicing' was seen as the least desirable option as it would exacerbate current service provision where delivery is spread thinly and not based on need. In addition to being contrary to national developments, it would also run counter to the wider context of the need to refashion the service to make it fit for purpose and evidence that has been obtained through Smart Start. The approach would also lack innovation in that it would be constrained by existing buildings and usage as opposed to radical service redesign based on what is needed for the future.
- b) **Whole Service Redesign:** Whilst the need to comply with financial requirements is important, this option seeks to apply a whole systems approach to the redesign that focuses on future need (via JSNA) rather than historic delivery of services and also seeks to apply key learning and trends that have emerged locally and nationally. This approach was seen as the most desirable.

Proposed Delivery Model

5.2 The key features of the proposed model are:

- **The provision of a Universal Offer** where people can access information, advice and also where certain universal services such as school readiness (stay and play, literacy/numeracy) activities are available. In addition to the Proof of Concept and Family Hubs, the 19 Library Sites will be explored for suitability and particularly in those libraries where activities for children and families are already being undertaken. In other instances and following community and partner consultation, partner sites (e.g CCG/Health and Well-Being Hubs) may be deemed as more appropriate. Using the Stepped Approach, where information and services are accessible and relevant at point of need and contact, there will also be a calendar of drop-ins and events through Family Information Services, Targeted Support (within Children and Families) and Health Partners. In addition to reinforcing messages of self help,

independence and resilience they will also help identify those who may be in need of greater support. Exploratory work will also be undertaken with the Third Sector to explore community café approaches that have been successful in Coventry as a means of reducing isolation, promoting engagement particularly for hard to reach groups and identifying those that would benefit from targeted interventions.

- **3 Proof of Concept Community Hubs:** A fully integrated offer, responding to evidenced needs, utilising the 3 proof of concept Community Hubs
- **Conversion of 9 Children Centres into Interim Family Hubs:** Where Proofs of Concepts are not in operation 9 of the existing Children's Centres will be converted into Family Hubs in areas where need is greatest and a targeted approach most beneficial. It is reiterated that these Family Hubs will represent a temporary arrangement, pending the outcome of the Proof Of Concept activity. These will be multi agency in dimension and will deliver services around the following themes:

Family Hubs

North Warwickshire: 1 Atherstone (Proof of Concept) with satellite and mobile delivery throughout the Borough

Nuneaton and Bedworth: 4 Hubs to be identified through consultation with satellite delivery sites in areas of greatest need

Rugby: 1 Brownsover (Proof of Concept), 2 Hubs with satellite delivery sites in areas of greatest need

Stratford: 1 Alcester, Bidford and Studley (Proof of concept) with satellite and mobile delivery throughout the District

Warwick: 3 Hubs to be identified through consultation with satellite delivery sites in areas of greatest need

Proposed Service Offer

- Childcare and early learning
 - Stay and play
 - Support to childminders/ local childminder network/ peer support
 - Parent (support) groups/ peer support
 - Access to REAL/ REAM programmes (and other similar local programmes, such as 'Reading Rocks')
 - Speech and language development: Chatter Matters (Time to Talk)
 - Access to Family Information Service
 - Inter-generational support/ community capacity
- Parental support and education
 - Attachment programmes and interventions (Nurture/ Baby Steps/ Big Toes Little Toes, VIG, FNP programmes; there are gaps requiring additional

- provision and workforce development)
 - Parenting courses and therapies (Solihull Approach/ Triple P/ Family Links/ Inspiring Futures etc – refer to the Parenting Framework/ Counselling; there are gaps in parenting therapies)
 - Mediation/ relationship support
 - Access to support for parents with Special Educational Needs & Disability
 - Inter-generational support/ community capacity
- Financial Wellbeing
 - Financial literacy/access to welfare
 - Debt advice
 - Income Maximisation & Budgeting
 - Support into Employment (Incl. Adult Education)
 - Housing
- Health and Wellbeing
 - Midwifery
 - Health Visiting
 - Family Nurse Partnership
 - 3.5 years development check
 - Breastfeeding
 - Oral health promotion
 - Prevention of unintentional injuries promotion
 - Healthy eating (Food for Life)
 - School Health and Wellbeing Service
 - Access to speech and language therapy
 - Access to brief interventions for low mood/loneliness
 - Peer emotional/ mental health support networks
 - Support to families with SEND
 - Access to mental health support (counselling, psychotherapy, perinatal mental health pathway, dyadic parent-infant mental health support, CAMHS)

- **Re Assessing Use of Remaining Children Centres:** Implicit within the creation of the Family Hubs model is the need for outreach services that are based on community places and mobile facilities that are already accessed by children and families. This is particularly the case for rural areas where the current children centre reach is not always fit for purpose. In many instances where this is not the current children's centre consideration will be given to closure and alternative provision will be explored with the local community. Where the Children Centre may be a viable outreach site dialogue with the community will be based on the reduced financial envelope and an assessment as to whether there is capacity from the community or an alternative provider to assume responsibility for the premises and facilitate the delivery of services that are required by children and families in the area. This will especially apply to

Schools and Private, Voluntary and Independent Sector (PVI). Pragmatic options will be explored during the consultation process where there is potential for existing buildings to be available for Early Years provision within the context of the reduced financial envelope.

- **Creating a Seamless and Integrated Family Support Worker Service within the Children and Families Business Unit:** through the decommissioning of current services in this area that are wholly focussed on Children Centres. A fundamental service redesign of the intensive support offered to families in this area will enable:
 - Seamless provision within the Business unit and delivery of business and financial objectives including a service for children and families that reduces reliance on Social Care.
 - Mainstreaming a Family Support Worker Service that is less reliant on time limited funding streams (highlighted at 2.7 above), ensures delivery of the Priority Families Programme to 2020, and provides tangible evidence to Central Government of Warwickshire's intention to ensure sustainability of the intensive whole family approaches that have been demonstrated by the Programme to work. Adopting such an approach recognises that the majority of families that currently engage with Children and Families have children within the 0-19 rather than solely 0-5 range.
 - Foster Innovation through a refashioned Family Support Worker Service that incorporates the best of the elements that are brought together in relation to Priority Families and Early Years with a view to an enhanced service that is flexible, responsive and better placed to work in an integrated fashion with our partners particularly Health.
- **Developing Community Capacity:** Through a focus on how we build resilience in children, parents and carers. To explore and potentially invest in a Volunteer & Peer Network Parenting Service that provides low level support in homes and community centres and tangibly builds community capacity and resilience among families with 0-2 year olds.

Approach

5.3 As mentioned the Service Offer is described further at Appendix B and is being put forward for public consultation on the basis:

- It meets OOP 2020 requirements
- It embeds the Vision and Principles in Section 4
- It aligns with the whole service transformation that is required across Children and Families
- It builds on the work and learning accumulated by Smart Start

- It accords with national developments and comparative developments in other local authority areas
- Whilst retaining a Universal element, it focusses reduced resources in a targeted manner.

5.4 A phased approach to the redesign of services is envisaged that ensures that there is sufficient flexibility in the proposal beyond April 2018:

- To align to the community hubs model should it proceed beyond Proof of Concept
- To enable multi-agency discussions to progress
- To further community collaboration and allow for co-production of services delivered from Family Hubs and outreach sites
- To allow flexibility in relation to commissioning intentions particularly where there are possibilities to pursue integrated approaches with Health.

6.0 Consultation

6.1 There is a duty to consult under the Childcare Act 2006 in relation to any significant change in relation to Children Centres. As mentioned prior, this will also work in conjunction with the testing of the community hubs concept, where applicable, to ensure that a coherent narrative is presented to the public.

6.2 The Consultation Document (Appendix B) will form the basis of engagement with service users, providers, communities and partners and will be supplemented with:

- Online submission of surveys
- 10 Public Consultation Sessions
- Drop In Sessions at Children Centres and Nursery Schools
- Focus Group Sessions with users of Children and Families services known to Social Care, Priority Families and Targeted Support
- Work with Early Years Providers (LA and PVI)
- Utilisation of Smart Start networks and information from its consultations
- Linkages with the Statutory and Voluntary and Community Sector
- Wider Engagement in geographical areas and communities of interest identified by the Community Safety and Locality Working Team

6.3 Members will note that at this stage the document is draft and the document will be finalised following observations made by Cabinet. The final document which will also contain the dates, times and venues of the 10 Public Consultation Events will be distributed to all Members in advance of the consultation period. Due to the need for first phase implementation to have occurred within the current financial year, consultation will be conducted between 26th June to 8th September over a period of 11 weeks. Consultation will be nuanced on a Borough/District basis to reflect the community hubs requirements and also the diversity of communities in Warwickshire

6.4 During consultations it will be emphasised that the option being put forward is at

proposal stage only and that due regard will be given to the results of the consultation prior to finalisation and a recommended option for implementation is put to Cabinet in October 2017.

7.0 Key Considerations

Financial

- 7.1 A principal driver as listed in paragraph 2.7 is the requirement to make savings to the current Children Centre budget of £1.12 million from April 2018. At the same time there are financial pressures within the Family Support Worker Service which require a whole system redesign that ensures as much resource is directed towards the delivery of the service rather than management and maintenance of premises.
- 7.2 During the summer more detailed costings will be prepared. At this stage it has already been indicated that approximately 10% of total budget is spent on premises (approx. 480k). As such the bulk of efficiencies will be achieved through a rationalisation of staffing arrangements. The de-commissioning of services and bringing staff in-house will have considerable overlaps with staffing below in terms of redundancy/pension implications.

Staffing/HR

- 7.3 With all of the options there are both internal and external staffing considerations which will need to be taken into account and will depend on the approach taken, considerations include:

Bringing Services back into Warwickshire County Council:

- 7.4 TUPE regulations are likely to apply if services are to be brought back into WCC. A scoping exercise will be completed as to whether staff members will be in scope for TUPE transfer, and this will depend on what proportion of their role is being transferred. Where it is 100% of the role, then TUPE will apply. Where there is fragmentation and only part of the role will be transferred and the rest of the role will be delivered elsewhere, then TUPE may not apply. This may result in the members of staff being displaced and made redundant which will have cost implications for the current providers.

Awarded contracts to new providers

- 7.5 If there is a re-commissioning of services, this may result in a TUPE transfer from one external provider to another. In these circumstances, it is not usual for WCC HR to be involved. However, it will be key for the progression of the contract award, that both the incoming and the outgoing providers, are aware of their obligations under TUPE.

General TUPE considerations

- 7.6 For the second generation TUPE, i.e those who would have originally been

employed by WCC, there will be pension implications for any new provider who is not WCC. The liability of these pensions will need to be assessed and the new provider will need to consider whether they apply for admitted body status with the Local Government Pension Scheme or whether they provide a broadly comparable scheme which has been certified by GAD (Government Actuary's Department). Both of these can be costly and may deter any potential new provider from tendering for services.

7.7 In order to comply with the TUPE regulations, the outgoing provider will need to consult with the relevant staff. There is no time limit to this consultation, however, it needs to be reasonable and during the consultation there are a number of obligations both the current provider and the new provider need to comply with.

Premises

7.8 The location of Family Hubs will be identified during the consultation phase once service and locality needs have been clarified. Following this, existing WCC property including Children's Centres can be reviewed and considered on the following basis:

1. Premises retained and adapted to form Family Hubs

- Clarifying ownership of building – freehold or leasehold – and any restrictions on permitted use of building / restrictive covenants
- Considering location – accessibility to meet demand/needs of building occupiers and users
- Assessing suitability – to accommodate different services/functions/users
- Reviewing building layout – sufficient capacity / appropriate configuration of space to meet needs of building occupiers and users
- Considering building adaptations – clarity in relation to feasibility, cost and timeframe
- Assessing cost and budget – clarity in relation to funding arrangements to support ongoing revenue costs of buildings including maintenance, repair, services and utilities etc.
- Ensuring flexibility of space – consider future use and scope for adaptation to meet changing requirements (links with Community Hubs)
- Understanding practicalities of sharing accommodation –splitting costs and space (WCC users and third party occupiers)
- Establishing protocols/occupier agreements for partnership working with other public sector/third sector partners
- Considering supporting infrastructure particularly data/ICT provision, giving consideration to costs and timeframe
- Understanding building operational requirements, opening hours, support requirements etc.
- Having consideration of WCC property assets other than Children's Centres

that may be suitable for Family Hubs, for example WCC libraries (or shared use of partners' buildings / acquisition of new buildings, subject to cost)

- Confirming clawback issues in relation to Sure Start funding if change in use of premises are not in accordance with the funding criteria.
- Understanding the impact on existing accommodation – vacation of current accommodation
- Understanding the impact on existing savings targets, property disposal and maintenance programmes
- Being aware of how proposals align with the overall Accommodation Strategy / Asset Management Framework standards

2. Premises let to community / PVI providers

- Clarifying ownership of building – freehold or leasehold – and any restrictions on permitted use and subletting/assignment (leasehold premises)
- Considering consultation and process for use by community/PVI providers – consider use and application of rent discount where the property for disposal is at an undervalue
- Identifying terms of occupation – lease on full repairing and insuring terms in line with approved protocols
- Assessing building condition – consider any pre-lease works and associated costs
- Confirming clawback issues in relation to Sure Start funding if change in use of premises are not in accordance with the funding criteria

3. Premises no longer required for use as Children's Centres / Family Hubs / Community Hubs

- Estimating holding costs for vacant premises
- Identifying disposal options – consider if schools can re-utilise buildings on school sites / disposal on open market where appropriate
- Estimating disposal costs (including possible dilapidations costs, marketing and sales costs)
- Confirming clawback issues in relation to Sure Start funding if change in use of premises are not in accordance with the funding criteria
- Understanding the impact on existing accommodation – vacation of current accommodation
- Understanding the impact on existing savings targets, property disposal and maintenance programmes
- Being aware of how proposals align with the overall Accommodation Strategy / Asset Management Framework standards

Legal

7.9 A children's centre is defined in the Childcare Act 2006 as a place or a group of places through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere) and at which activities for young children are provided. It follows from the statutory definition of a children's centre that children's centres are as much about making appropriate and integrated services available, as it is about providing premises in particular geographical areas.

7.10 The sufficiency duty has been referenced earlier in this report. There is also a statutory duty to consult on any proposals to close children's centres or make any significant changes in the services provided by children's centres including any changes to the location of those services. No steps should be taken to implement any changes before the outcomes of the public consultation have been considered by the Cabinet. Any public consultation should comply with the following principles i.e.

- a) Consultation must take place when the proposal is still at a formative stage;
- b) Sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response;
- c) Adequate time must be given for consideration and response;
- d) The product of consultation must be conscientiously taken into account.

7.11 In considering proposals for the future of children centres the local authority must also have due regard to the statutory guidance (Sure Start Childrens' Centres Statutory Guidance) published by the Department of Education in April 2013. Compelling reasons are required to justify a departure from statutory guidance. The statutory guidance requires local authorities to:

- ensure that a network of children's centres is accessible to all families with young children in their area;
- ensure that children's centres and their services are within reasonable reach of all families with young children in urban and rural areas, taking into account distance and availability of transport;
- together with local commissioners of health services and employment services, consider how best to ensure that the families who need services can be supported to access them;
- target children's centres services at young children and families in the area who are at risk of poor outcomes through, for example, effective outreach services, based on the analysis of local need;
- demonstrate that all children and families can be reached effectively;
- ensure that opening times and availability of services meet the needs of families in their area;
- not close an existing children's centre site in any reorganisation of provision unless they can demonstrate that, where they decide to close a children's centre site, the outcomes for children, particularly the most disadvantaged, would not be adversely affected and will not compromise the duty to have sufficient children's centres to meet local need. The starting point should therefore be a presumption against the closure of children's centres;

- take into account the views of local families and communities in deciding what is sufficient children's centre provision;
 - take account of families crossing local authority borders to use children's centres in their authority. Families and carers are free to access early childhood services where it suits them best; and
 - take into account wider duties under section 17 of the Children Act 1989 i.e. to safeguard and promote the welfare of children within their area who are in need; and so far as is consistent with that duty, to promote the upbringing of such children by their families, by providing a range and level of services appropriate to those children's needs.
- 7.12 In determining the best arrangements locally to meet local needs, value for money and the ability to improve outcomes for all children and families, especially families in greatest need of support, should be important guiding considerations.
- 7.13 In addition to its specific duties under the above Acts the Council has a continuing duty under the Equality Act 2010 when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment and victimisation, and other prohibited conduct (b) advance equality of opportunity and (c) foster good relations. The Equality Impact Assessment for the service will be developed to take account of the outcomes of the public consultation before any final proposals are put to the Cabinet.

Early Years

- 7.14 The Council also has a statutory duty to secure sufficient early education and childcare places for children aged 0 – 14 (or up to 18 for disabled children). The duty is being extended from September 2017 to include an entitlement to 30 hours 'free' childcare per week for 3 and 4 year olds in working families, instead of the current universal entitlement to 15 hours per week (which remains in place for other families).
- 7.15 The new entitlement means that we will need childcare providers to increase their capacity significantly. We estimate that an additional 2,000 childcare places will be needed. Some places will be created by schools, but the majority are expected to be created by private, voluntary and independent (PVI) providers. In Warwickshire, these contribute about 80% of our early years' places. It is important that we align this policy change, and the requirement to expand, with the transformation of wider 0 – 5 services. Consideration also needs to be given to the provision of funded early learning places for disadvantaged 2 year olds. Places are currently provided in several Children's Centres and we need to evaluate carefully the timing of any removal of these places and the impact this will have on young children and their families, as well as the impact on the Council's ability to meet its statutory childcare sufficiency duty.
- 7.16 Detailed sufficiency work is being undertaken on gap areas, and we expect to consider where we can use the opportunities presented by this service re-design to expand early years' provision and meet our statutory childcare

sufficiency duties. This could involve working alongside PVI providers, or working with schools where expansion is required.

Public Health

- 7.17 Every effort is being made with Public Health colleagues to ensure alignment with developments in relation to Health Visiting. Although the timelines in relation to procurement of the new contract are slightly different from the consultation and approval process being proposed for Family Hubs, the implementation process is congruent in that both arrangements will be operational from 1st April 2018.
- 7.18 The procurement process for 0-5 Public Health Services will commence in May 2017 using a competitive dialogue approach. This creates an opportunity to:
- Share with providers our ambitions around the programme of 0-5 redesign work described in this document as they develop throughout the procurement process;
 - Work with providers to shape the model together to ensure a fit for purpose offer;
 - Consult publicly on provider models and possible changes to service delivery in order to inform the final model

Commissioning

- 7.19 Support will be provided on the process of decommissioning the current Children's Centre Services.

8.0 Next Steps, Timelines and Recommendations

- 8.1 Following consideration of comments made by Cabinet, the consultation process will commence in 26th June for a period of 11 weeks until 8th September. Thereafter indicative timescales are:
- Progression of detailed workstreams relating to Key Considerations listed in Section 7 above (June-September 2017)
 - Analysis of Consultation and Final Report Written (September 2017)
 - Cabinet consideration and approval (10th October 2017)
 - Preparation for Implementation-Staff, buildings etc. (November-March 2017/18)
 - Phase 1 Implementation (April 2018)
- 8.2 Subsequent phase implementation will be developed after consideration of consultation responses, finalisation of a preferred model and in conjunction with wider developments in relation to community hubs, community capacity and discussions with key partners about the co-location and potential integration of services.

Recommendations:

1. That the Vision and Principles (Section 4) underpinning the Redesign of 0-5 Services be endorsed;
2. That the approach to Service Redesign (Section 5) be approved;
3. That the Consultation Document (Appendix B) be approved as the basis for consultation with the community and key stakeholders as the County Council's preferred option;
4. That the results of the consultation process together with a report on a model for implementation be brought back to the October meeting of Cabinet.

9.0 Appendices

A-Children and Families Transformation-a vision for the Future
B-Consultation Document on Proposed Delivery Model

10.0 Background papers

None

11.0 Supporting Papers

- APPG Papers on '1001 Days' and 'Family Hubs'
- DWP Improving Lives Paper
- Review of Children Centre Services: September 2014-December 2016
- Equality Impact Assessment
- Legal and Best Practice Issues
- Smart Start Strategy

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Local members consulted:

None

Councillors Leader, Portfolio Holder for Children, Health, Education, HR and Premises

Children and families - a vision for the future



Clear emphasis on
 Evidence based interventions
 What works at what level
 Learning from Priority Families
 High quality practice making a difference

Financial context:
 Reduced funding
 Increasing costs
 Increasing volume of need
 Cost effectiveness - making every pound count

Services for children at serious risk of harm:
 Foster care or residential,
 child protection

Access intensive family support:
 Intensive family support,
 social work

Access to direct family support:
 Early help single assessment, family support workers

Universal access to direct advice and guidance:
 Schools, GPs, health services, children groups, pharmacies, parenting courses, advice lines, community led groups, emotional wellbeing

Easy access to information:
 Internet resources, books, libraries, health promotions, leaflets, online video, community led groups, Family Information Service

Tier 1: Self help and brokerage
 Empowering conversation
 Community hubs
 Connecting people to local solutions and guided self help

Tier 2: Single Assessment
 One assessment
 One plan
 Coordinated services

Tier 3: Local problem solving panels
 Local multi agency problem solving group focusing on removing barriers and prevention.

Tier 4: MASH and specialist social worker support
 Statutory support provided at acute level of need

Reduce the time children need in care

766 Children looked after and 440 Child protection plans

1,800 open child in need plans

1,400 open early help single assessments

Reduce inefficiencies & streamline services

Children and young people are at the heart of our practice

Guided self help
 Communities supporting one another
 Working to support at the earliest opportunity

Right Support for the Right issue at the Right time
 Services proportionate to need

Reduce the need for looked after children by 25% by 2020
 Streamlining the child's journey

Better outcomes for children

In 2014 an estimated 112,262 0-18yrs lived in Warwickshire

The population of children is 28% - 0-5 years 66% - 5-16 years

Over the next 10 years the 3-13 population is estimated to increase by 10%

Warwickshire Children

Putting children at the heart of all we do.

Have your say: Reshaping Services for Children and Families

Warwickshire County Council is proposing new ways to offer services and support to children and their families, and in particular those under 5.

If you use or have an interest in these services we want to know what you think of our ideas and invite you to take part in our public consultation.

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This leaflet tells you more about the proposals.

From 26 June 2017 – 8 September 2017 share your views online at
warwickshire.gov.uk/ask



What is this consultation about?

The council is proposing changes to how services are provided to local children and their families by remodelling its Children's Centres and considering different ways to make sure families who use them get the right support for the right issue at the right time.

We put children at the heart of all we do.

We want to make sure children have the best possible start in life and we are committed to working with families, services and communities, directing people toward easy to access support based on need in order to keep children safe, healthy and happy.

What are Children's Centres?

Children's Centres offer a range of family services to parents, prospective parents and young children (0–5) across Warwickshire. Services include childcare, early years learning and school readiness, parenting support, health and wellbeing advice and employment, finance and adult education support.

Under the 2006 Childcare Act Warwickshire County Council must ensure the sufficient provision of Children's Centres in its area to meet the support needs of all local parents and carers, prospective parents and young children.

There are currently 39 Children's Centres in Warwickshire which operate in groups to offer a mix of services at different sites.

What is being proposed?

We propose changing the current Children's Centre model by evolving 12 centres into Family Hubs to be spread throughout the county and based in areas where there is greatest need for family support.

The Family Hub will be a place where children and families can access a range of services for 0-19 year olds (up to 25 years for children with disabilities). In three of these hubs across the county we propose exploring whether these services can be delivered alongside wider services to adults through proposed Community Hubs.

We will explore any opportunities within the local community and providers to continue to offer services at the remaining 27 centres. In doing this we will have to consider the reduced resources available and the future suitability of each centre based on access, location and whether there are alternative community based venues nearby. The aim is to help communities thrive with services which fit the needs of those living there.



What is being proposed?

Proposal

Conversion of 12 Children's Centres into Family Hubs: Of the 39 Children's Centres, 12 will be converted into Family Hubs in areas of greatest need and where targeted support would be most beneficial. This would be alongside a new community based proposal for Community Hubs providing a wide range of services to meet the current and future needs of the local community.

Where will the Family Hubs be located?

1 in North Warwickshire to match with the proposed Community Hub in Atherstone (with a reach to North Warwickshire), with outreach and mobile delivery throughout the Borough

4 in Nuneaton and Bedworth to be identified through consultation, with outreach delivery sites in areas of greatest need

1 in Rugby to match with the proposed Community Hub in Brownsover and surrounding areas, and 2 additional hubs to be identified through consultation, with outreach delivery sites in areas of greatest need

1 in Stratford to match with the Community Hub in Alcester, Studley and Bidford, with outreach and mobile delivery throughout the District

3 in Warwick to be identified through consultation with outreach delivery sites in areas of greatest need

Proposed range of services

Services available could include helping children be ready for school, childcare, positive parenting and child relationships, family support, speech, language and communication help, advice from health professionals such as midwives and health visitors, emotional health and wellbeing support and financial, education, employment and housing support. The new provision needs to focus on the effective delivery of services to meet current and future need rather than the physical place those services have historically been delivered from. How services have been delivered in the past does not necessarily suit how people want services delivered in the future. For example, the new offer could make best use of online information and support, to help people find answers and solutions for themselves, reducing the time spent waiting for someone else to provide the information. This is part of a wider plan of changes to help with greater independence and choice of how to access services.

A 'whole family' integrated approach

They will offer a range of multi-agency services offering a 'whole family' view of problem solving so families are able to get all the help they need with a range of issues, rather than visiting lots of different places to tell their story lots of times. The new approach could work closely with proposed Community Hubs whose services may be used by anyone of any age. Locating multiple services in one



location

What is being proposed? (cont.)

reduces this duplication and increases the ability of these services to offer joined up support. The redesign of 0-5 services provides an opportunity to create an integrated Family Support Worker service. This service would provide intensive support to families in a way that means they receive joined up help more quickly to help prevent issues from getting more serious. There would be a focus on the 0-2 year olds, because the first 1001 days are an important time to receive early help and make the most difference, whilst understanding that 0-5s are part of wider families who may be in need of support and who would like to access services which are located all in the same place.

Accessibility of venues

Increasingly, services are being delivered in different and more flexible ways through the use of 'hub and spoke' models. This is where some services are delivered from a central 'hub' with mobile outreach services delivered from 'spokes', such as community buildings where activities for children and families are already being delivered. People want services delivered from places which are more readily accessible to fit in with their busy lives. The new way focuses on services, not buildings. This means more resources can be spent on the actual people helping families, rather than the buildings where they have previously been based.

Community based

The creation of 12 Family Hubs may mean the remaining 27 Children's Centres become 'spokes' or outreach sites. This consultation aims to understand which services are most valued by children and families and how they want to access these services. This may mean the existing Children's Centres do not meet current and future needs and those which don't will cease to be funded by the Council so the money can be better spent on alternative provision which is able to meet children and families' needs. With less money it is so important we target our remaining resources where they are most needed. Where the existing Children's Centres may work as outreach sites, there will need to be conversations with the community based on the available funding and an understanding of whether there is capacity from the community (or an alternative provider) to take responsibility for the buildings and deliver the services that are wanted by children and families in the area. The proposed delivery model aims to provide a 'universal offer', where people could access information, advice and also where certain universal services are available. This could be delivered from a number of sites such as libraries or other community buildings. The services will promote self-help, independence and resilience, with assistance for those who may be in need of greater support. This means fewer buildings, better quality services, and a broader range of services.

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Why are changes being proposed?

The county council has a challenging savings target and must further reduce its budget by £67million by 2020. This requires looking carefully at the way we do things now, reviewing how effective this is, and finding innovative and more efficient ways to get results and keep people safe, healthy and independent.

It is not about stopping services but transforming, changing the way we do things, working more closely with communities and protecting those who are in greatest need of support. Our proposal to remodel Children's Centres will save £1.12million but will also allow us to deliver services which reach a wider group of people. By balancing the issues faced during the early years of a child's life with those of the whole family, we will be delivering more effective and better co-ordinated services. Now is the best time to reconfigure the way we do things to give the right support, for the right issue, at the right time with flexibility to adapt into the future.

We have looked to how other areas are successfully managing the challenge and want to ask you if you think a similar solution could work in Warwickshire.

Options considered and discarded

In remodelling Children's Centres, the Council wants to make the best use of limited resources and target them to help those most in need. Some other options have been considered, which have subsequently been discarded, and are as follows:

The Council could keep the current number of Children's Centres across Warwickshire, with an even split of budget reductions across all centres. However, this option has been rejected as it would not take account of the different levels of needs of those using the centres and overlooks the opportunity to adapt the service to make the centres fit for purpose.

The service offer from Children's Centres and other partner organisations could continue to be delivered separately. However, this option has been rejected as it continues to divide services for families and means they need to seek help from different agencies, instead of being able to access one joined up, single point of contact which covers more than just those with children aged 0-5. Families have children of all ages and so help should be available for the whole family, based on needs, not based on which service delivers what.



Who can respond to the consultation?

Anyone, but in particular we want to hear from local families, staff, Children's Centre advisory boards, service providers and local residents. Taking part will give people an opportunity to comment on the proposals and put forward any alternative suggestions they may have.

Get involved.

The consultation period is 11 weeks from Monday 26 June until midday on Friday 8 September 2017.

You can submit your views in one of the following ways:

Online at warwickshire.gov.uk/ask

Attend a public meeting:

- 1 event in North Warwickshire Borough
- 2 events in Nuneaton & Bedworth Borough
- 2 events in Rugby Borough
- 3 events in Stratford District
- 2 events in Warwick District

Write to Warwickshire Children's Centres Consultation, Jenny Bevan,
Saltisford Office Park, Ansell Way, Warwick, CV34 4UL
or phone 01926 742350

General consultation questions can be emailed to
childrenscentresreview@warwickshire.gov.uk

All consultation responses will be analysed and a report will be published and presented to the County Council for a final decision on 10 October 2017.

