

Report of the Strategic Director Children's Services to the meeting of Bradford District Health & Wellbeing Board to be held on 26 March 2019

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Subject:

Update on Family Hubs Prevention and Early Help implementation.

Summary statement:

On the 3 April 2018, the Council's Executive agreed to implement the Family Hubs model for delivering prevention and early help to babies, children and young people from October 2018.

This report provides an update on implementation since April 2018 with a specific focus on area based planning and issues.

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Portfolio: Children and Families

Overview and Scrutiny Area:
Children's Services

1. SUMMARY

- 1.1 On the 3 April 2018, the Council's Executive agreed to implement the Family Hubs model for delivering prevention and early help to babies, children and young people from October 2018.
- 1.2 This report provides an update on implementation since April 2018.
- 1.3 The report is set in the context of the Health and Wellbeing's previous considerations of the Peopletoo review and recommendations on Prevention and Early Help.
- 1.4 There is a broad consensus that we secure an all ages approach to prevention and early help across the district. Such an approach would recognise and build upon the collective assets across our families and communities.

2. BACKGROUND

- 2.1 In November 2016, the Early Intervention Foundation published, '*The cost of late intervention*'. For Bradford District, it estimated that £165million per year (or £311 per person) is spent on late interventions with the largest costs associated with looked after children and responding to domestic violence.
- 2.2 An extensive public consultation was held between November 2017 to February 2018 on a proposed model to both secure significant financial savings and deliver a new model for prevention and early help to children and families across the district. The proposals were also based upon a detailed Families Needs Assessment.
- 2.3 At its meeting dated 3 April 2018, the Council's Executive received and agreed a report which summarised the messages from public consultation, arising changes to the proposed model and a proposed timeline for implementing a new Family Hubs model by October 2018. The outline Family Hubs offer is set out at **Appendix One**.
- 2.4 This report does not seek to repeat the detail set out in the above report.
- 2.5 Following Executive's agreement to implement the changes, Officers and key partners have focused on implementation.
- 2.6 The new Family Hubs model, is overseen by four Family Hubs Integrated Area Leadership Groups and four 0-19 area delivery teams employed by the Council.
- 2.7 Family Hubs cover West, South, East and Keighley/ShIPLEY combined and they deliver:
 - Co-ordination and an information networks across universal and targeted support in the area;
 - Focused work which builds family relationships and improves children's outcomes;
 - Work to reduce family poverty and support social mobility;
 - Co-location of key teams, particularly with the 0-19 children's public health service.

2.8 Collectively, we work under the following agreed vision:



2.9 As we co-produce and implement the detailed Family Hubs service offer, we are adopting a strength based approach. This approach is based on the assumption that all neighbourhoods are places where individuals, families and organisations represent resources upon which to build. It is defined by three main characteristics:

- ***‘How do people already connect, support each other and help each other in this area? Who is presently delivering support and services which contribute to the Family Hub offer – strengths first before gaps?’***
- ***‘What is it like to live in this area and what are the important things for us to work together on? What are the best ways of delivering a Family Hubs offer in this area?’***
- ***‘Who else can help you and us work on these issues? What are the naturally occurring networks we can foster and which can support families in this area?’***

2.10 The new arrangements continue to operate under the Safeguarding Children's Board's existing Thresholds of Need document and Signs of Safety as the lead assessment and planning tool with families. The Threshold of Needs Guidance is presently under review.

2.11 Under the Family Hubs model, Children's Services continue to provide the following services on a district-wide basis:

- Early Help Gateway (including Families Information Service and SEND Local Offer) which will be a single point of contact for advice on prevention and early help linking together on-line and phone based advice, information and referral routes and is being fully integrated with the social work front door
- Oversight of educational support, including children missing from education (provided through a dedicated Education Safeguarding Service);
- Specialist behaviour support and inclusion for children and young people with special education needs and disabilities;
- Short breaks for disabled children and young people;
- Intensive Family Support/Family Group Conferences to prevent children and young people coming into care.

2.12 Each of the four area Family Hubs Prevention and Early Help Teams is made up of:

- 1 x FTE Family Hub manager
- 2 x FTE Senior Family Key Workers each supervising 7 x FTE Family Key Workers (14 x FTE in total).
- 1 x FTE Senior Prevention Worker supervising 7 x FTE Prevention Workers and 1 X FTE Access & Take Up Worker
- Business Support Officers

2.13 Each area is also supported by key workers ('one worker, one family, one plan') provided under the Families First and Stronger Families projects lead by Barnardos. Bradford Council has commissioned a keyworker service for vulnerable families across the Bradford district that meet the national 'Troubled Families' criteria (named Families First in Bradford) and locally set criteria. Barnardos lead the service in partnership with Brathay, J.A.M.E.S and YMCA. This is a payment by results programme and allowing some challenges, as an authority we are now back on track with the target number of families we agreed to work with under our agreement with the Ministry of Housing, Communities and Local Government.

2.14 Stronger Families is also a two-year project supporting people across Bradford and Leeds who are facing challenges in being able to develop their skills, move towards the world of work and secure employment. Alongside partners from across Leeds and Bradford we have been given £3.5 million of funding from the Big Lottery Fund and the European Social Fund to deliver the programme until September 2019. We are hopeful of continuation of funding which should be confirmed soon. It aims to work with families before they start to cause anti-social behaviour problems, risk criminal records, come to the attention of police or have their children excluded from school, all of which may result in major barriers to gaining and sustaining employment. This is a district wide service working across all Bradford areas with an open referral route via StrongerFamiliesBradford@barnardos.org.uk.

2.15 The section below outlines the key work streams and progress to date:

Peopletoo and People Can – an all ages Prevention & Early Help Strategic approach

2.16 In June 2017, the Bradford District Partnership commissioned Peopletoo to review local arrangements for early intervention and prevention across all ages.

2.17 In September 2017, Peopletoo delivered a report that made a number of recommendations which endorsed a direction of travel for Prevention and Early Help. The report proposed a number of recommendations:

<p>‘Think Family’ and build up strength based approaches and conversations.</p>	<p><i>Family Hubs continue to implement Signs of Safety (our assessment model which works with a family’s strengths whilst being clear about any worries people may have about children).</i></p> <p><i>We do everything we can to find all relevant extended family and people who have a natural connection to the children to help families help themselves.</i></p> <p><i>Family Hub team arrangements have cut out duplication so the same family don’t have multiple contacts from different teams.</i></p>
<p>Link across to the Public Health’s Self Care and Prevention Programme.</p>	<p><i>We have integrated key elements of the workforce development strand from this programme into our 01-9 workforce development passport.</i></p>
<p>Build partnership working at the ward levels</p>	<p><i>The new arrangements align with Parliamentary constituencies and Area Co-ordinators and Youth Services are being involved in the Family Hub district-wide and area partnerships.</i></p> <p><i>Area-based offers have been published on-line and in key sites but we know there is a broader offer to capitalise on in each area.</i></p> <p><i>We have identified a number of wards and lower level areas (known as Super Output Areas) with the poorest outcomes for children and we are undertaking targeted conversations with schools and Community Partnerships in those areas.</i></p>

<p>Focus on the early and formative years of a child's life</p>	<p><i>A central priority for Prevention and Early Help would be conception to age 2 and school readiness. We continue to draw heavily on learning and approaches within Better Start and Born in Bradford, for example, our emerging area plans are using the Logic Model and we are working together on Families Links and early language development.</i></p>
<p>People Can – local volunteering and fundraising should be fostered</p>	<p><i>Proposed Prevention and Early Help Teams and commissioned services are expected to provide opportunities for volunteering, apprenticeships and co-delivery of services within communities.</i></p> <p><i>We work together with others to foster networks in areas.</i></p> <p><i>A small Prevention Fund is available to support local ideas to improve outcomes.</i></p>
<p>Join up and focus on online and digital delivery</p>	<p><i>There are more opportunities for delivering parenting support and young people's support online. WE already signpost parents to some of these through our Family Hub online pages.</i></p>

2.18 In response to the Peopletoo report, there is a strong consensus to develop an all ages approach and it was agreed that such developments would report to the Health and Wellbeing Board. We need to finalise governance and planning arrangements to take forward this all ages approach.

0-19 Family Hubs Implementation Group.

2.19 Jim Hopkinson (Deputy Director, Children's Social Care) chairs the main partnership overseeing the Family Hubs programme. This also includes oversight of the district's Families First (payment by results) and Stronger Families delivery.

Public Health 0-19 Children's Service Commissioning Board (commissioners only).

2.20 This group was led by Public Health and developed the detailed service specification for the Public Health 0-19 Children's Service and lead the retender process. The Service includes SEND children and young people 0-25 years. The group provided four stakeholder events to ensure market engagement with high attendance from stakeholders. Officers provided feedback to stakeholders on the questions asked at the events. In addition, events with GPs and Primary Care staff were also held. The feedback from all these events fed into the development of the service specification

and tender process. The service was commissioned with a vision and intention to integrate and co-locate with the wider Family Hub teams.

Progress – Following a full tender process, Bradford District Care Trust have been confirmed as the children’s public health services provider. They will be co-located and integrated within the Family Hubs. There are discussions underway to ensure continued strong alignment to Community Partnership (GP cluster) arrangements.

Outcomes, Performance and Intelligence Group.

2.21 During consultation, we collectively agreed the following three key outcomes for 0-19 prevention and early help:

- Children live in resilient and caring communities
- Children learn and develop skills for life
- Children are healthy and well and reach their potential

2.22 This group, chaired by Born in Bradford, has developed our [Prevention and Early Help outcome dashboards](#) which shows how babies, children and young people are doing against agreed outcomes at ward, areas, district and national levels. This approach will ensure our plans and services are targeted well and are able to track impact over time. Where available we are also able to identify smaller pockets of need by using information at the Super Output Area level.

PROGRESS - Family Hubs prevention & early help outcomes framework and dashboard is in place including up-to-date national comparator data.

*Initial **Area Advisory Network** meetings were held in the five constituency areas during July and November 2018. Further networks will be held before the Easter break. Children’s Services intends to jointly plan these networks with other key departments and agencies.*

Area based co-production of the Family Hubs offers are being steered by the area profiles of key outcomes for babies, children and young people in the wards/areas.

Please see appendix 2 which outlines the profile for key outcomes.

*Each of the **four Family Hub Integrated Area Leadership Groups** has been tasked to complete an Integrated Service Plan between January and March 2019.*

Links are in place with the leaders for the CCG/GP led Community Partnerships. These links are at any early stage. There is broad consensus that we need to better align planning, networks and delivery across these partnership and wider Council departments, particularly Neighbourhood Services.

Integrated Family Hubs District Leadership Group

2.23 This new group builds directly on local work which revised the existing 0-5 years Integrated Care Pathway to cover the wider 0-19 age range and whole family approach. The group will ensure that key integrated workforce developments, the

Family Hubs co-delivered service offer, processes and procedures are developed and implemented.

PROGRESS - Initial meeting held in November and January 2019. The group agreed and tasked the four Family Hub Area Partnership Groups to develop the Family Hubs Integrated Service Plans.

It is proposed that the above groups are reviewed to join up across the wider partnerships, particularly Community Partnerships and Neighbourhood Services.

Family Hubs Building Assets Group.

- 2.24 This multi-agency group chaired by the Assistant Director for Performance, Commissioning and Partnership is overseeing the live consultation with interested parties to develop options for the collective best use of buildings across the four Family Hub areas.

PROGRESS – Council Executive agreed a public consultation on a Family Hubs Estate Strategy which is now underway and runs until the 7 May 2019.

Engagement and Communications Group.

- 2.25 This group oversees engagement and communications regarding implementation of Family Hubs. The group oversaw the area based planning activities as we co-produce the detailed Family Hubs offer up to October 2018.

By October 2018 – the first family Hubs offer for October to December 2018 was published and promoted both across centres and on-line. We are not in the second quarter of our new Family Hub offer in each area which is published on-line and through centres. Each hub has a facebook page. Information also links to wider sources of support, for example, access to childcare and the SEND Local Offer.

0-19 Workforce Passport Development Group

- 2.26 This group developed an on-line tool which individual workers, teams or agencies (for example, schools) can use to self-assess against the domain which make up a 'whole family/think family' skills set:

- *Getting the basics right*
- *Working across the ages and stages of children*
- *Young people's wellbeing, risks and choices*
- *Preventing adverse childhood experiences*
- *Family income, money matters and steps to work*
- *Working with community assets*
- *Building strong relationships so that families can help themselves*
- *Assuring and leading best practice and impact for families*

3. Other issues

- 3.1 The revised model also retained a dedicated service within Education Services focused on safeguarding and improving the education of vulnerable pupils,

including New Communities and Travelers, elective home education and children missing education.

- 3.2 As noted above, Officers are working with key partners to complete the public consultation on the best collective use of buildings across the Council, key partners and communities so we can sustain as much funding into frontline workers by 2020/21.
- 3.3 Delivery is overseen by the Great Start Good Schools programme board. An Enabler Group (legal, estates, finance etc) supports implementation. A risk register is in place.

4. RECOMMENDATIONS

- 4.1 Health and Wellbeing Board is asked to note the progress on 0-19 Family Hubs to date.
- 4.2 Health and Wellbeing Board is asked to endorse and support governance and planning to deliver against the consensus for an all ages approach to prevention and early help.

5. APPENDICES

Appendix One - Family Hubs outline offer

Appendix Two - Area/ward prevention and early help outcome dashboard

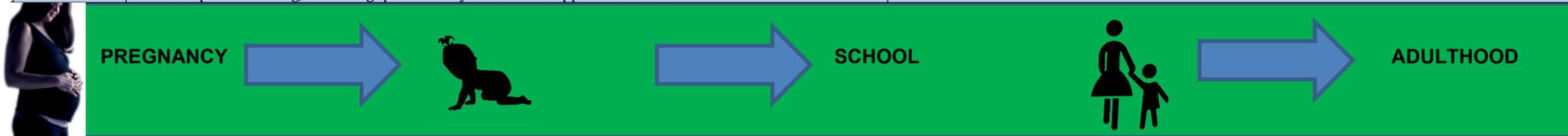
6. BACKGROUND DOCUMENTS

- Report of Strategic Director to Executive dated 7 November 2017
- Report of Strategic Director to Executive dated 3 April 2017

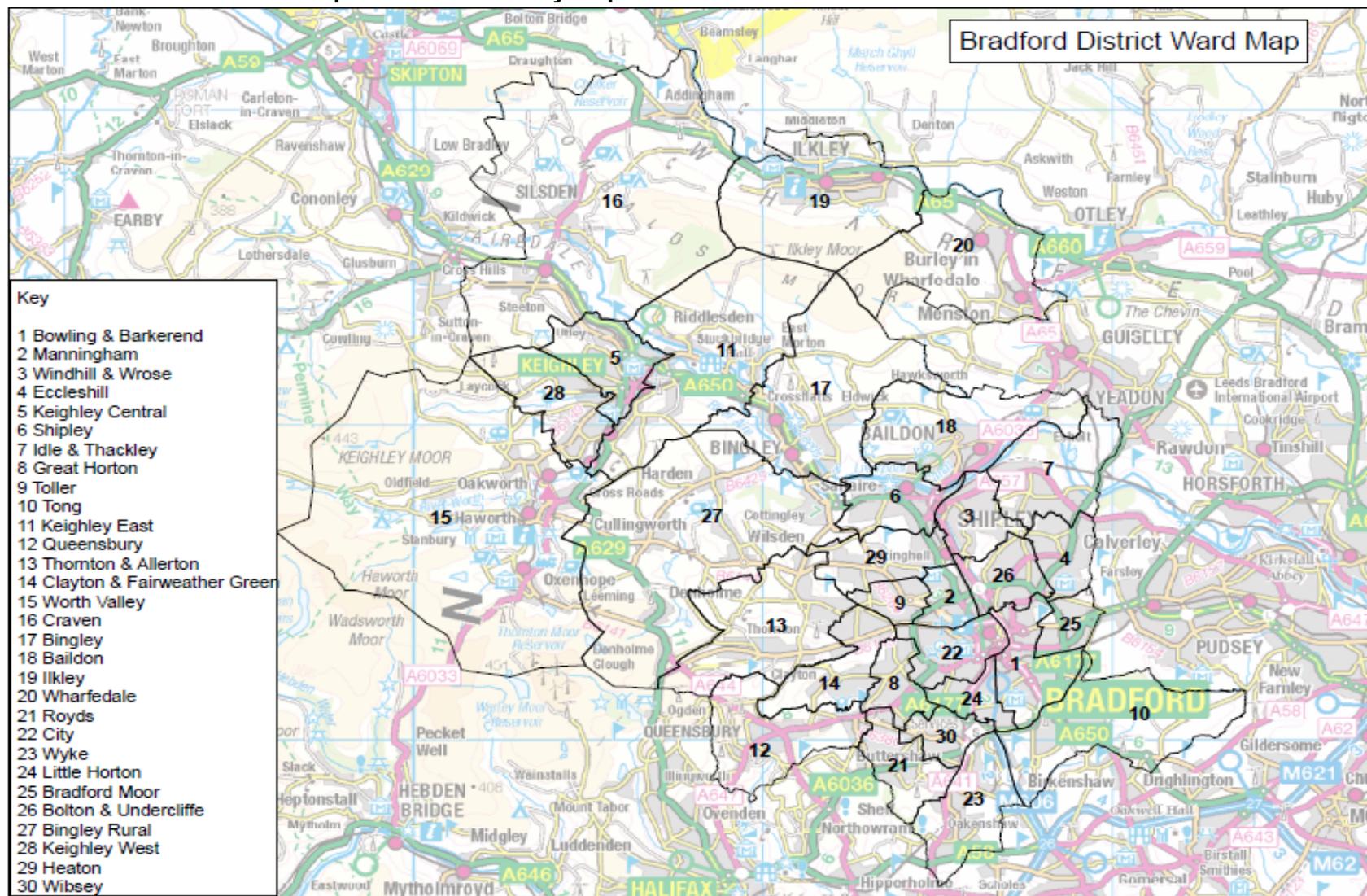
APPENDIX ONE - Family Hubs core service offer – Signs of Safety assessment and plans

LEVEL 4 - Specialist Services -Timely step up and step down – Signs of Safety - Intensive Family Support/Family Group Conference – children close to care – preventing repeat removals

LEVEL 3 Targeted & Family Key Work	<ul style="list-style-type: none"> Families First outcomes through Family Key Work Advice and consultation to Lead Workers in universal services Domestic Abuse Recovery Together & Freedom Parents in treatment for substance misuse (pilot) Intensive support to build attachment between mother and baby where at risk of entry to care 	<ul style="list-style-type: none"> Families First outcomes through Family Key Work Advice and consultation to Lead Workers in universal services Youth in Mind, Young People’s (CAMHS) buddies & substance misuse prevention Domestic Abuse Recovery Together & Freedom Parents in treatment for substance misuse Programme reducing child to parent violence
LEVEL 2 Prevention & parenting programmes	<ul style="list-style-type: none"> HAPPY focused on overweight women during and after pregnancy) Incredible Years (Better Start) & Ante-Natal and Welcome to the World Family Links – work across Better Start & Family Links (parenting). Baby Steps (Better Start). Bonding and attachment/language/social emotional – pre-birth to 2 home learning Awareness and signpost and facilitate access to early education HENRY (parenting programme – Champions, group or 1to1) Breastfeeding – UNICEF accreditation, breastfeeding champions and peer support Home Safety checks (linked to 6-8 week visit) 1:1 support for mothers/parents – open access groups (e.g Stays & Plays) in targeted areas – mix of providers Community-based welfare/benefits advice and parenting workshops Stronger Families outcomes through Family Key Work 	<ul style="list-style-type: none"> Positive activities for young people/National Citizenship/Duke of Edinburgh Youth in Mind – Wellness Recovery Action Plans Positive behaviour and social emotional education in schools Supporting targeted transitions projects Primary Mental Health Link Work School-based welfare/benefits and parenting workshops. Stronger Families outcomes through Family Key Work Family Links/Speakeasy/Time to Talk/CYGNET/Time Out for Dads parenting groups if needed Personal Advisors DICE (at risk of sexual exploitation) PREVENT awareness, On-line safety and self-care Safer Schools Police Officers
LEVEL 1 universal health checks & early education	<ul style="list-style-type: none"> Ante-natal face-to-face visit during pregnancy New birth face-to-face visit focused on breastfeeding, immunisations, healthy start. Assessment of child and family needs, includinattachment. 6-8 week face-to-face continued assessment – weigh/measure/maternal mood, breastfeeding and family well-being. 3-4 month face-to-face visit maternal mood, family well-being & safety, immunisations, attachment. 1-year face-to-face assessment of growth/development, social and emotional needs. Monitoring growth, attachment, vaccination and imms check. Health promotion and Oral health advice. 2-2.25 year integrated assessment using Ages & Stages (social, emotional and language). Link with childcare setting. Parenting, sleep and toilet training and behaviour management. Physical growth, development hearing, vision. Signpost to early education. Support Book Start 	<ul style="list-style-type: none"> 4-5 Year olds - handover to school nurse and health needs assessment in reception. Identify looked-after and complex health needs and signpost. Year 7 (11 years) - National Child Measurement Programme (identify and support obese children). Identify health concerns and issues and support for long-term conditions and vulnerable children YEAR 10 - HEALTH NEEDS ASSESSMENT Identify and support vulnerable children. Health promotion and support CYP with additional needs and signpost to specialist services Post-16 - transition to adulthood review vulnerable children. Health promotion advice Health surveillance and assessment of need



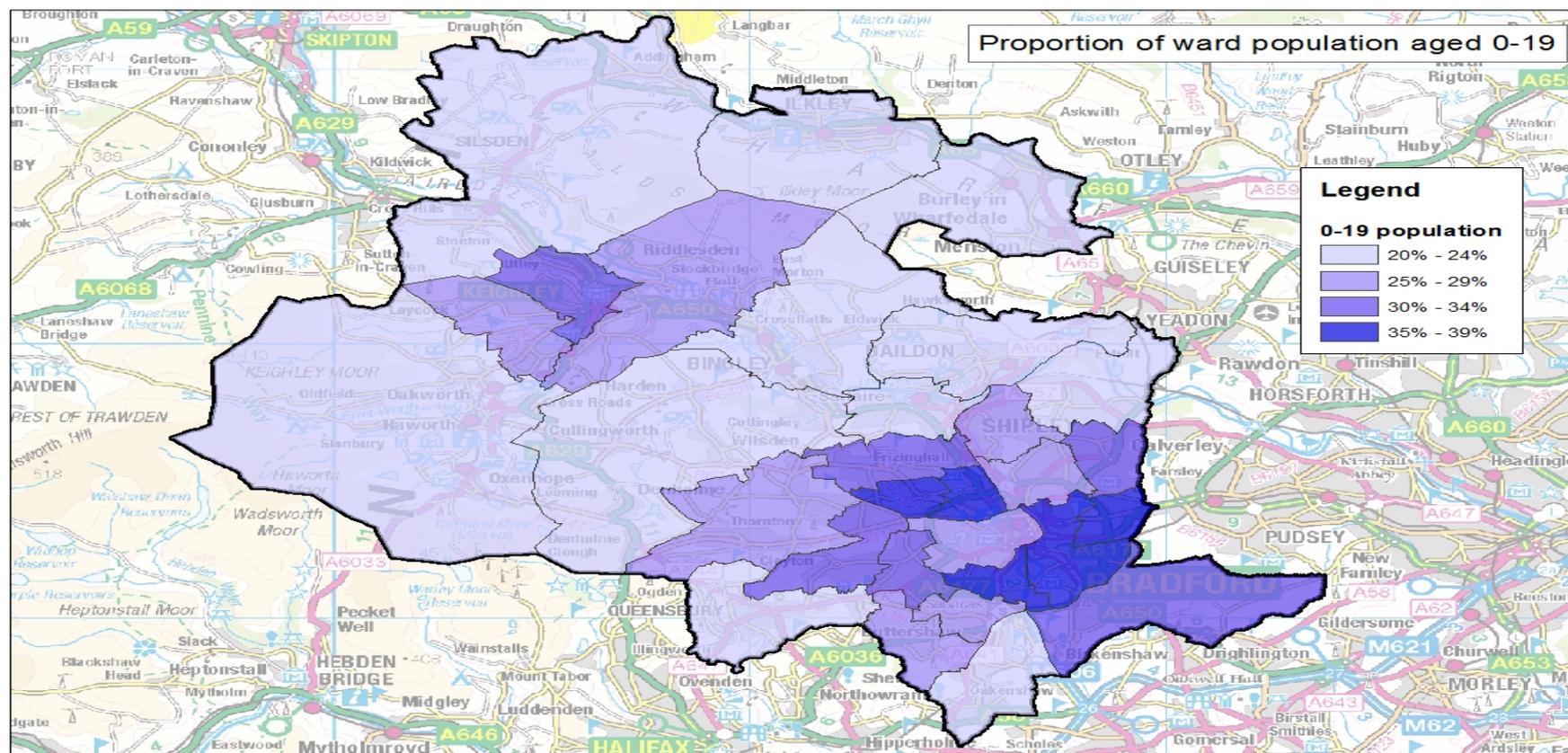
APPENDIX TWO – Area/ward prevention and early help outcomes



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

Proportion of ward population aged 0-19 years in Bradford

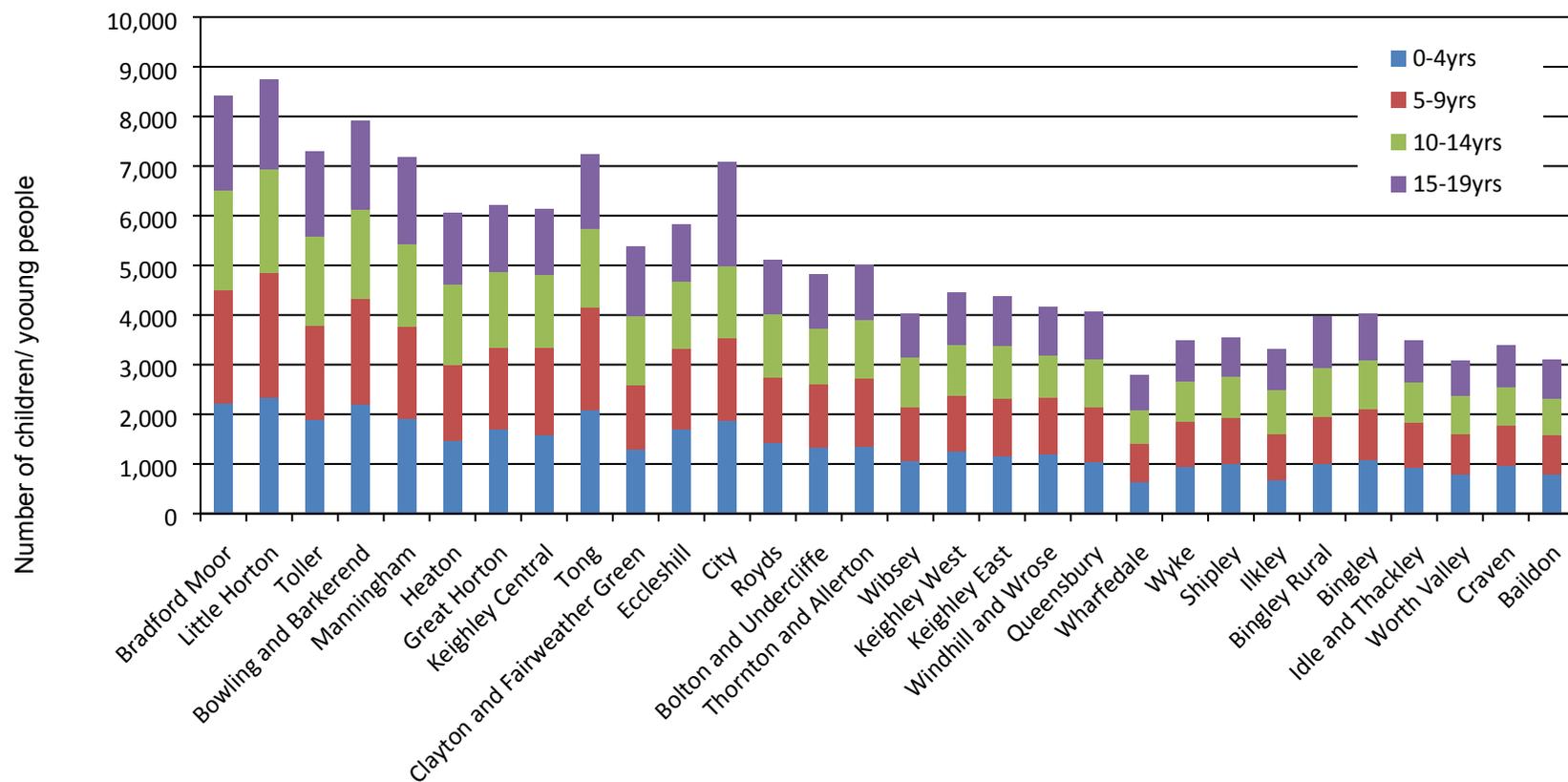


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Public Health Analysis Team, Bradford

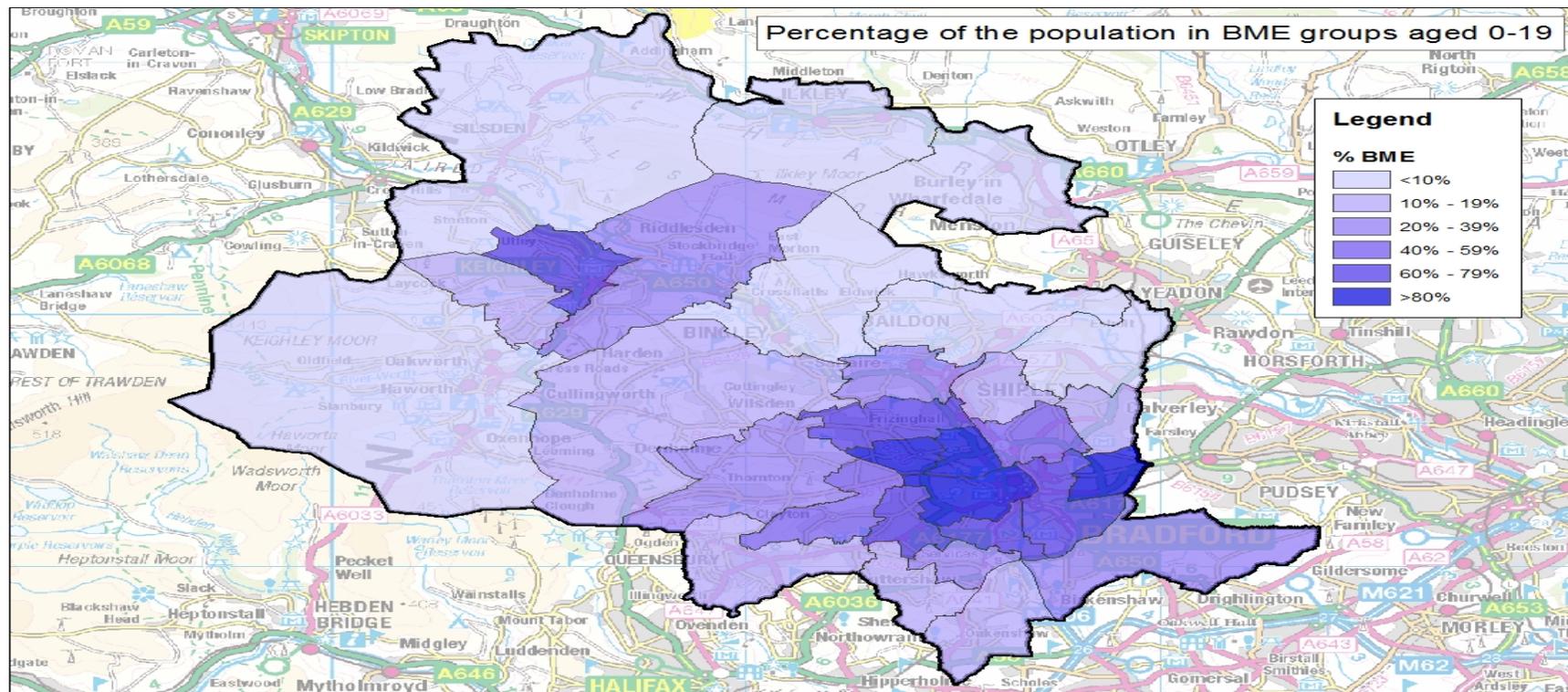
The highest proportions of children and young people are found in Bradford Moor, Little Horton, Toller, Bowling and Barkerend, and Manningham. Due to larger total populations, these five wards do not necessarily contain the largest number of children and young people aged 0-19: Tong contains more young people aged 0-19 than Manningham.

Number of children and young people in each ward of Bradford Districts, by 5-year age band, ordered by the proportion of children and young people per ward (high to low)



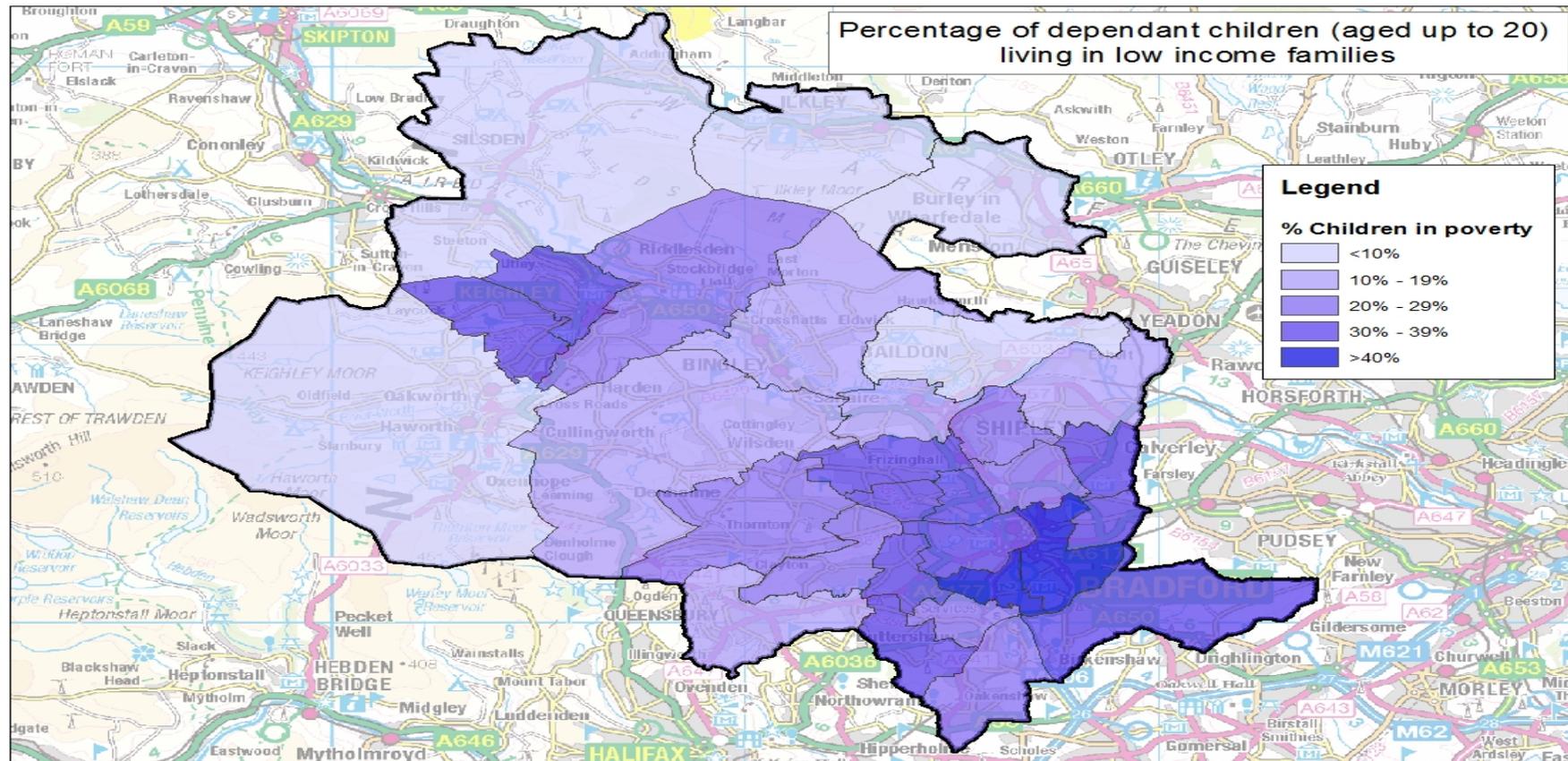
Ethnicity. The ward with the highest proportion of children and young people from BME groups is Manningham, at 97% of the 0-19 years population. Toller (96%), Bradford Moor (91%), Bradford City (90%) and Little Horton (85%) are the wards with the next highest proportions. One group of people who may be underrepresented by current ethnicity data are those, as the 2011 census did not have CEE as an option. People from Central and Eastern Europe (CEE) would be most likely to identify as “White Other” in the census. An evaluation of the “White Other” population in Bradford shows that at the time of the 2011 census, this group represented 2.5% of the Bradford 0-19 population. 50% were residing in five Bradford wards: City; Little Horton; Heaton; Tong; Bowling and Barkerend; and Manningham.

Percentage of the 0-19 years population in BME groups

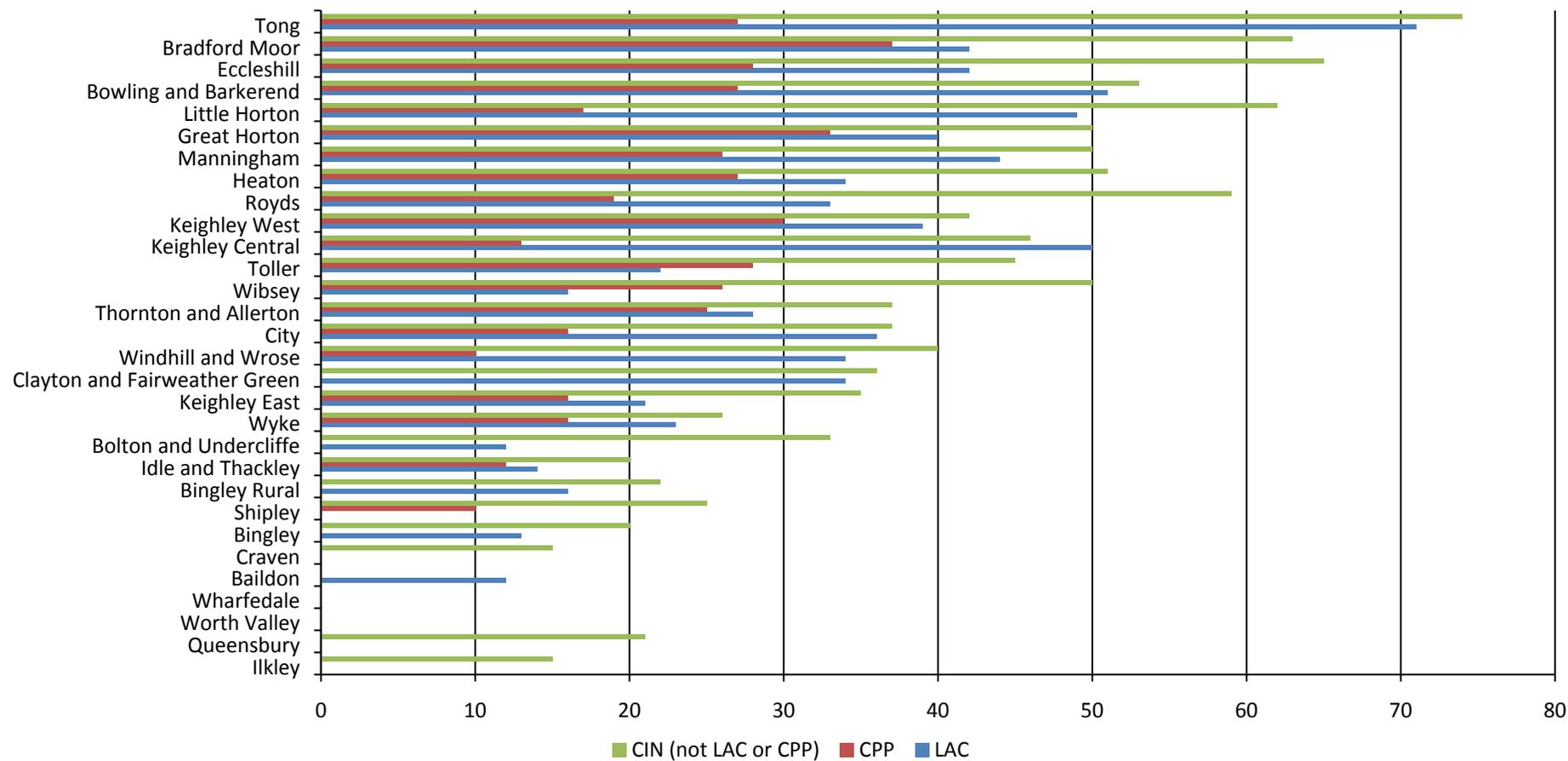


Poverty. The rate varies by ward, from 40.6% of children living in poverty in Little Horton at its highest to 4.2% in Wharfedale at its lowest. Other wards with very high levels of children living in poverty include: Bowling and Barkerend (40.3%); Bradford Moor (39.9%); Manningham (38.1%); City (37.9%); Tong (36.9%); Great Horton (36.2%); Eccleshill (34.5%) and Keighley Central (35.4%). This equates to over 41,000 children across Bradford District living in poverty in 2014.

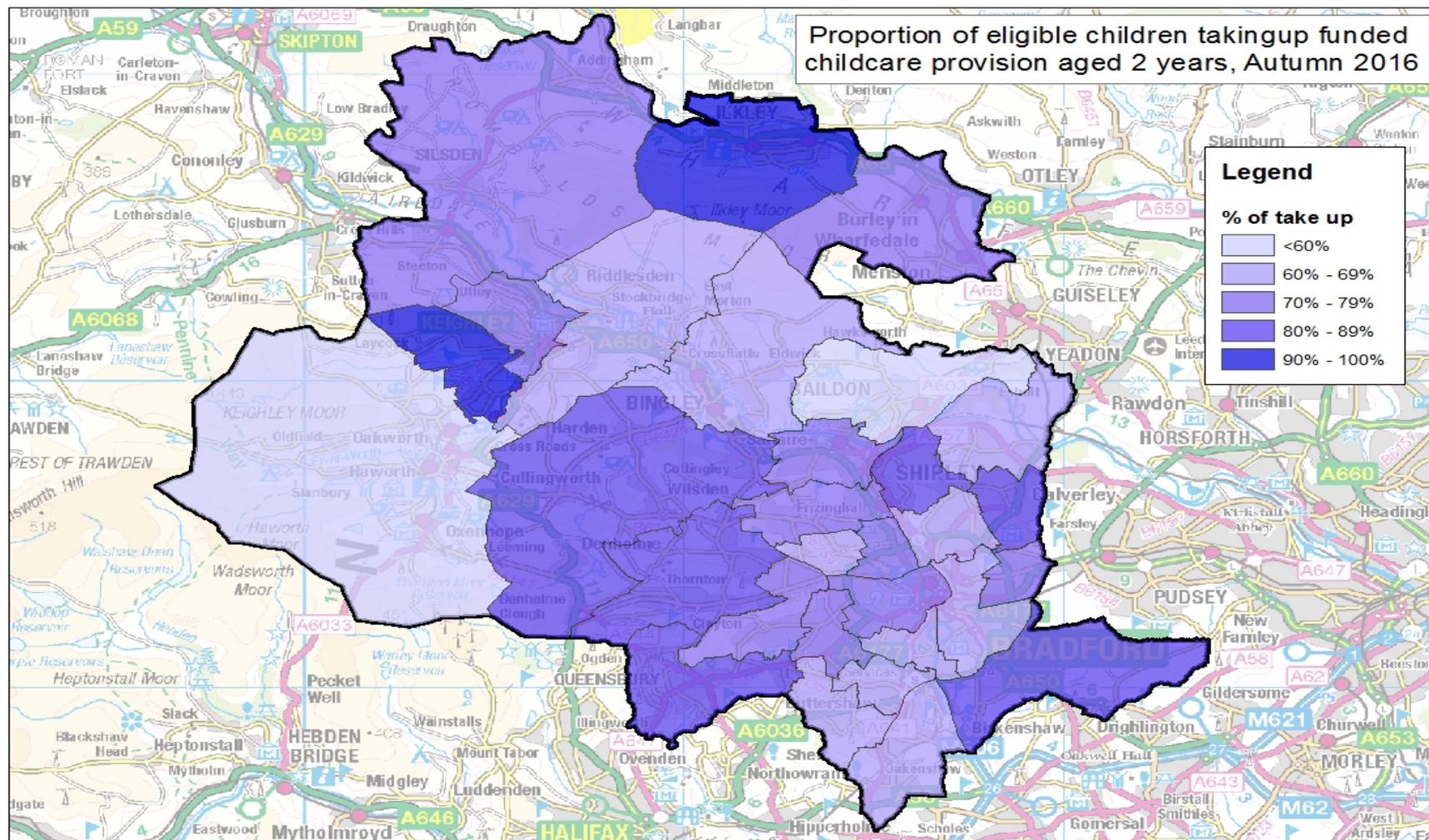
Percentage of dependant children aged up to 20 living in low income families, 2014



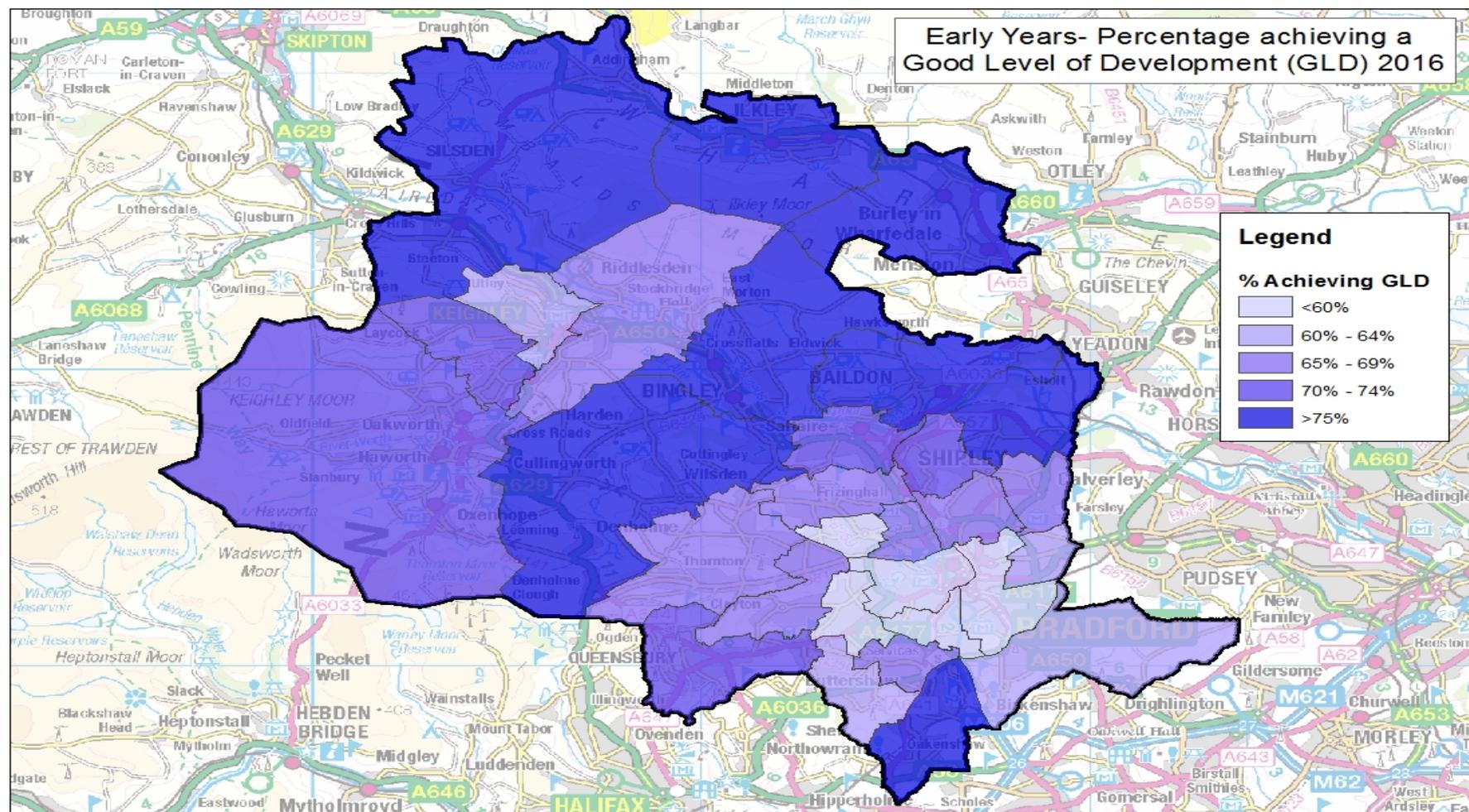
Over 2500 children in Bradford were known to social services at 31/12/2016. Of all children known to social services for whom the location is known and not out of area, 29% reside within 5 of the district's wards – Tong, Bradford Moor, Eccleshill, Bowling and Barkerend, and Little Horton. *Figure 6: Numbers of children in Bradford known to social services as of 31/12/2016, by ward of residence, ordered by highest to lowest number of children known to social services.*



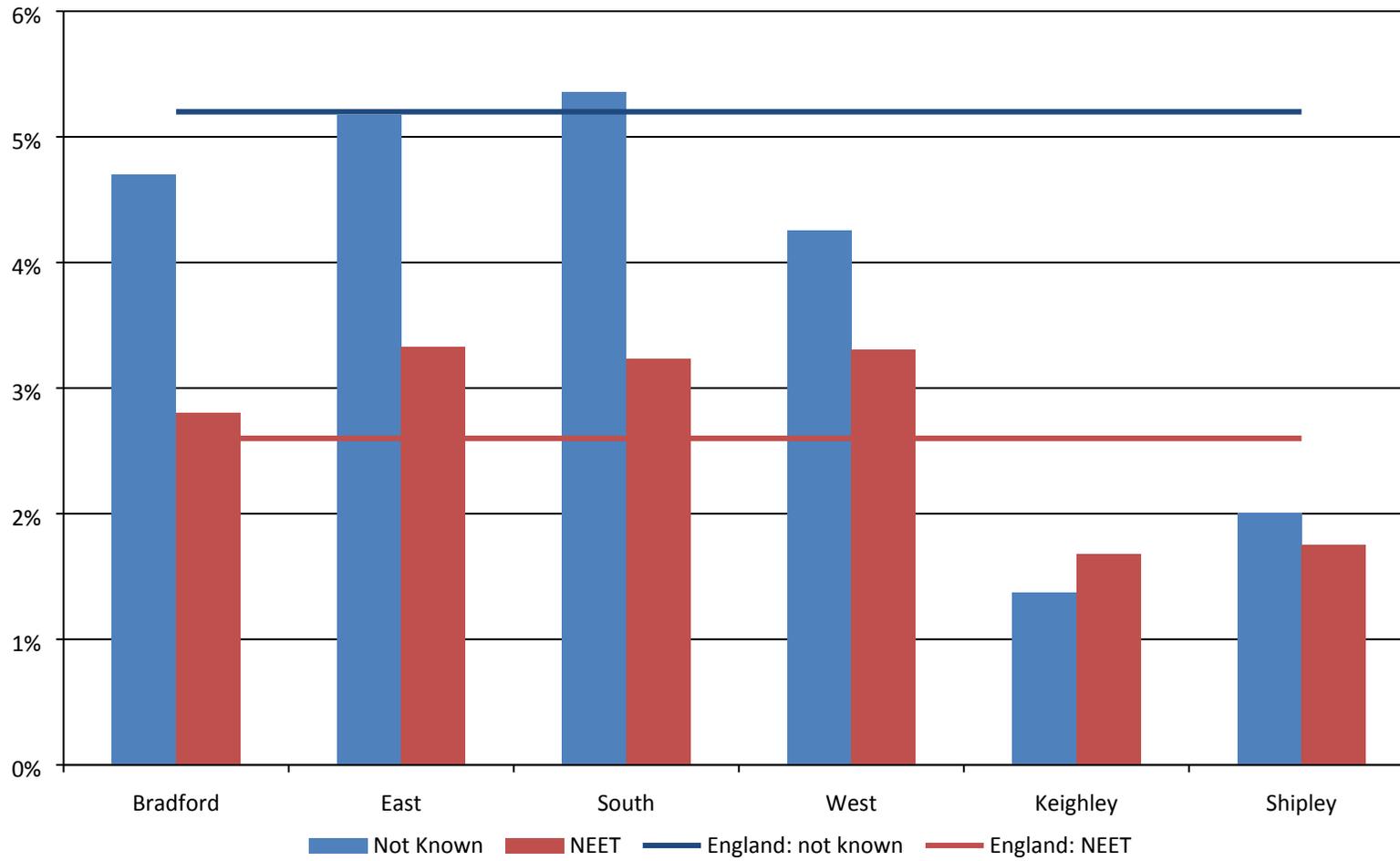
Proportion of eligible children taking up funded childcare provision aged 2 years, Autumn 2016



Early Years Foundation Stage Profile (how we measure school readiness)



Young people NEET Academic age 16/17 year olds in Bradford Not in Education, Employment or Training, December 2016



Healthy Weight Excess weight (overweight including obese) year 6, 2013-2016

