

Report of the Interim Strategic Director Children's Services to the meeting of Executive to be held on 5 February 2019

AX

Subject:
PREVENTION AND EARLY HELP ESTATES STRATEGY

Summary statement:

This paper follows on from the Executive Report of 3 April 2018 (Prevention and Early Help – a proposed new model to support families and communities for the future, including proposed changes to how we provide the Children's Centre core offer across the District).

As a result of consultation carried out between November 2017 and February 2018 on the creation of a new 0-19 years Prevention and Early Help service a recommendation was taken to Executive in April 2018 that the use of buildings across the district be reviewed to look for ways in which the two year additional funding for staffing could be sustained through different use of buildings assets.

This Report sets out a proposal in relation to the buildings use within Prevention and Early Help Service and requests permission to go out to public consultation as recommended by Executive.

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Portfolio:

Children and Families

Overview & Scrutiny Area:

Children's Services

1.0 SUMMARY

1.1 Bradford has undergone a significant change programme in relation to Prevention and Early Help Services. At the Executive on 7 November 2017 Members approved a public consultation be carried out between 15 November 2017 and 12 February 2018 on the preferred model. Following this consultation Executive on 3 April 2018 approved a Family Hub model for a new Prevention and Early Help Service which is now being implemented. The new service brings together a range of existing services to form a new set of preventative and early help arrangements for children, young people and families. By working in a more coordinated way with partners and communities, the aim is that the new arrangements will deliver more effective and efficient ways of whole family and community based working.

The aim of the new model is to:

- deliver new 0-19 Prevention and Early Help Service targeting those communities/neighbourhoods with the poorest outcomes;
- deliver the Children's Centre core offer to support school readiness, parenting skills and family health in early childhood;
- ensure high levels of early education quality and take up;
- support education and attendance as a priority;
- ensure intensive support for those families in greatest need;
- cut out duplication and provide a 'whole family' approach so families do not receive a series of interventions from different services.

1.2 During the consultation there was consistent feedback that stakeholders wished to see a review of buildings to maximise the staffing resource allocated to the new Family Hub model.

1.3 In response to this the Executive agreed that an additional £500,000 per year for 2018/19 and 2019/20 be allocated to support transition into the proposed new model. This additional funding has gone into increasing the number of Prevention Workers and Key Workers.

1.4 Executive on 3 April 2018 resolved "That the Strategic Director of Children's Services in consultation with the Portfolio Holder produce a detailed plan on the best collective use of buildings across the Council, with key partners and communities, to sustain as much funding into front line workers by 2020/21, and which would be subject to further consultation as required".

1.5 As a result of that decision, a multi-agency work stream was established including representatives from Prevention and Early Help, social care, health, VCS, public health, youth service, neighbourhoods, libraries and Estates.

The work of this group has informed the proposal set out in this report and form the basis for consultation.

2. BACKGROUND

2.1 There are currently 41 buildings across the City within the scope of the proposals for consultation, which deliver some level of prevention and early help provision for Children and Families. Most of the buildings are known as Children's Centres. These buildings have developed over a number of phases funded predominantly by capital monies from Central Government.

2.2 A Sure Start children's centre is defined as a place, or group of places, where local families with young children can go and enjoy facilities and receive support that they need:

- which is managed by or on behalf of, or under arrangements with, the local authority with a view to securing that early childhood services in the local authority's area is made available in an integrated way;
- 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.

The Sure Start Children's Centre programme was expanded over time and councils were directed to open Children's Centres in school settings; in all communities and at a ratio of one Centre to 800 children under the age of 5. This now means that some delivery sites are not situated in the best place for the new Prevention and Early Help delivery model to deliver targeted family centred support. The new model extends to older children and families and the current sites were focused on early years provision and include in some cases private child care provision.

2.3 All 41 Children's Centre sites in the District were the subject of a review in 2013-14 which led to a report to Executive on 4 November 2014 setting out proposals for transfer to new delivery arrangements for Children's Centre services across the district. This reflected a local vision to integrate the early years offer as part of the wider neighbourhood offer and to help to deliver within the agreed budget.

2.4 As a result of the extensive consultation during this review in 2014, the Executive resolved that a cluster arrangement be approved. The proposal included that:

"9 of the sites that will be delivering services will no longer be registered as Sure Start Children's Centres". These sites can be found in Section 9 of this report.

2.5 Feedback from consultation during the previous review in 2013-14 reinforced that services should be planned and organised to be responsive to the needs of families and not be dependent on a building.

- 2.6 Statutory Guidance issued by the *DfE (Sure Start Children's Centres statutory guidance April 2013)* places a duty on the Council to consult before:
1. Opening a new Children's Centre;
 2. Making a significant change to the range and nature of services provided through a Children's Centre and/or how they are delivered, including significant changes to services provided through linked sites; or
 3. Closing a Children's Centre; or reducing the services provided to such an extent that it no longer meets the statutory definition of a Sure Start Children's Centre.
- 2.7 Statutory guidance on Children's Centres confirms that the focus should be on delivery of a service offer and not necessarily a focus on buildings. It follows from the statutory definition that Children's Centres are as much about making appropriate and integrated services available as they are about providing premises in particular geographical areas.
- 2.8 Prior to any changes consultation is required with all stakeholders and interested parties where proposals are for delivery to change significantly and/or cease. The Statutory Guidance requires the Council to consult everyone who could be affected by the proposed changes and gives examples of local families, those who use Children's Centres, Children's Centres staff, any advisory board members and service providers. Particular attention should be given to ensuring disadvantaged families and minority groups participate in consultations.
- 2.9 A local authority should not close an existing children's centre site in any reorganisation of provision unless it can demonstrate that where it decides 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 be a presumption against closure of children's centres and should;
- 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 and under the Child Poverty Act 2010.

In proposing changes, the Council will also need to demonstrate that it has due regard to the Public Sector Equality Duty and its duties under the Childcare Act 2006, including the duty to improve the well-being of young children and reduce inequalities between them

2.10 The building review

The multi-agency group undertook a full review of all 41 buildings and asked a number of key questions of each setting in the context of how we can best serve our communities:

1. **Does the building have sufficient space to create an Integrated 0-19yrs Family Hub, which can provide sufficient accommodation for staff including school nursing, health visiting teams and oral health programmes in each of the 4 Areas?**
2. **Is the building in a priority area?** The criteria for this was areas that are consistently identified by the Family Needs Assessment to be where families have the poorest outcomes and have the most need for support. These were outlined in the original proposals for the Prevention and Early Help Service and can be found in Appendix 1
3. **What are the opportunities to reduce the costs associated with these buildings, while maximising the wider collective assets and community resources available?**

2.11 When considering the wider collective assets and the potential to close or dispose of a building, the group also considered the risk of claw back. Claw back of funding is triggered where an asset funded wholly or partly by the Government is disposed of or the asset is no longer used to meet the aims and objectives consistent with the original grants.

2.12 Local authorities must notify the Department for Education of any plans to dispose of grant funded assets. Local authorities should operate on the presumption that claw-back will be enforced. However, subject to prior approval from the DfE, claw-back may be waived or deferred where an asset is sold and the proceeds are reinvested in another asset for a similar purpose consistent with the aims of the grant.

2.13 Disposal means a sale, transfer, or change of use of a capital asset. It includes the transfer of ownership of a lease, or freehold assets.

2.14 For some sites this risk may be mitigated by the delivery of services to children and families by other providers than the Council (e.g. nursery schools or to provide additional school places or for expansion by the current building occupier to deliver services that meet the aims and objectives of the original grant). This is referred to in section 9 of this report as “an appropriate alternative use”. This means that where possible we will identify other services for children, young people and families that can use the buildings, to ensure their on-going sustainability as a community resource.

2.15 Although this has been a consideration there has been no presumption prior to formal consultation that this may be an option. The capital grant claw back is for

a period of 25 years and any such proposals would have to be fully scoped and the risk understood on a building by building basis.

- 2.16 Using this methodology the multi-agency group identified the need for at least one Integrated Family Hub in each of the four Areas. The Family Hubs will comprise of an integrated staff team with on-site delivery of services for children, young people and families, including, school nursing and health visitors, other health colleagues and Children's Services staff and delivery.
- 2.17 Where additional staff accommodation space is required integrated staff sites have also been identified (these will not be delivery sites) but will provide a base from which the Prevention and Early Help workforce can reach the wider district.
- 2.18 A number of potential delivery sites were also identified for each of the Areas, which are existing Children Centre sites. Delivery sites would offer a reduced number of hours of Prevention and Early Help services per week. However, under this proposal they will have no permanent staff based on site, will have limited reception facilities, but will be located in places where communities can easily access services.
- 2.19 The Family Hubs teams are already using a number of local venues for delivery of services not in Children Centres in order to be more appropriate for the 0-19 age range. As the Family Hub model develops it is intended that partners, community and voluntary organisations and families will help to identify more locations for Family Hub services. Therefore in addition to the Integrated Hubs and the delivery sites the model will incorporate the use of locality or community based provision in order to meet local need, which will be paid for by the hour as required.
- 2.20 For example in the South Hub area over 30 stay and play/parent and toddler group sessions per week are being delivered by a range of voluntary and community organisations in venues other than children centre buildings. A timetable for each of the Hub areas is available on the Council's website. ([Family Hub website.](#))
- 2.21 In addition to the universal provision promoted in the Family Hub web page, targeted parenting programmes for families with children aged 0-19 years are delivered in a number of school settings. For example, Bradford Academy runs Family Links, Talking Teens and the Freedom programmes into which Prevention and Early Help staff can refer families. St Columbus Primary School runs a rolling programme of Family Links into which families from the South Hub can be referred. An example of best practice in collaborative working is between St Johns Primary and Fearnville Primary schools, who work together to deliver a Family Links programme at St John's Church. School staff were trained by Prevention and Early Help and referrals can be made by the Hub into the programme.
- 2.22 This community asset based approach will also help to identify and maximise the opportunities to support and sustain local organisations, to work together

with partners to deliver integrated early childhood services and to generate savings.

- 2.23 Through the review of the building assets the group also identified the potential to create an All Age Community Hub based in the TFD centre, Holme Wood. The building is located in the heart of the Holme Wood estate and is already used to deliver the Youth offer in the area. In addition there is a co-located community library on site and a number of voluntary and community sector providers deliver provision mainly for young people. The consultation will explore options to create a Hub incorporating the 0-19 years integrated Family Hub for the South Area, Adults Services and services delivered by other partners from within and outside the Council.
- 2.24 Under the proposal from the review all families will continue to have access to a range of universal services across the District; the proposals will ensure that support is targeted to the most vulnerable families and through venues based in communities. The Authority is aware that it must make arrangements so that there are sufficient children's centres, so far as reasonably practicable, to meet local need. Additionally the Authority is aware of its duty to consider whether the early childhood services it provides, together with local commissioners of health services, should be provided through children's centres in the area, but noting that a children centre can be either a singular site or a group of places where families receive support.

3. OTHER CONSIDERATIONS

- 3.1 The 0-19 years Prevention and Early Help Family Hub model sits alongside wider cross-agency and system initiatives such as the Integrated Early Years Strategy, Signs of Safety implementation, the Integrated Care Pathway, self-care, ESIF/Lottery Stronger Families programme and B Positive Pathways.
- 3.2 The 0-19 years Family Hubs will incorporate Public Health 0-19 years children's services including Health Visiting, Family Nurse Partnership, School Nursing and Oral Health services. The creation of Integrated Family Hubs will ensure that these services are fully aligned and integrated.
- 3.3 The workforce change process for the Prevention and Early Help Service agreed at the 3rd April 2018 Executive has now been completed. The 0-19 years Family Hub teams covering the 4 areas of the District: West, South, East and Keighley/Shipleigh have been established. The Family Hub model of co-produced service delivery for Prevention and Early Help, as recommended, is starting to develop.
- 3.4 The Family Hubs are already utilising community venues to support the delivery of services for children, young people and families and the proposed plan in this report will help to further identify and finalise suitable venues in communities.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 There has been a total of £21.5m General Sure Start Capital grant funding allocated across these sites. Any proposed future alternative use must take account of the potential for claw back of capital grant.
- 4.2 The estimated 2018-19 revenue cost relating to the current buildings is £1.2m.
- 4.3 The additional transitional funding for 2018-20 (£500k over 2 financial years totalling £1m) in support of additional staff expires in March 2020.
- 4.4 It is envisaged that this premises review will generate potential savings that can be utilised to meet the end of the transitional funding in March 2020.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The risks are managed in accordance with the Council's procedures. This is a large programme of work that requires delivery at a considerable pace. It will require significant meaningful engagement and formal consultation with partners, parents and families, schools, early years settings, the VCS, the workforce, the DfE and other interested parties.
- 5.2 Risks in relation to individual sites will be outlined in the project plan.
- 5.3 Delivery is overseen by the Great Start Good Schools Outcome Board. An Enabler Group including Legal, Estates and Finance supports implementation of the Programme. A risk register is in place.

6. LEGAL APPRAISAL

- 6.1 The Local Authority must ensure it complies with the duty to consult under the Childcare Act 2006.
- 6.2 The DfE Sure Start Children's Centre statutory guidance April 2013 provides that the Local Authority must ensure there is consultation with interested parties before any significant changes are made to Children's Centre provision in their area including how they are delivered or provided through linked sites.
- 6.3 The Local Authority must consult before closing a children's centre or reducing the services provided to such an extent that it no longer meets the statutory definition of a Sure Start children's centre set out in the Report at 2.2
- 6.4 When a local authority puts forward any proposals on the change of use of capital projects which were funded through the Sure Start and Early Years Capital Grant it must inform the Department of Education of the proposed change.
- 6.5 Consultation must take place with all interested parties when proposals are still

at a formative stage. Sufficient reasons must be put forward for the proposal to allow for intelligent consideration and response. Adequate time must also be given for consideration and to respond to the consultation and conscientious account must be taken of responses when a decision is made. Whilst all options do not have to be consulted upon they must be sufficiently clear to enable consultees to understand the proposals.

- 6.6 The Local Authority must have regard to its public sector equality duties under section 149 of the Equality Act 2010 when exercising its functions and making any decisions. The Local Authority must carry out an Equalities Impact Assessment to enable intelligent consideration of the proposals. The Local Authority must have due regard to the information in the Equalities Impact Assessment in making the decision to commence consultation on these proposals.
- 6.7 Consultation must be easily understandable by those most likely to be affected by the proposed changes. The language should not be technical and what is being proposed and the impact of the proposals must be in plain English.
- 6.8 The Children Act 1989 sets out the provision of services for children and their families. Section 17 places a duty on every local authority to safeguard and promote the welfare of children who are in need within their area.

The Council has duties under the Childcare Act 2006 which include:

- Section 1 - duty to improve well-being of young children & reduce inequalities between them;
- Section 3 - to make arrangements so that early childhood services are integrated, accessible and benefit young children and their parents;
- Section 5A - make arrangements for sufficient Children's Centres, so far as reasonably practicable to meet local need;
- Section 5D - duty on local authorities to ensure there is consultation before any significant changes are made to children's centre provision in their area
- Section 5E - duty on local authorities, local commissioners of health services and Jobcentre Plus to consider whether the early childhood services they provide should be provided through children's centres in the area

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

7.1.1 S149 of the Equality Act 2010 (the Public Sector Equality Duty) provides as follows:

- (1) A public authority must, in the exercise of its functions have due regard to the need to;

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;
- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to;
- (a) tackle prejudice, and
 - (b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

7.1.2 An Equalities Impact Assessment for the proposals is attached as Appendix 2.

7.2 SUSTAINABILITY IMPLICATIONS

There are no direct sustainability implications arising from this report. Any development or changes to buildings undertaken as a result of these proposals will be undertaken in a sustainable way which minimises the future impact of the Local Authority's carbon footprint.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

The proposals for consultation would not impact on gas emissions.

7.4 COMMUNITY SAFETY IMPLICATIONS

Through working differently across services we are seeking to minimise crime and anti-social behaviour and its impact on individual families and communities. This is a priority outcome area.

7.5 HUMAN RIGHTS ACT

There are no direct Human Rights implications arising from this report.

7.6 TRADE UNION

The trade unions will be fully consulted on the proposals and their feedback will be incorporated into future reports to the Executive.

7.7 WARD IMPLICATIONS

Ward Councillors will be formally consulted upon about how the proposals will affect their Wards

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

Following Executive approval to consult, reports are planned to go to each Area Committee.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

It is important that appropriate venues are available across the District to enable Looked after Children to maintain contact with their family. Any impact on maintaining contact will need to be reflected in the consultation.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT

7.10.1 The City of Bradford Metropolitan District Council (the 'Council') is registered with the Information Commissioners Office (ICO). For more information about how the Council uses information, please refer to the general 'Privacy Notice' on the Council's website.

7.10.2 Children's Services will undertake a Privacy Impact Assessment to identify any data protection and information security matters arising from the proposals

7.10.3 The legal basis for holding any data relating to buildings is contractual and may relate to tenancy or other property type agreements. General Data Protection Regulation (GDPR) principles relating to individual's rights will be fully respected.

7.10.4 Any need for partner agencies to share data would only be with the express permission of the service users in the full knowledge of why and what it would be used for. General Data Protection Regulation (GDPR) principles relating to any individuals data and rights under the Data Protection Act 2018 will be respected.

8. NOT FOR PUBLICATION DOCUMENTS

8.1 None

9. PROPOSAL FOR CONSULTATION

9.1 Move to a tiered approach to support the delivery of 0-19yrs Prevention and Early Help Service that will:

- maximise use of wider locations in communities;
- ensure a geographical spread of delivery sites across each area;
- support continued delivery of school nursing & health visiting services across the centres and develop integrated family hubs;
- seek to reduce reliance on buildings and release as much money as possible into front line workers.
- deliver the new services where they are needed most based on the outcome framework which has already identified those wards/neighbourhoods with the highest levels of inequalities. See Appendix 1.

This proposal for consultation will create the following in each of the 4 areas:

- At least one **Integrated Family Hub**, which comprises of an integrated staff team base in addition to having on site delivery of services for the public. Where necessary additional capacity will be created in an Integrated Staff base.
- **Delivery sites** offering a minimum of 8 hours of Prevention and Early Help delivery per week, with reduced reception facilities. These are sites which are located where communities can easily access services.
- **Community based provision;** venues in addition to those already used by the Family Hubs will be identified to meet local need. These will generally be paid for by the hour as required.

9.2 Based on the agreed Family Hub model of delivery, work has already started to create a number of Integrated Family Hubs sites in each of the 4 Hub areas. These sites are existing Children's Centres and were identified based on their location and size in order to meet the needs of families and to accommodate service delivery and staff. Details on these sites can be found in the tables below.

- 9.3 The proposal identifies the Children Centre buildings that are suitable as delivery sites, being in areas where they are needed the most and to ensure a geographical spread of delivery across the district.
- 9.4 Using the principles of the review in section 2 a number of Children's Centre buildings were identified that no longer meet the needs of the service for the delivery of prevention and early help services. During the consultation process we will seek to establish "appropriate alternative use of these buildings". This means that where possible we will identify other services for children, young people and families that could use the buildings. This will mitigate the risk of claw back and ensure that where possible buildings continue to be used for services for children and families.
- 9.5 In parallel with this we will identify sites within communities that are suitable for the delivery of the new 0-19 years' service. Priority areas will continue to have access to services, under the proposal the venues where these are delivered may change.
- 9.6 The proposal for consultation is that each area will make use of a network of linked sites that work together. Some of these sites will be existing Children's Centre buildings operating as integrated family hubs, some will be existing children's centre buildings offering services and some will be local venues that are in locations that can better meet the needs of children, young people and families across the 0-19 age range.
- 9.7 The developing Family Hubs are already using a number of community venues to deliver services and the intention is to identify through the consultation further community venues in the Areas to maximise the use of wider locations in communities.
- 9.7 Subject to the outcome of the consultation the proposals could result in some Children's Centre buildings no longer delivering services for children and families. Where this is the case we will ensure that children and families that require a service will still be able to do so through a universal or targeted offer, which may be delivered from a different location within the local area.

Where we are consulting on appropriate alternative use there is a potential that currently registered sites may need to be de-registered as Children's Centres. For example, some schools have already expressed an interest in taking over the space currently occupied by the Children's Centre located on their premises in order to expand or deliver further provision for their children and families. In this case a currently registered Children's Centre may need to be de-registered. However, as this could be deemed as an appropriate alternative use it is likely that this would reduce the risk of any claw back and the building would continue to function as a resource for children and families in the area.

9.8 This proposal will involve consultation on the following proposals in relation to each site:

KEIGHLEY/SHIPLEY		
Current registered Children's Centres	Already in progress	
Rainbow	Integrated Family Hub	Additional delivery sites to be identified in Keighley Central priority area
Strong Close (Thwaites)	Integrated Staff base	
Owlet (Windhill/ShipleY)	Integrated Staff base	
Current registered Children's Centres	Proposal for consultation	
Highfield Priority Area (see appendix1)	Delivery Site	
		Assurance
Hirst Wood (Saltaire)	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process
Low Fold (Keighley West)	Consult on appropriate alternative use	
Previously de-registered Children's Centres/Delivery Sites	Proposal for consultation	Assurance
Daisy Chain (Silsden)	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process
Baildon, (Sandal)	Consult on appropriate alternative use	
Little Lane, (Ilkley)	Consult on appropriate alternative use	
Treetops, (Haworth)	Consult on appropriate alternative use	
Cornerstones (Bingley Rural)	Consult on appropriate alternative use	
Trinity 5 Rise (Bingley)	Consult on appropriate alternative use	
Menston and Burley	Consult on appropriate alternative use	
During the consultation process we will identify local/community venues to ensure a geographical spread across the area.		

SOUTH BRADFORD		
Current registered Children's Centres	Already in progress	
Reevy Hill, (Buttershaw) Priority Area (see appendix1)	Integrated Family Hub	
Current registered Children's Centres	Proposal for consultation	
Bierley (re-located to Life Centre) Priority Area (see appendix1)	Delivery site	
Holme Wood Priority Area (see appendix1)	To continue as a delivery site until alternative site is finalised.	
Tyersal Sutton Community Centre Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process for targeted delivery.	
Lidget Green (Great Horton) Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process for targeted delivery.	
Woodside	Consult on appropriate alternative use	
Wyke	Consult on appropriate alternative use	Assurance Universal services will continue to be available through local and community venues which will be identified during the consultation process
Previously de-registered Children's Centres/Delivery Sites	Proposal for consultation	Assurance
Victoria Hall, (Queensbury)	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process

New Site proposal	Proposal for consultation	
TFD – Holme Wood Priority Area (see appendix1)	Consult on proposal to develop an all age integrated community hub.	
During the consultation process we will identify local/community venues to ensure a geographical spread across the area.		

EAST BRADFORD		
Current registered Children’s Centres	Already in progress	
Barkerend Priority Area (see appendix1)	Integrated Family Hub	
Gateway, (Ravenscliffe) Priority Area (see appendix1)	Integrated Family Hub	
Current registered Children’s Centres	Proposal for consultation	
Canterbury Priority Area (see appendix1)	Delivery Site	
Woodroyd (West Bowling) Priority Area (see appendix1)	Delivery Site	
Communityworks, (Undercliffe) Priority Area (see appendix1)	Delivery Site	
Fagley Priority Area (see appendix1)	Delivery Site	
Mortimer House,(Thornbury) Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process for targeted delivery.	
Burnett Fields, (BD5) Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process	

	for targeted delivery.	
	Proposal for consultation	Assurance
Parkland, (Idle and Thackley)	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process
During the consultation process we will identify local/community venues to ensure a geographical spread across the area.		

WEST BRADFORD		
Current registered Children's Centres	Already in progress	
Farcliffe, (Toller) Priority Area (see appendix1)	Integrated Family Hub	
Current registered Children's Centres	Proposal for consultation	
Abbey Green, (Lumb Lane, Green Lane, Manningham) Priority Area (see appendix1)	Delivery Site	
Midland Road, (Valley Road, Manningham) Priority Area (see appendix1)	Delivery Site	
St Edmund's, (Girlington) Priority Area (see appendix1)	Delivery Site	
Farnham, (Great Horton, City) Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process for targeted delivery.	
Princeville, (Lidget Green, City) Priority Area (see appendix1)	Consult on appropriate alternative use and additional community venues to be identified through the consultation process for targeted delivery.	

		Assurance
Heaton	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process
Allerton, (Ley Top)	Consult on appropriate alternative use	
Crossley Hall, (Fairweather Green)	Consult on appropriate alternative use	
Frizinghall	Consult on appropriate alternative use	
Previously de-registered Children's Centres/Delivery Sites	Proposal for consultation	Assurance
Thornton	Consult on appropriate alternative use	Universal services will continue to be available through local and community venues which will be identified during the consultation process
During the consultation process we will identify local/community venues to ensure a geographical spread across the area.		

A proposed timeline of key milestones is provided below:

Date	Activity
5 th February 2019	Executive decision
12 th February 2019	Formal Consultation begins
7 th May 2019	Formal Consultation ends
July 2019 (date to be confirmed)	Return to Executive
August 2019	Commence implementation of recommendations

10. RECOMMENDATIONS

10.1 Recommended:

1. That Executive authorise the Interim Strategic Director for Children's Services to commence a formal consultation on 12th February 2019 until 7th May 2019 on the proposal set out in this report.
2. That Executive receives a further report in July 2019 following formal consultation.

11. APPENDICES

11.1 Appendix 1 - Key ward level outcomes and deprivation statistics.

11.3 Appendix 2 - Equalities Impact Assessment.

12. BACKGROUND DOCUMENTS

- Sure Start Children's Centre Statutory Guidance, Department for Education (2013)
- Report to Council Executive, 4th November 2014, New Delivery Model for Bradford's Children's Centres.
- Report to Council Executive 7th November 2017 Prevention and Early Help – a proposed new model to support families and communities for the future, including proposed changes to how we provide the children's centre core offer across the District.
- Report to Council Executive 3rd April 2018, Prevention and Early Help – a proposed new model to support families and communities for the future, including proposed changes to how we provide the children's centre core offer across the District.
- Link to [Family Hub website](#)

Appendix 1

Current mapping of key ward level outcomes and deprivation statistics show that it is consistently the same wards that have the poorest outcomes and the most need for support:

Ward	Deprivation (IMD 2015)	NEET (%)	EYSFP 2016 (%)	LAC	CIN	CPP	16+ unemployment	18-24 unemployment
Manningham	61.373	3.8%	65.0%	15	52	26	735	180
Little Horton	53.896	4.6%	58.7%	16	55	21	675	155
Bradford Moor	51.232	3.3%	61.8%	15	81	27	510	130
Tong	50.668	4.5%	61.2%	23	77	34	540	120
Great Horton	43.947	3.5%	54.0%	19	44	25	370	90
Eccleshill	41.957	5.0%	64.9%	16	75	31	365	80
Bowling and Barkerend	53.917	3.6%	55.8%	20	35	29	645	140
Keighley Central	48.889	4.1%	61.5%	11	52	14	410	95
City	44.167	3.4%	53.6%	27	37	21	785	185
Toller	45.285	2.1%	59.0%	8	58	20	485	135
Heaton	32.293	4.3%	67.3%	14	47	15	340	95
Royds	37.457	2.8%	59.9%	12	73	15	345	80
Wibsey	34.525	3.6%	66.2%	14	43	24	230	40
Keighley West	34.781	5.2%	72.1%	15	50	26	255	50
Clayton and Fairweather Green	33.924	4.4%	64.9%	12	29	14	280	70
Thornton and Allerton	31.109	3.3%	67.8%	16	32	24	245	50
Keighley East	24.607	3.5%	65.3%	11	43	15	165	45
Windhill and Wrose	32.386	3.2%	71.1%	7	50	9	290	65
Bolton and Undercliffe	38.112	2.4%	69.6%	7	35	9	290	70
Wyke	25.224	4.5%	78.7%	10	31	14	225	65
Shipley	21.097	3.3%	74.9%	5	21	6	215	45
Idle and Thackley	18.61	3.1%	83.5%	5	21	9	175	35
Queensbury	19.403	0.9%	72.0%	1	17	5	175	40
Bingley	15.116	1.3%	76.0%	2	24	7	175	45
Bingley Rural	14.602	1.5%	80.9%	4	29	2	115	30
Worth Valley	14.425	0.7%	72.1%	2	6	8	85	20
Baildon	13.672	1.6%	82.1%	3	13	2	95	20
Craven	10.505	0.5%	75.4%	2	17	10	75	20
Ilkley	5.971	1.1%	83.2%	4	15	2	50	10
Wharfedale	5.31	0.3%	82.2%	-	7	-	20	5

Equality Impact Assessment Form

Department	Children Services	Version no	0.1
Assessed by	Helen Johnston	Date created	28 November 2018
Approved by	Jenny Cryer	Date approved	12 December 2018
Updated by		Date updated	
Final approval		Date signed off	

The Equality Act 2010 requires the Council to have due regard to the need to

- eliminate unlawful discrimination, harassment and victimisation;
- advance equality of opportunity between different groups; and
- foster good relations between different groups

Section 1: What is being assessed?

1.1 Name of proposal to be assessed.

Prevention and Early Help Estates Strategy

1.2 Describe the proposal under assessment and what change it would result in if implemented.

The proposal for consultation aims to ensure that use of the buildings estate is aligned with the new operating model for the Prevention and Early Help service and that buildings are being used to their maximum benefit for the community.

The change would result in a reduction in the number of buildings from which prevention and early help services are provided or are accessible to users across the district. It is intended to align the building estate with the new operating model.

A multi-agency team established to make recommendations on the proposal worked to the following principles:

- Create at least one integrated family hub for staff teams and other service in each of the 4 Hub Areas.
- Base services in communities and building on community assets
- Establish needs led and targeted support in areas of highest need
- Achieve reach through outreach and linking in and through wider community provision and sites.
- Develop an agile approach so that service activities are able to be provided flexibly across a range of sites based on need.

In making recommendations, the team also gave consideration to if a building was in a priority area – priority being determined by a range of available data including IMD 2015 rank, % of NEET, levels of young people who were unemployed etc.

The resulting proposal for consultation is to move to a tiered buildings approach for the delivery of Prevention and Early Help. In each cluster (four areas) it is proposed to have:

- At least one **Integrated Family Hub**, which comprise of an integrated staff team base in addition to having on site delivery of services for the public. Where necessary additional capacity will be created in an Integrated Staff base.
- **Delivery sites** offering a reduced number of hours of Prevention and Early Help delivery per week, with no permanent staff based on site, limited reception facilities, but located where communities can easily access services.
- **Community based provision** to be identified through consultation to meet local need, where possible paid for by the hour as required.

The proposal meets the principles above and ensures that the new model for Prevention & Early Help services can be delivered, in particular ensuring:

- Statutory requirements continue to be met
- Good outcomes for children are supported
- As much resource as possible is deployed to work directly with children, families and communities

The proposal for consultation will also:

- Maximise use of wider locations in communities
- Ensure geographic spread of delivery sites across each constituency
- Support continued delivery of midwifery & health visiting services across centres and develop family hubs;

Section 2: What the impact of the proposal is likely to be

2.1 Will this proposal advance equality of opportunity for people who share a protected characteristic and/or foster good relations between people who share a protected characteristic and those that do not? If yes, please explain further.

Support will continue to be delivered across the district in line with the new PEH operating model with a special emphasis on ensuring that some buildings that deliver services and some buildings that are available for community use are sustained in the most deprived areas.

Overall the proposal for consultation intends to support the new PEH operating model – ensuring that all communities have access to services, that equality of opportunity and a range of outcomes for babies, children and

young people and families is advanced.

2.2 Will this proposal have a positive impact and help to eliminate discrimination and harassment against, or the victimisation of people who share a protected characteristic? If yes, please explain further.

Ensuring that services are delivered and activities are available in buildings in deprived areas will mean that those with a range of protected characteristics should find accessing services and provision easier – for instance those individuals and families on low incomes.

2.3 Will this proposal potentially have a negative or disproportionate impact on people who share a protected characteristic? If yes, please explain further.

The physical accessibility of buildings has not been taken into account when developing these proposals therefore people with disabilities may be disproportionately impacted. This may directly impact people who use the services or those who care for them or support them.

Those on low incomes and not living in the priority areas may find it more difficult to access targeted services due to the need to pay for travel, their working patterns, child care arrangements etc. Universal services will still be accessible.

The equality impact assessment carried out indicates the proposal is likely to have low to no impact across most protected characteristics.

2.4 Please indicate the level of negative impact on each of the protected characteristics?

(Please indicate high (H), medium (M), low (L), no effect (N) for each)

Protected Characteristics:	Impact (H, M, L, N)
Age	L affects early years 0-5 provision
Disability	L/M
Gender reassignment	N
Race	N
Religion/Belief	N
Pregnancy and maternity	L
Sexual Orientation	N
Sex	L most users of CC are female
Marriage and civil partnership	N
Additional Consideration:	

2.5 How could the disproportionate negative impacts be mitigated or eliminated? (Note: Legislation and best practice require mitigations to be considered, but need only be put in place if it is possible.)

The possible disproportionate impact on people with disabilities could be mitigated by ensuring that buildings identified for consultation within the proposal where services and/or activities are expected to be delivered are reasonably accessible and have undergone recent accessibility assessments, that remedial work is undertaken where such a building in the proposal is not deemed to be reasonably accessible and in the event that the building, following consultation and approval of a finalised proposal, will be a site at which services and activities are delivered.

Ensuring a range of buildings delivering services are sited in deprived areas will ensure those families and individuals on low incomes or wages have access to services. People on low incomes or wages living outside of those deprived areas will continue to have access to services through Early Help Gateway and there will be activities and services available across all areas.

The PEH service is maintaining strong relationships with childcare and schools in all areas and this means that vulnerable children and families will be able to access support when needed regardless of the site of service delivery in their area. This means that those children living in low income families in more affluent areas will still be able to access support and activities.

Additionally the consultation around the proposal will also include consideration of appropriate alternative use of some sites.

Section 3: Dependencies from other proposals

3.1 Please consider which other services would need to know about your proposal and the impacts you have identified. Identify below which services you have consulted, and any consequent additional equality impacts that have been identified.

A comprehensive stakeholder consultation plan has been developed. The intention is to consult with the following:

- Children, young people, families, parents, carers
- Education settings
- Health colleagues
- Police
- Public and Voluntary sector
- Community Partners
- Businesses
- Council employees

- Elected members

The multi-agency group established to develop recommendations for this proposal included representatives from the following:

- Prevention and Early Help
- Social Care
- Health
- Public Health
- Youth Service
- Neighbourhood Services
- Libraries and Estates
- Voluntary and Community Sector

Section 4: What evidence you have used?

4.1 What evidence do you hold to back up this assessment?

- **Families needs assessment undertaken to support the remodelling of the Prevention and Early Help service.**

This document included considerable analysis which provided a baseline of data covering a breadth of information from demographics, deprivation, maternity, health; education and social services and this analysis underpinned the development of the Prevention and Early Help service.

The Executive report and appendices discussed at the Council Executive on 7 November 2017 and 3 April 2018 outline the analysis gathered.

- **Feedback from the consultations that supported the remodelling of Prevention and Early Help**
- **Map of ward level outcomes and deprivation statistics to identify the most deprived areas**
- **Outputs from the multi-agency group tasked with developing recommendations to inform the proposal.**
- **Peopletoo analysis of consultation on Prevention and Early Help services**

4.2 Do you need further evidence?

The EIA will be reviewed in view of feedback from the extensive consultation that will be taking place to inform further development of these proposals.

Section 5: Consultation Feedback

5.1 Results from any previous consultations prior to the proposal development.

Feedback from the extensive consultations that supported the remodelling of Prevention and Early Help has informed this proposal.

A wider review of all prevention and early help provision that included consultation with a wide range of stakeholders has informed this proposal. A summary of the consultation and feedback is available in the report to Council Executive of the 7 November 2017 - Prevention and Early Help – a proposed new model to support families and communities for the future, including proposed changes to how we provide the children's centre core offer across the District.

5.2 The departmental feedback you provided on the previous consultation (as at 5.1).

The above feedback has informed this proposal.

5.3 Feedback from current consultation following the proposal development (e.g. following approval by Executive for budget consultation).

The Council Executive of the 5th February 2019 will be asked to consider approving the proposal for full consultation

5.4 Your departmental response to the feedback on the current consultation (as at 5.3) – include any changes made to the proposal as a result of the feedback.

Responses will be provided in July 2019 following the formal consultation during February – May 2019.