

Report of the Strategic Director Children's Services to the meeting of Executive to be held on 8 September 2020

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Subject:

The TFD Centre Early Help and Prevention All Age Hub

Summary statement:

This report presents the background, model, approach and benefits of an all age Early Help and Prevention hub at the TFD Centre in Holme Wood. As part of a developing District wide approach across sectors and partners the hub will help build capacity within communities to prevent problems arising, support children, young people, families and adults sooner, and reduce the demand for more costly interventions at a later date. These changes are taking place against the backdrop of the Covid-19 pandemic and significant reductions in public spending

Mark Douglas
Strategic Director Children's Services

Portfolio:

Children & Families

Report Contact: Lisa Brett
Phone: (01274) 431610
E-mail: lisa.brett@bradford.gov.uk

Overview & Scrutiny Area:

Children's Services

1. SUMMARY

1.1 This report presents the background, model, approach and benefits of an all age Early Help and Prevention hub at the TFD Centre in Holme Wood. As part of a developing District wide approach across sectors and partners the hub will help build capacity within communities to prevent problems arising, support children, young people, families and adults sooner, and reduce the demand for more costly interventions at a later date. These changes are taking place against the backdrop of the Covid-19 pandemic and significant reductions in public spending.

1.2 Proposal

1.2.1 The proposed plan is to develop the TFD Centre in Holme Wood, Bradford South in to an Early Help and Prevention all age hub. There is commitment and support from Children' Services, Adult Services, Libraries, Neighbourhood Service, Voluntary Sector, adults and children Disability Service's and Health providers to co-locate into the newly developed Hub. The proposed Hub will become the new South Area office for the LA parenting and family support services whilst accommodating Youth and Neighbourhood Services staff and co-locating members from the Bradford & District Care Trust currently based at Holme Wood Health Centre. A dedicated Medical room will be a base for Midwives and Health Visitors. The centre has capacity for 44 desks of which all have been accounted for by the services listed above. The proposals will retain the sports facilities, library and a café area will be created with a view to establishing a fully operational community café to increase community cohesion.

Holme Wood Children Centre will still remain a delivery site. Holme Wood Children Centre is leased to BHT Early Learning and training. BHT Early Learning and training is charitable organisation that offers childcare and group based activities e.g. Baby Massage, Stay and Play. They offer full day care and 2/3 year offer places. This offer will remain in place as it is a valuable resource to the families in Holmewood as ill also ensure we are exempt from clawback.

1.2.2 The Early Help and Prevention all age Hub is both a "*people infrastructure*" and a "*buildings infrastructure*" drawing upon the assets and strengths within the community. The Hub is a geographically defined partnership bringing together early years, primary, secondary and adult provision and a broad range of community-based partners and services. The Hub will become the natural interface between communities and the services participating within the Hub, pulling together efforts into a common purpose and coproducing services with communities. The Hub will create a place where professional relationships are stronger as intelligence, skills and knowledge is shared more effectively and a response to need can be mobilised more rapidly. The Hub will serve as the platform to develop understanding of community's aspirations for themselves and their area, bringing into view and coordinating all the assets and opportunities available to them.

1.2.3 The capital investment identified will support the above proposal and vision by ensuring the building is safe and ready to house multi-agency staff teams. The finance application will be presented at PAG on the 13th of August 2020.

2. BACKGROUND

2.1 The Early Help and Prevention all age hub aligns with the current Council Plan which sets out Bradford Council's ambitions between 2015 and 2020, with actions and performance outcomes set in five key areas that underpin Council activity and service planning:

- Great Start, Good Schools
- Better Health Better Lives
- Safe Clean Active
- Decent Homes
- Jobs Skills Economy.

2.2 The hub is an element of a District wide approach to prevention and early help which is being developed aiming to:

- Enable and grow the strength in communities to support each other to survive and thrive.
- Support people early and in their communities to prevent their needs from escalating and improve outcomes.
- Reduce demand on statutory services and demonstrate the return on investment of localities based prevention & early help.
- The following emerging underlying principles for this approach have helped in the development of the hub proposal.
- Be focused on reducing inequalities across the District as a key driver.
- Cover a full range of prevention and early help activities – from universal services provided by the community to edge of statutory care activities.
- Be co-produced with partners from the start.
- Have the ambition of refocusing resources from specialist and acute to those around promoting individual and community wellbeing & resilience.
- Build on the successful strength-based practice approach which looks to the strengths of the individual and the community first.
- Take account of the needs of individual localities and how these change over time.
- Take account of, and support the development of, community capacity in individual localities.
- Be delivered in a financially sustainable way.

2.3 The Executive Committee resolution dated 9th July 2019 recommends that “the Strategic Director of Children’s Services progresses the proposal to develop the TFD Centre, Holme Wood to create an Early Help and Prevention all age hub and that an options appraisal be presented to a future Executive Committee for consideration”. A scheme to refurbish and convert the TFD Community Centre to provide improved and increased accommodation which will deliver a wider range of more localised services to the community is therefore presented.

2.4 Resources

2.4.1 Places

The TFD centre has been identified as the heart of the community in Holme Wood which is the ideal location to establish an Early Help and Prevention All Age Community Hub.

2.4.2 Capital Funding

This scheme is dependent on capital funding being available otherwise it will not be possible to achieve the vision due to the current condition of the TFD centre. An estimate of the cost of the works including fees has been calculated at £1.4 million.

The £1.4 million includes a full re-wire (including fire alarm and emergency lighting), the replacement of boiler plant and equipment to the three boiler houses which would have had to have been replaced in the near future anyway. This includes a total reconfiguration of both hot and cold water services, zoning and remote control across the site. Air handling units are also included for rooms that are internal.

Items of work are also included to meet the Council's policy on climate emergency to achieve the Council's target of carbon net zero by 2038. This includes draught proofing, high levels of insulation to ceilings and cavity walls and zoning of the heating system. Electric vehicle charging points are also included. This results in a construction figure of £1,036m plus allowances, fees, preliminaries and contingency to arrive at a total cost £1.4 million.

2.4.3 People

Organisations and communities will agree to work in an integrated model ensuring all resources are maximised to meet the level of demand and need in the area.

2.5 Common Purpose and Governance

2.5.1 There is a steering group in place who meet on a regular basis which consists of Friends of Holme Wood, Early Help and Prevention, Youth, Libraries, CHAZ, Valley Project, Dance United Yorkshire and Sport/ Leisure services. The Hub will need to build upon the steering group and establish an official board focusing on the below.

2.6 Purpose of the Board

2.6.1 To support and facilitate the delivery of the vision for the TFD Early Help and Prevention all age hub.

2.7 Scope of the Programme

2.7.1 To ensure that the 'enablers' to success identified by residents and stakeholders are delivered and that any blockages and barriers to progress are addressed.

2.7.2 To manage connections and co-dependencies and act as the interface between the development of the Hub and the wider council and external partnerships.

2.7.3 To identify and action any existing and emerging opportunities to create synergies with external partners/resources which maximise benefit to Bradford's children, families and adults and gives best value for money.

2.7.4 To monitor and evaluate the Programme to identify key learning points and benefits realisation.

2.8 Enablers and Workstreams

2.8.1 In order to ensure capacity and deliver the vision for the Hub effectively a number of key pieces of work will need to be undertaken these are divided in to a number of workstreams:

1. **Partnerships:** supporting the development and sustainability of relationships and partnerships.
2. **Governance:** exploring and understanding the legal requirements, accountability, financial management and quality assurance of the Hub.
3. **Data, intelligence:** working to strengthen data sharing protocols between key partners and the Hub developing integrated dashboards.
4. **Commissioning:** developing alliances to maximise resources both within the Hub and across strategic council wide service planning
5. **Workforce:** transforming working practices by integrating the workforce and having a shared vision and responsibility within the Hub. Increasing volunteering capacity and community advocates ensuring residents take ownership and pride in where they live.
6. **Place shaping:** rationalising Council physical assets and maximising community assets within the Hub by co-locating and developing shared plans and vision.
7. **Consultation:** Continuous feedback from the community ensuring voice and influence throughout the programme and beyond its life cycle.
8. **Communities:** Developing strategic infrastructure that supports involvement from local people – at all levels from co-design to co-production.

2.9 Programme Outcomes

2.9.1 The Early Help and Prevention all age hub will oversee a number of activities which are expected to deliver a series of outcomes across a range of services/organisations and individuals.

2.9.2 Expected outcomes:

- The Hub to become the vehicle to support the embedding of a Place Based Model leading the path for this to be replicated across the council. Learning from the Hub will inform and shape the future direction of the council.
- The Hub will have sustainable and effective governance arrangements including strong executive leadership, clear & transparent accountability, commissioning and performance management arrangements.
- The Hub will have a co-located and integrated early intervention and prevention team which will respond quickly to address need.
- The Hub will become self-supporting/self-improving organisation as sustainability will be built in from the start.

- There will be increased engagement/partnership between council services, VCS, external partners and communities transforming working practices/ cultures.
- There will be reduced levels bureaucracy, reduced duplication and speedier access to services for families and communities reducing the level of high cost intervention.
- Re-shaped, refocused services will meet the needs of children, families and adults within the community.

2.10 Programme Deliverables

2.10.1 The TFD Early Help and all age hub will be well placed to build interconnectivity within communities, identify and develop people and physical assets in the community and to identify the earliest signs of and difficulties that families/ adults might be experiencing. The Hub will be a focal point for enabling coproduction and for bringing together the broadest range of partners in designing appropriate solutions, services and outcomes.

2.10.2 Deliverables of the Early Help and Prevention all age hub;

2.10.3 The Hub will work with existing people in local community and the Councils District wide service and partners to develop:

- Leadership and governance that is local, visible, shared and values-driven.
- The Hub working to shared accountable where local people drive community-defined outcomes and solutions.
- All assets, people, services, buildings and resources, in the Hub being fully integrated. Visibility and co-ordination are key.
- Capacity being pooled and integrated across organisations in the system. Including all resources that represent support for children, families, adults and their communities.
- Most relevant people and agencies working to a Common Purpose in the Hub.
- Plans for people in the Hub routinely sharing skills and knowledge.
- Coproduction: all people and professionals are working equally to develop support and solutions in the community ["doing with and not to"].
- Volunteering infrastructure and a culture of peer to peer support and networks.

2.11 Overall Objectives/ Benefits

2.11.1 The programme is an outward facing facilitative programme which is intended to provide an integrated offer to achieve the vision for the Hub. The programme will work with all local partners and council officers to develop the Hub which will:

- Deliver a seamless service of early intervention and prevention from birth (via children's centres core offer) through to support for adults (via adult services) resulting in a cradle to grave offer.
- Co-located, integrated teams and a reformed children's workforce will support families' sooner, prevent problems arising and reduce the demand for more costly interventions at a later date.

- Secure sustainable models of governance and operation which extend beyond the life of individual leaders/ services establishing a legacy programme.
- Have fluid and flexible geographical boundaries defined by what makes sense to their communities (i.e. school catchment areas//academy trusts, GP's, housing).
- Ensure that the whole community will be participants and influencers in the shaping of services to meet identified local need.
- Ensure that key workers provide consistency for children, families and adults they will build relationships with them and other professionals to ensure that needs are met.
- Intelligence and data will be shared between ALL services e.g. statutory, voluntary, public sectors to ensure effective service planning.
- Data sharing protocols will exist which ensure effective tracking of children and families and reduce duplication and 'gaps' within service delivery.
- Strong education & business links provide quality employment/apprenticeships.
- Children and families to work in an integrated, place based, whole system way at community hub level. Maximising the resources in the system by matching need to demands at a local level

2.12 Key Priorities and Next Steps

2.12.1 To develop an action plan focusing on the key areas below;

- To establish robust governance arrangements consisting of key stakeholder representing multi-agency partnership working within a "Common Purpose" model ensuring a shared responsibility.
- Identify and agree impact, outputs and outcomes for the whole community which will be monitored on a quarterly basis as a benchmark of success
- Building work to commence within agreed timescales identifying any risks.
- Contingency planning for services when the building work starts to ensure continuation of service delivery.
- Consultation to ensure voice and influence of the community is the driving force for the TFD Hub encouraging communities to take ownership.
- Further development of the strategy for the TFD Hub ensuring this links to Bradford's overall priorities and prevention and early help approach and with on-going work in Holme Wood including the Born in Bradford linked Act Early work and the Well Bradford programme.
- Complete Equality Impact Assessment and Privacy Impact Assessment.

3. OTHER CONSIDERATIONS

3.1 None.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 In terms of costs, the Council will be increasing the use of its existing premises, accommodating staff who would potentially be occupying space in more expensive centralised locations. The benefits of better service delivery to the local community are non-cashable.

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.

6. LEGAL APPRAISAL

- 6.1 The Local Authority must have regard to its public sector equality duties under section 14 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.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

- 7.1.1 To complete an Equality and Impact Assessment.

7.2 SUSTAINABILITY IMPLICATIONS

- 7.2.1 The initial financial investment will enable and support the establishment of the Early Help and Prevention all age hub. The model itself will become sustainable going forward and in fact evidence cost saving and improved outcomes in the long term by:

- Co-located teams- reducing occupied building resulting in cost savings.
- Effective information sharing- resulting in early help and reducing the demand on intensive high cost interventions, preventing unwanted behaviours being entrenched.
- Sharing of resources- this includes people and budgets being pooled together to maximise service delivery and increase the quality of outcomes.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

- 7.3.1 If children and young people are able to attend their local specialist provision, this could lead to a reduction in emissions.

7.4 COMMUNITY SAFETY IMPLICATIONS

- 7.4.1 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.

- 7.4.2 These arrangements will allow the children, young people, families and adults to access their own community in the safest and most independent fashion.

7.5 HUMAN RIGHTS ACT

7.5.1 There are no direct Human Rights implications arising from this report. The Human Rights Act incorporates the European Convention on Human Rights which provides that no person shall be denied the right to education.

7.6 TRADE UNION

7.6.1 The Trade Unions will be consulted on the proposals.

7.7 WARD IMPLICATIONS

7.7.1 Ward Councillors have been formally consulted during this process.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

7.8.1 The Area Co-ordinator and Ward Officer are leading and supporting the development of the hub which will build upon existing ward plans.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

7.9.1 The hub will provide an appropriate venue to enable Looked after Children to maintain contact with their family. Any impact on maintaining contact will need to be reflected in the consultation.

7.9.2 Family Hub services play a key role in safely reducing the numbers of children on child protection and plans and looked after children. The partnerships and teams continue to adopt a Signs of Safety approach. These are also part of the agreed outcome framework so we can track and target areas and schools with a higher incidence of such children. A core element of the offer is Family Key Workers for families with higher support needs and Intensive Family Support/Family Group Conferences to prevent children coming into care. We also continue to provide Early Help Gateway and panels so needs for any children, regardless of neighbourhood, can be addressed.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

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

7.10.2 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 individual's data and rights under the Data Protection Act 2018 will be respected.

8. NOT FOR PUBLICATION DOCUMENTS

8.1 None.

9. OPTIONS

9.1 None.

10. RECOMMENDATIONS

10.1 Executive to approve the project and incorporate the financial implications within the capital programme subject to PAG agreeing the capital investment.

11. APPENDICES

11.1 None.

12. BACKGROUND DOCUMENTS

12.1 Holme Wood Centre – Consultation Questions and Answers.

12.2 Tong Ward Plan 2019/20.