

Summary Sheet

Committee Name and Date of Committee Meeting

Cabinet – 22 October 2018

Report Title

Implementation of the Early Help Strategy 2016-2019: 'Phase Two & Phase Three'

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Strategic Director Approving Submission of the Report

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Ward(s) Affected

All

Summary

This report is concerned with the proposals for the implementation of Phase Two & Phase Three of the Early Help Strategy 2016-2019, following the 90 day public, partner, staff and young people's consultations which began in April 2018 (following 12 March 2018 Cabinet report) and which concluded in July 2018.

The report provides a summary of the ninety day consultation activity, feedback on the proposals from staff, service users and partners and an overview of how the responses have informed the final proposals. The report also covers the approved savings considered at the Overview and Scrutiny Management Board on 14 December 2017.

Recommendations

1. That Cabinet agree to the implementation of Phases Two and Three of the Early Help Strategy incorporating;
 - (a) The development of locality Family Hubs, (Early Help Team bases with staff co-located alongside RMBC services, social care and health partners and provide delivery points for the 0-19 Offer).

- (b) The introduction of a borough wide Intervention Hub which will expand upon the current evidenced based programmes used by Early Help practitioners across the borough.
 - (c) An expansion of the Family Group Conferencing (FGC) provision to ensure that children and families receive high quality, cost effective interventions.
 - (d) A reduction in the number of Heads of Service posts from four to three.
 - (e) The creation of Early Help Service Manager Posts.
 - (f) Greater integration of the Youth Offending Team (YOT), bringing interventions into localities so that young offenders are integrated more effectively into their communities and enhancing the multi-agency response from Education, Schools and social care.
2. That Cabinet agree to continue to deliver a targeted youth offer for young people in localities and relocate staff, surrendering leases at;
- Herringthorpe (Central Locality)
 - Treeton (South Locality)
 - Kiveton (South Locality)
 - Maltby Linx (South Locality)
 - Swinton (North Locality)
3. That Cabinet agree to de-register the three Children's Centres whilst ensuring the Children Centre offer is provided to families within the designated locality.
- Park View
 - Broom Valley
 - Wath Victoria

List of Appendices Included

- Appendix A Analysis and key findings from responses to the Public, Partner, Staff and young people's 90 day consultation
- Appendix B Final buildings recommendations
- Appendix C Equality Impact Analysis
- Appendix D Guiding Principles
- Appendix E Children Centre Offer

Background Papers

- Cabinet Report: Early Help Strategy: Phase Two, Whole Service Review: 10th July 2017.
- Cabinet Report: Proposals for consultation on the implementation of Phase Two & Three the Early Help Strategy: 12th March 2018.
- Rotherham's Early Help Strategy: 2016-2019.
- Rotherham Plan, A New Perspective 2025.
- What do good early help services look like? 2016.
- The Children and Young People's Plan, 2016-2019.
- Family Hubs, A Discussion Paper, The Children's Commissioner, 2016.
- Childcare Act 2006.
- DfE Sure Start Children's Centre Statutory Guidance (April 2013).

- Early Intervention: The Next Steps, 2011.
- Working Together to Safeguard Children 2018.
- Ofsted re-inspection of Services for children in need of help and protection, children looked after and care leavers, January 2018.

Consideration by any other Council Committee, Scrutiny or Advisory Panel

Overview and Scrutiny Management Board – 17 October 2018

Council Approval Required

No

Exempt from the Press and Public

No

Implementation of the Early Help Strategy 2016-2019: 'Phase Two & Phase Three'

1. Recommendation

- 1.1 That Cabinet agree to the implementation of Phases Two and Three of the Early Help Strategy incorporating;
- (a) The development of locality Family Hubs, (Early Help Team bases with staff co-located alongside RMBC services, social care and health partners and provide delivery points for the 0-19 Offer).
 - (b) The introduction of a borough wide Intervention Hub which will expand upon the current evidenced based programmes used by Early Help practitioners across the borough.
 - (c) An expansion of the Family Group Conferencing (FGC) provision to ensure that children and families receive high quality, cost effective interventions.
 - (d) A reduction in the number of Heads of Service posts from four to three.
 - (e) The creation of Early Help Service Manager Posts.
 - (f) Greater integration of the Youth Offending Team (YOT), bringing interventions into localities so that young offenders are integrated more effectively into their communities and enhancing the multi-agency response from Education, Schools and social care.
- 1.2 That Cabinet agree to continue to deliver a targeted youth offer for young people in localities and relocate staff, surrendering leases at;
- Herringthorpe (Central Locality)
 - Treeton (South Locality)
 - Kiveton (South Locality)
 - Maltby Linx (South Locality)
 - Swinton (North Locality)
- 1.3 Deregister three Children's Centres whilst ensuring the Children Centre offer is provided to families within the designated locality.
- Park View
 - Broom Valley
 - Wath Victoria

2 Background

- 2.1 The revised statutory guidance, Working Together to Safeguard Children (2018) sets out the requirements for Early Help Services, stating that;

The provision of early help services should form part of a continuum of support to respond to the different levels of need of individual children and families.

Local areas should have a comprehensive range of effective, evidence-based services in place to address assessed needs early. The early help on offer should draw upon any local assessment of need, including the Joint Strategic Needs Analysis (JSNA) and the latest evidence of the effectiveness of early help programmes.

In addition to high quality support in universal services, specific local early help services will typically include family and parenting programmes, assistance with health issues, including mental health, responses to emerging thematic concerns in extra-familial contexts, and help for emerging problems relating to domestic abuse, drug or alcohol misuse by an adult or a child.

Services may also focus on improving family functioning and building the family's own capability to solve problems. This should be done within a structured, evidence-based framework involving regular review to ensure that real progress is being made. Some of these services may be delivered to parents but should always be evaluated to demonstrate the impact they are having on the outcomes for the child.

2.2 The statutory guidance makes it clear that; *all local agencies should work together to support children and families.*

2.3 The Rotherham Early Help Offer was launched in January 2016.

2.4 The vision for Early Help in Rotherham was co-produced alongside staff and partners. The vision describes;

“All agencies working together to ensure children, young people and families have their needs identified early so that they can receive swift access to targeted help and support.”

2.5 The Early Help Strategy 2016-19 is aligned to the Rotherham locality and neighbourhood based approach captured in;

- The Rotherham Plan; A New Perspective 2025.
- The Building Stronger Communities Strategy.
- The Council's Thriving Neighbourhoods Programme.
- The Safer Rotherham Partnership (SRP); Building Confident and Cohesive Communities work stream.
- South Yorkshire Police (SYP) Neighbourhood Policing Model.
- The Rotherham Place Plan.
- The Rotherham Children, Young People & Families Transformation Plan.
- The Rotherham Health & Wellbeing Strategy.

2.6 The development of Rotherham's Early Help Offer has been intrinsically linked to the Children's Services improvement journey, which has coincided with the delivery of a three year savings and efficiencies programme to contribute to the Council's approved savings.

2.7 Phase One of the Early Help Strategy introduced;

New governance through:

- The Children and Young People's Partnership and Transformation Board
- The Local Safeguarding Children Board (LSCB)
- The Member-led Early Help Review Board
- The partner-led Early Help Steering Group
- The multi-agency Early Help Practice Improvement Group

2.8 In addition, new systems, practice and processes were introduced to ensure that there is swift access to support through the Request for Support process, the Early Help Assessment and Plan (EHA) and evidence based interventions. The introduction of integrated Early Help Locality Teams followed the initial amalgamation of previously separate professional disciplines and services.

2.9 The Early Help Strategy (2016-19) describes how phase two and three will:

"We will build on our achievements made in 'Phase One' and refine our Early Help Offer through further integration and service redesign with our partners and stakeholders."

"In Phase Two we will undertake a whole service delivery redesign; developing new job roles and more efficient and effective ways of working to further embed a shared responsibility across the partnership for meeting the needs of families earlier."

"In Phase three, to ensure that our early help offer is sustainable, the Council will work in partnership to explore the potential for all-age family integrated services and look at innovative ways to reshape our existing buildings and centres into all-age delivery points in localities and communities. The Local Authority will review its staffing structures and seek to reduce management capacity as the Early Help offer becomes further embedded across the wider early help partnership."

2.10 Building upon an effective Early Help Offer:

2.11 Clear progress illustrating sustained improvements and better outcomes for Rotherham's children and families can be tracked and evidenced through performance data, service user feedback (Exit Surveys) as well as embedded quality assurance and audit activity, which is now well established since the launch of the Early Help Offer.

2.12 In January 2018 the Ofsted re-inspection of Services for children in need of help and protection, children looked after and care leavers report noted;

- *Services to children in need of help and protection are now good.*

- *The early help offer has undergone considerable transformation so that there is now a shared strategic ownership and ambition with partners. The local authority, with its partners, revised and relaunched its new early help assessment, and has worked to support partners in completing these.*
- *Families benefit from a broad range of early help services, which are becoming more integrated with social care. This facilitates an improved and seamless delivery of services to children and their families.*
- *There are a wide range of accessible and good-quality early help services delivered through locality teams, youth services, children's centres and the troubled families offer.*
- *Early help locality teams are now co-located with social care and partners across the borough. This is improving communication and the delivery of responsive interventions and services in local communities.*
- *Resources and interventions delivered are informed by intelligence gathered from the top five issues identified from referrals to social care. For example, help is appropriately focused to provide parenting support and targeted help such as counselling, attachment based family therapy and multi-systemic therapy.*
- *Feedback from families, schools and partners of the local authority demonstrates that early help is making a difference, and that families feel supported at this lower level.*
- *Partner agencies are now undertaking assessments, demonstrating their growing confidence in the arrangements.*
- *Inspectors saw some very effective work with children and families.*
- *Partners have grown in confidence in completing early help assessments.*
- *Arrangements for stepping cases up to social care or down to early help are robust, and are supported through weekly management meetings.*

2.13 The Consultation Proposals

- 2.14 The Early Help Offer is currently delivered through a range of universal, targeted and outreach work, with staff based in locality bases across a range of sites in Rotherham. Service delivery takes place in Youth Centres, Children's Centres, Schools, Community buildings and through the early Help Detached teams and Mobile Units; Streets, parks and intelligence led 'hot spots.'
- 2.15 The consultation proposed, that in the future (Phase Two & Phase Three), the Early Help Offer needs to be delivered in a way that; strengthens existing partnerships and neighbourhood working, develops new and innovative joint working arrangements and is targeted effectively to support the most vulnerable children, young people and families in the town.

2.16 The key proposals consulted upon included;

- 2.17 The development of locality Family Hubs, (Early Help Team bases with staff co-located alongside RMBC services, social care and health partners and provide delivery points for the 0-19 Offer). The commitment to explore the development of Family Hubs is an objective within Phase Three of the Early Help Strategy and is informed by the rationale contained within; Family Hubs, A Discussion Paper, The Children's Commissioner, October 2016.
- 2.18 The introduction of a borough wide Intervention Hub. This will expand upon the current evidenced based programmes used by Early Help practitioners across the borough to achieve better and more sustained outcomes for children, young people and families in Rotherham.
- 2.19 An expansion of the Family Group Conferencing (FGC) provision to ensure that children and families receive high quality, cost effective interventions.
- 2.20 A reduction in the number of Heads of Service posts from four to three.
- 2.21 The creation of Early Help Service Manager Posts.
- 2.22 Greater integration of the Youth Offending Team, bringing interventions into localities so that young offenders are integrated more effectively into their communities and enhancing the multi-agency response from Education, Schools and social care. This is in line with the recommendations of the Taylor Review of the Youth Justice System in England & Wales December 2016.
- 2.23 A proposed reduction in the number of registered Children Centres from 12 to 9, whilst ensuring the Children Centre Offer within the locality is retained by delivering universal and targeted services from a range of sites better suited to the needs of families.
- 2.24 A proposed reduction in the number of local authority maintained Youth Centres and Early Help Team bases from eleven to six.
- 2.25 The proposals incorporated the approved savings to be achieved through the rationalisation of a range of properties. The buildings that have been identified are subject to a current operational property review being undertaken by the Asset Management Service.
- 2.26 The proposals were informed by;**
- 'The Guiding Principles' (Appendix D) which were co-produced with staff in July 2017.

- Detailed analysis of workflow and demand since the Early Help Offer was launched in January 2016, deprivation data, performance data, thresholds, volume and feedback from Exit Surveys (completed by families after receiving an Early Help intervention).
- Feedback from Peer Reviews and Ofsted Monitoring and Inspection Visits.

3 Key Issues arising from the consultation activity

- 3.1 The consultation commenced on April 9th and was conducted in line with statutory requirements, with the vision and objectives set out in; the Early Help Strategy 2016-2019; the co-produced Guiding Principles and the Cabinet Report; 'Early Help Strategy, Phase Two, Whole Service Review: 10th July 2017.'

3.2 Public & Partner consultation

- 3.2.1 The consultation was delivered through 17 public and partner events across the borough, including bespoke sessions based in the centres and buildings that are in scope. Presentations to Strategic Boards throughout the consultation period were also delivered. A summary of findings from these events are outlined in Appendix A.

All Rotherham schools were informed by email of the events and children, young people and families were offered the opportunity to attend an event or engage in the online consultation.

- 3.2.2 Trade Unions have been briefed on a monthly basis regarding the implementation of the three phases of the Early Help Strategy since the launch of the Early Help Offer in January 2016 and were invited and represented at all the consultation events throughout the 90 days.
- 3.2.3 Ward Councillors were engaged throughout the process with a number of bespoke meetings and visits convened in specific Wards.
- 3.2.4 An online survey was made available on the Rotherham Council website for public and partners, and a separate 'youth' consultation was conducted and led by the Rotherham Youth Cabinet.
- 3.2.5 A dedicated Twitter account [#earlyhelpconsultation2018](#) and an email account earlyhelpconsultation@rotherham.gov.uk was established for Frequently Asked Questions (FAQs) for partners and the public.

3.3 Staff Consultation

- 3.3.1 A 30-day staff consultation commenced on the 8th June 2018 and concluded on the 8th July 2018. All Early Help staff received formal written communication detailing the consultation events and was offered individual support as required through Human Resources (HR) and Early Help Managers and the Early Help Leadership Team. Trade unions were regularly updated through meetings with the Assistant Director and Heads of Service for Early Help and were present throughout each staff consultation meeting.
- 3.3.2 To ensure that staff had appropriate information during the consultation an additional three informal 'talk back' sessions were held with Early Help staff in April 2018. Eight formal staff consultation meetings were subsequently held in June 2018 to discuss the proposals in more detail to maximise contributions from the workforce. See Appendix A.
- 3.3.3 A bespoke email account EH-StaffConsult@rotherham.gov.uk was provided for questions, comments and suggestions from staff throughout the consultation.

3.4 Consultation Analytics

- 3.4.1 In total, 276 individuals or agencies participated in the Public and Partner consultation process through the following methods:

Partner /Public Activity	Numbers Participating
On-line consultation	164
Young People's consultation	47
Public events	65
Total	276
Existing Fora / Boards	4 meetings were attended by Early Help Senior Leadership Team members
Email	4 partner responses
Correspondence from MP's	1

3.5 Online Consultation(s)

- 3.5.1 There were 164 respondents to the online consultation. Of these; 42 were children and young people (25 years and under) and the remainder (122) were adults over 26. Of the 122 adults aged 26-plus, 113 were parents and carers of children and there were also five parents within the 25 and under age range.
- 3.5.2 As well as the main online consultation, an additional Youth Survey was carried out by members of the Rotherham Youth Cabinet. There were 47 young people that responded to the survey, aged between 9 years and 26 years.
- 3.5.3 Findings from the children and young people who responded to the Young People's Survey indicated that;
- 18 (38%) were aware of services offered.

- 29 (62%) were not aware of services provided.
- 11 (24%) said that they were accessing youth provision.
- 21 (44%) of young people said that they had never accessed any RMBC youth provision.

3.5.4 Some of the responses from young people included:

- *'More information [required] spread in colleges about the different activities that youth groups hold'*
- *'Outreach to young people in schools and newspapers about activities and opportunities that are available to them'*
- *'It's a fun and enjoyable place to be and you can make lots of friends; I would highly recommend'*
- *'It's really fun and has helped me with my social skills'*
- *'It's amazing'*
- *I would not like the Kiveton youth club to close down they help people that need help they keep them safe and every person that come to the Youthi (*Youth Centre) enjoys being there because you have so much to do and they make it fun for everybody they talk to u if you have a problem and sort it out for you.*

3.5.5 Findings from the adult/parent consultation (122 adults and 113 parents) who responded indicated that:

- 116 (95%) were Rotherham residents.
- 13 (10.6%) had a disability.
- 77 parents (63%) said that they would travel between one and ten miles to access provision for 0-5 years.
- 35 parents (31%) said that they would travel between one and ten miles to access provision for children plus five years.
- 27 (24%) of parents said that they would be willing and able to pay to access early help services, including group programmes such as parenting.
- 70 parents (62%) said that they would be willing to pay however said that this would be dependent on cost.
- Parents expressed that they valued the Children's Centre offer with regard to weaning and feeding advice, Health Visitor weigh-in, baby clinics, health advice, drop-in sessions and parenting programmes. Some parents expressed that they wanted these local services to continue.

3.5.6 Some of the responses from adults/parents included:

- *'I didn't realise I could access other centres in the borough'*
- *'The children's centres offer a great service to the children and young people in the local community removing the local ones to more central ones makes it a longer distance to travel and the families that attend are not from the local community but a wider one'.*

- *'I hope all staff are not affected by the proposals as they do a fantastic job and are a great service to the local community.'*
- *'I don't think it's vital that the council own the buildings but do think it's vital that these services remain easily accessible for parents and babies.'*
- *'Children's centres that can be utilised and reach by foot if required are invaluable to young mums. Moving the centres further out means it is hard to gain access. But also leave a new mum more exposed and unable to reach out for help if needed.'*
- *'A youth club 5 miles away is pointless; our Kiveton kids won't be able to get there. Crime will rise. The behaviours associated with bored kids will increase. It'll just cost money in a different way.'*
- *'Youth centres are a safe space for children to go to and make lasting friendships. Please don't close them all.'*
- *'They have helped me lots of times and supported me.'*

3.6 Summary of Key Themes Emerging from the Public & Partner Consultation

- 3.6.1 Comments from the public showed strong support for locally based centres and the need for low cost, or no cost activities. Some parents indicated that they would be prepared to pay for some activities, but many thought that a 'core' of activities should be free and available to all as the people who may want or need this the most may be those that have the least money to pay.
- 3.6.2 Some respondents suggested a trial of "a pay what you can" approach to activity (although this already happens on a small scale in some centres to assist with additional activities).
- 3.6.3 The public consultation and online questionnaire highlighted the need to provide greater clarity to the public and ward councillors on the differences between a Children Centre (physical building) and the broader delivery of an Early Help Children Centre 'Offer' and the delivery of services in the community.
- 3.6.4 Schools rated the Early Help Offer highly and emphasised the quality of the service that is provided and the strength of local working relationships.
- 3.6.5 The streamlined referral process was seen as having improved access to services and schools highlighted that they feel more confident in completing Early Help Assessments.
- 3.6.6 Schools spoke highly of the support that they receive from front line staff, Integrated Working Leads, Locality Managers and senior leads.

- 3.6.7 There was strong support from young people and youth workers for retaining a discrete 'Group Work Offer' for young people from vulnerable groups such as; "Chat and Chill" (young people with autism), lesbian, gay, bisexual and trans gender young people (LGBT), young people with learning difficulties and disabilities, young people with mild mental health issues and the formal governance mechanisms such as; the Youth Cabinet, Different but Equal Board, LAC Council and the Young Inspectors.

4.0 Service Delivery

- 4.1 The consultation proposed a number of changes to the Early Help staffing structure in order to deliver phases two and three of the Early Help Strategy.
- 4.2 Proposals included services to be delivered through 0-19 Family Hubs across North, South and Central areas in Rotherham, comprising of nine Early Help Locality Teams with staff co-located alongside RMBC services, Children's Social Care and health partners. This will provide delivery points for the Early Help's early years, youth and family support functions. This change will enable a fully integrated service, with revised job roles to meet need early in the development of a problem and to prevent escalation to higher cost statutory services.
- 4.3 The introduction of a borough wide Intervention Hub will provide a small resource to coordinate evidence based programmes, such as Parenting; Sleep Programmes and Domestic Abuse Programmes. The rationale behind this development is to build central coordination, stability and expand upon the current evidenced based programmes used by Early Help practitioners across the borough, to achieve better and more sustained outcomes for children, young people and families.
- 4.4 Greater integration of the Youth Offending Team was proposed, bringing interventions into localities so that young offenders are supported with a 'whole family' focus and are integrated more effectively into their communities enabling a wider multi-agency response from Education, Schools and other VCS organisations. This transition is in line with the recommendations of the Taylor Review of the Youth Justice System in England & Wales December 2016. The Early Help Assessment will be introduced into the YOT practice to underpin all prevention work within the service area. In addition, the integration of the 'front door' for YOT prevention children will be merged with the wider Early Help Triage Service and Children's Social Care's First Response to ensure that there is a coordinated identification and a family focus for those children at risk of offending behaviour.
- 4.5 The proposals included a rationalisation and reduction in the number of job descriptions to create a set of 'core 0-19 practitioner' roles, blending previously discrete job roles and job descriptions from distinct disciplines such as; Education Welfare, Youth Work, Family Support and Early Years etc. This approach will retain existing skills and experience and provide clarity of roles to reflect the transformation that has taken place over the past three years and for the future.

- 4.6 The proposals included a revision to the current distribution of resources across localities through a greater alignment with the prevalence of vulnerability and need across the borough. This was calculated by extensive analysis of thematic data captured since the launch of the Early Help offer in 2016. This means that the number of workers in a locality will match volume and need in that area across social care and Early Help. Interventions will be targeted appropriately, i.e. where domestic abuse has a high prevalence in a locality we will apply a weighting for relational approaches and perpetrator programmes to that area. This will allow the service to ensure that children and families get the right intervention at the right time whilst maintaining consistent approaches to practice across the borough.
- 4.7 The proposed move to merge the Early Help Triage Team was highlighted within the consultation to ensure greater alignment at the front door within the MASH. This proposal will also contribute to the work to redesign the social care pathway and ensure that where appropriate and safe, Early Help strategies are exhausted prior to entry into a statutory arena.
- 4.8 The recommendation to merge the Children Missing Education (CME) post (currently within Early Help) into Education is proposed to create greater alignment of the CME function with School Admissions and education.
- 4.9 The proposal to trade the current Early Help Counselling offer was based on the potential to income generate to ensure that emotional wellbeing of children becomes sustainable and affordable in the future.

5.0 Key themes emerging from the staff consultation

- 5.1 Staff were in the main supportive of the need for a 0-19 approach to delivery and were in full agreement regarding the implementation of a more consistent and equitable pay structure. Staff have been reassured that building skills across teams will be a priority, so that all will feel confident in relation to the wider remit of 0-19 delivery. The past three years has seen much progress in this area and with the new job descriptions the service will be in a better position to embed this approach across the workforce.

6.0 Service Delivery - Buildings Proposals

6.1 Children Centres

- 6.2 The consultation proposed the deregistration of the following children's centres:

- Park View (Central Locality)
- Broom Valley (Central Locality)
- Wath Victoria (North Locality)

This would bring the number of registered centres from 12 to 9, however despite deregistration, intervention and support will be retained for children and families in the localities that the named centres serve. Deregistration of a Children's Centre means that the building will no longer be used solely for children's centre services. Children's Centre activity will continue in the area but will be delivered from a range of other suitable venues.

- 6.3 The three centres proposed to de-register will continue to deliver early years services and early help will still retain access to the buildings to deliver sessions for up to 10 hours per week through a Service Level Agreement (SLA).

- 6.4 The DfE Sure Start Children's Centre Statutory Guidance (April 2013) states that;

"A children's centre should make available universal and targeted early childhood services either by providing the services at the centre itself or by providing advice and assistance to parents (mothers and fathers) and prospective parents in accessing services provided elsewhere."

- 6.5 The public consultation and online questionnaire highlighted the need to provide greater clarity to the public and ward councillors on the differences between a Children Centre (physical building) and the broader delivery of an Early Help Children Centre 'Offer' and the delivery of services in the community.

The statutory definition of a children's centre states that;

"Children's Centres are as much about making appropriate and integrated services available, as it is about providing premises in particular geographical areas."

- 6.6 **Park View (Central Locality) Recommendation – De-Register.**

The current proposal includes the recommendation to surrender the lease (Asset Transfer) to the school to use for early years services and implement a Service Level Agreement (SLA) for 10 hours Children's Centre intervention which will enable Early Help to use this as a 'linked site.' The community can be served effectively without a physical building as services are already delivered in community venues with excellent outcomes and performance, highlighting above Rotherham target figures for registration and engagement rates achieved at the end of Q4 (see table A.) Park View was previously considered for de-registration under the last restructure. The current manager and staff are predominately based at the Central Children's Centre. Park View consists of a small community room and office space in the school site.

Table A (Park View)

Children aged 0-4	Living in 30% most deprived areas	% Living in 30% most deprived areas Registered end of Q4	% Living in 30% most deprived areas engaged end of Q4
1,176	693 (59%)	100% (17/18)	83% (17/18)

6.7 Additional information and visits to the area were facilitated at the request of Ward Councillors to understand the proposals in greater depth.

6.8 Discussions have taken place with the Head Teacher of Redscope Primary School who is supportive of the proposals if approved by Cabinet. The school would utilise the space for additional 2 and 3 year old provision, community learning and breakfast club provision. If approved the school would support health and early help in accessing the building under a 10 hour SLA.

6.9 What will change?

6.9.1 The building will be de registered as it will no longer be used solely for children's centre activities.

6.9.2 A 10 hour SLA will be implemented with Redscope School so that Early Help and 0-19 Health colleagues can continue to deliver services from the site as required, with increased use of the space by the school for wider early year's provision, breakfast club and community learning activities.

6.9.3 All families and children can visit any children's centre or a venue close to their home and in the community to access the Borough wide offer.

6.9.4 The offer of services will still be available (as outlined in Appendix E - Children Centre Offer) in this area and will be delivered from community venues such as Chislett. This will be a combination of targeted and universal provision based on local need.

6.9.5 The 0 -19 Outreach and Engagement staff will continue to deliver the core offer from the remaining registered Centres (some of which will become 0-19 Family Hubs) and in community spaces in this area to provide a Borough wide universal offer and a localised targeted offer.

6.10 Broom Valley (Central Locality) Recommendation – De-Register

The current proposal requires additional consultation with Broom Valley School Governing Body in September 2018 which will enable continued provision in the locality and result in either the school or alternatively, a PVI sector organisation to make use of the building for early years provision.

- 6.11 Broom Valley Centre is located in a 'difficult to find' location, is on a steep hill and on a private road. The centre has been delivering limited activities from the building since April 2017 due to interim management arrangements, with the reach area split between Park View/Central and Coleridge. Throughout this period and the subsequent consultation there have been no concerns raised about the proposed delivery of the offer by parents, Advisory Board members or partners.

Table B (Broom Valley)

Children aged 0-4	Living in 30% most deprived areas	% Living in 30% most deprived areas Registered end of Q4 (17/18)	% Living in 30% most deprived areas engaged end of Q4 (17/18)
1,527	879 (57%)	76%	51%

6.12 What will change?

- 6.12.1 The building will be de registered as it will no longer be used solely for children's centre activities.
- 6.12.2 A 10 hour SLA will be implemented with the approved 'tenant' so that Early Help and 0-19 Health colleagues can continue to deliver services from the site as required; with increased use of the space by the school for wider early years provision, breakfast club and community learning etc.
- 6.12.3 All families and children can visit any children's centre or a venue close to their home and in the community to access the Borough wide offer.
- 6.12.4 The offer of services will still be available (as outlined in Appendix E) in this area and will be delivered from community venues such as Clifton Park and the school community space. This will be a combination of targeted and universal provision based on local need.
- 6.12.5 The 0-19 Outreach and Engagement staff will continue to deliver the core offer from the remaining registered Centres (some of which will become 0-19 Family Hubs) and in community spaces in this area to provide a Borough wide universal offer and a localised targeted offer.

6.13 Wath Victoria (North Locality) Recommendation – De Register

The current proposal includes the recommendation to surrender the lease (Asset Transfer) to the school to use for early years services and implement a Service Level Agreement (SLA) for 10 hours Children's Centre use as a 'linked site.' Wath Victoria was previously proposed for deregistration in 2015 due to its low number of families living in deprived areas.

- 6.14 The Wath Victoria Centre already delivers most activities in the community and this will continue as part of current proposals. Performance in Q4 was good with the Rotherham wide target being met for engagement rates and just under at 90% against a 95% target for registration rates.

Table C (Wath Victoria)

Children aged 0-4	Living in 30% most deprived areas	% Living in 30% most deprived areas Registered end of Q4 (17/18)	% Living in 30% most deprived areas engaged end of Q4 (17/18)
1,375	364 (26.4%)	90%	65%

6.15 Preliminary discussions have taken place with the Head Teacher who is supportive of the proposals if approved by cabinet. The school would utilise the space for additional 2 and 3 year old provision and support health and Early Help in accessing the building under a 10 hour SLA.

6.16 What will change?

6.16.1 The building will be de registered as it will no longer be used solely for children's centre activities.

6.16.2 A 10 hour SLA will be implemented with Wath Victoria Primary School so that Early Help and 0-19 Health colleagues can continue to deliver services from the site as required, with increased use of the space by the school for wider early year's provision.

6.16.3 All families and children can visit any children's centre or a venue close to their home and in the community to access the Borough wide offer.

6.16.4 The offer of services will still be available (as outlined in Appendix E) in this area and will be delivered from community venues such as Montgomery Hall. This will be a combination of targeted and universal provision based on local need.

6.16.5 The 0 -19 Outreach and Engagement staff will continue to deliver the core offer from the remaining registered Centres (some of which will become 0-19 Family Hubs) and in community spaces in this area to provide a Borough wide universal offer and a localised targeted offer.

6.17 Youth Centres

The consultation proposed a reduction in the number of Youth Centres/Early Help Team bases from eleven to six. The proposed Youth Centres and staff team bases consulted upon were;

- Herringthorpe (Central Locality)
- Treeton (South Locality)
- Kiveton (South Locality)
- Maltby Linx (South Locality)
- Swinton (North Locality)

6.18 The Statutory Guidance, Section 507B of the Education and Inspections Act 2006. States that;

It is therefore local authorities' duty to secure, so far as is reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being. This includes youth work and other services and activities that:

- a. Connect young people with their communities.
- b. Offer young people opportunities in safe environments.
- c. Support the personal and social development of young people.
- d. Improve young people's physical and mental health and emotional well-being.
- e. Help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training.
- f. Raise young people's aspirations, build their resilience, and help them to make informed decisions.

6.19 The majority of young people surveyed who used youth provision rated the youth activities that they accessed as 'good or excellent.' Young people who responded to the consultation accessed a wide range of provision including; the Rotherham Youth Cabinet, mental health support, music activities, youth club sessions in the evenings, support sessions i.e. 'Chat 'n' Chill', sexual health services, as well as general information, advice and help.

6.20 In some instances there was a perception from the public that closing a youth centre meant that the services were also ceasing – this is not the case. The Early Help Service would continue to provide a 0-19 outreach and engagement offer. This will incorporate a targeted and detached 'youth offer' in localities based on demand and need.

6.21 A 'Youth Summit' was held with partners and young people on the 15th of August to develop, for the first time, a fully integrated youth offer for Rotherham young people. The Summit identified key priorities and opportunities for funding applications or joint approaches to delivering a coherent youth offer for Rotherham.

6.22 Kiveton (South Locality) Proposal – Staff to decant and relocate.

The Early Help Service proposes to utilise space in both Dinnington School and Kiveton Library to enable a split site presence for staff bases and intervention in the locality. The Youth Offer will be delivered via community venues and detached activity. The Kiveton Youth Centre is subject to a further Corporate Property review.

6.23 Numbers attending youth work sessions at Kiveton has declined by 52% over the last two years (329 in 2016/17 and 158 in 2017/18). The majority of youth work currently undertaken by Early Help in Kiveton is not centre based (detached); or aimed at vulnerable young people, and this focus will continue in the future at proposed alternative sites.

6.24 Current users of Kiveton Youth Centre include young people utilising 0-19 health, Red Road Community Radio Project, JADE youth club and an Adult Social Care social group would be affected by the closure of Kiveton. The Corporate Property review will work with these teams in order to make decisions on future use.

6.25 What will change?

6.25.1 The Early Help staff will transfer to another suitable building in the area. Options are being considered with Property Services including Dinnington School and Kiveton Library.

6.25.2 Families accessing family support in the area will be unaffected.

6.25.3 The 0 -19 Outreach and Engagement staff will continue to deliver targeted and detached 'youth activities' in the community spaces in this area and through detached street based work.

6.25.4 Where possible, RMBC will support other groups currently using Kiveton to seek alternative community delivery sites.

6.26 Maltby Linx Proposal – Staff to decant and relocate.

There are two coterminous RMBC buildings in Maltby; the Linx, Maltby Service Centre and the Children's Centre which is currently under-occupied. The Early Help team propose to relocate to Maltby Children's Centre and following this, the Linx Centre will be transferred to Maltby Academy with a negotiated SLA which secures access to the building for Early Help targeted youth work and the Linx Pre-School provision.

6.27 Maltby Linx provides primarily targeted youth provision two nights per week and two sessions of detached youth work. Attendance at centre based sessions has declined by 64% (384 young people in 2016/17 to 187 2017/18) due to the increasingly targeted nature of youth work. Non-centre based detached work in Maltby provides a third of all current youth activity, and this will be developed further in the future.

6.28 A weekly targeted group for young people with Autism (Chat'n'Chill) is currently delivered jointly by Early Help and the Behaviour Support Service in the Linx Centre. Young people attending this group identify strongly with the building and children, parents and carers, are anxious about the prospect of it changing.

6.29 A discrete area of the building with a separate entrance is rented to Maltby Linx Pre-School. Trustees of the Pre-School charity expressed concerns during the consultation about the future delivery of a local two to five-year-old offer if they are unable to secure a rental arrangement with Maltby Academy. The Assistant Director for Early Help has met with the Executive Head of the Maltby Academy with officers from the Corporate Property Unit and the staff from the pre-school to offer reassurances that the intention is to develop an integrated hub on the campus.

6.30 **What will change?**

6.30.1 The Building will be transferred to Maltby Academy

6.30.2 A negotiated Service Level Agreement which secures access to the building for Early Help targeted youth work (including Chat 'n' Chill) and the Linx Pre-School provision will be implemented.

6.30.3 The Early Help Staff Team will be relocated to Maltby Stepping Stones Children's Centre creating a 0-19 Family Hub.

6.30.4 Families accessing family support in the area will be unaffected.

6.30.5 The 0 -19 Outreach and Engagement staff will continue to deliver targeted and detached 'youth activities' from Maltby Linx under the terms of the SLA, in other community spaces in this area and through detached street based work.

6.31 **Treeton Proposal – Staff to decant and relocate.**

The proposal is that the Early Help Team will relocate from Treeton to site bases at Catcliffe School and Aston Service Centre. The youth offer is proposed to be provided through Catcliffe and in other appropriate community venues and detached work.

6.32 The youth work undertaken in Treeton is targeted group work or street-based. This is not proposed to change and will continue in the future.

6.33 The Enterprise Units at Treeton are still partially occupied, but tenants will make alternative arrangements once the Early Help Team has moved to Catcliffe. This is linked to a current review by Corporate Property Services. Early Help is in discussion with Treeton Parish Council regarding decommissioning the Multi-Use Games Area and moving relevant equipment to an alternative site. Once the site is fully vacated, it will be made secure by the Corporate Property Services.

6.34 Discussions are underway with Brinsworth Community Library to secure space for the delivery of group work.

6.35 What will change?

6.35.1 The Early Help Staff Team will transfer to Catcliffe School and Aston Service Centre, ensuring the team are co-located with Social Care. Catcliffe School will become a 0-19 Family Hub.

6.35.2 Families accessing family support in the area will be unaffected.

6.35.3 The 0 -19 Outreach and Engagement staff will continue to deliver targeted and detached 'youth activities' in the community spaces in this area and through detached street based work.

6.36 Herringthorpe (Central Locality) Proposal – Staff to decant and relocate

Herringthorpe has the lowest footfall across the youth centres in the central patch and attendance has reduced by 42% (74 attendees in 2016/17 and 43 2017/18). The centre provides targeted group work and hosts a small music studio. The small numbers of staff that are based in the centre have limited office space, and internet access is poor.

6.37 The staff team are proposed to relocate to the 0-19 Family Hub at the Place. The youth offer will continue to be provided through venues in the local community. The building may be used by the Pupil Referral Unit (PRU) in the future and there is potential for the music equipment to remain in this building and the project to continue there, however staff are not proposed to continue to be based at Herringthorpe.

6.38 The targeted youth offer, including project and detached activity will continue to be delivered at local venues in partnership with voluntary and community sector in the area (Clifton Learning Partnership, Barnardo's and Rotherham United Football Community Trust).

6.39 What will change?

6.39.1 The Early Help Staff Team will decant from Herringthorpe Youth Centre.

6.39.2 The music project and the Pupil Referral Unit (PRU) may continue to use the space.

6.39.3 The Early Help Team base will transfer to The Place; ensuring the team are co-located with Social Care and the Place will become a 0-19 Family Hub.

6.39.4 Families accessing family support in the area will be unaffected.

6.39.5 The 0 -19 Outreach and Engagement staff will continue to deliver targeted and detached 'youth activities' in the community spaces in this area and through detached street based work.

- 6.40 **Swinton Youth Centre (North Locality) Staff to decant and Relocate** from Swinton Youth Centre (which is located on the school site) to Swinton Brookfield Children's Centre and work within a service level agreement with the school to ensure that Early Help can continue to deliver targeted youth provision.
- 6.41 Centre attendance has declined by 48% (246 in 2017/18 in comparison to 466 in 2016/17) with an increased focus on targeted group work. Young people are keen to continue using Swinton Youth Centre and signed a petition to support ongoing provision at this site. This activity will continue despite staff relocating as a Service Level Agreement has been agreed for Early Help to continue use of the school for youth activities.
- 6.42 **What will change?**
- 6.42.1 The Building will be transferred to Swinton Academy
- 6.42.2 A negotiated Service Level Agreement, which secures access to the building for Early Help targeted youth work will be implemented.
- 6.42.3 The Early Help Staff Team will be relocated to Swinton Brookfield Children's Centre creating a 0-19 Family Hub.
- 6.42.4 Families accessing family support in the area will be unaffected.
- 6.42.5 The 0 -19 Outreach and Engagement staff will continue to deliver targeted and detached 'youth activities' from Swinton Youth Centre under the terms of the SLA, in other community spaces in this area (including potentially Swinton Library) and through detached street based work.
- 6.43 Appendix B provides further detail on all buildings proposals.

7. Summary of recommended proposals

- 7.1 Cabinet agree to the implementation of Phases Two and Three of the Early Help Strategy incorporating;
- The development of locality Family Hubs, (Early Help Team bases with staff co-located alongside RMBC services, social care and health partners and provide delivery points for the 0-19 Offer).
 - The introduction of a borough wide Intervention Hub which will expand upon the current evidenced based programmes used by Early Help practitioners across the borough.
 - An expansion of the Family Group Conferencing (FGC) provision to ensure that children and families receive high quality, cost effective interventions.
 - A reduction in the number of Heads of Service posts from four to three.
 - The creation of Early Help Service Manager Posts.

- Greater integration of the Youth Offending Team (YOT), bringing interventions into localities so that young offenders are integrated more effectively into their communities and enhancing the multi-agency response from Education, Schools and social care.

7.2 Continue to deliver a targeted youth offer for young people in localities and relocate staff, surrendering leases at;

- Herringthorpe (Central Locality)
- Treeton (South Locality)
- Kiveton (South Locality)
- Maltby Linx (South Locality)
- Swinton (North Locality)

7.3 Deregister the three Children's Centres whilst ensuring the Children Centre offer is provided to families within the designated locality.

- Park View
- Broom Valley
- Wath Victoria

8. Consultation

8.1 Consultation on the proposed Implementation of Phase Two and Three was undertaken in line with the Vision and Objectives set out in the Early Help Strategy 2016-2019 (See Section 3 of this report), the Co-produced Guiding Principles (Appendix D), the Cabinet Report; The Early Help Strategy, Phase Two, Whole Service Review: 10th July 2017 and the Cabinet Report: 'Proposals for consultation on the implementation of the Early Help Strategy: Phase Two & Phase Three 12th March 2018.

8.2 The 90 day consultation began on the 9th April and concluded on the 8th July. The consultation included meetings with all staff as well as formal communication via letter and the offer of individual support through Human Resources (HR) and Early Help managers. The consultation involved the Trade Unions and was delivered through a combination of public meetings, online surveys and use of existing fora, such as the Children Centre Advisory Panel and the Children, Young People and Families Consortium. The consultation sought the views of; parents, young people, Members, partners, stakeholder, professionals and members of the community through a series of events and workshops across the borough. A dedicated Twitter account [#earlyhelpconsultation2018](#) and an email account earlyhelp.consultation@rotherham.gov.uk were established, along with a Frequently Asked Questions (FAQs) platform to support staff throughout the process.

9. Timetable and Accountability for Implementing this Decision

- 9.1 The table below sets out a high level timeline for the proposed final structure to be implemented by February 2019. Trade Unions have been updated monthly as a Standing Item at the Children and Young People Services Trade Union Meeting.

1.	Cabinet Report: Early Help Strategy: Phase Two & Phase Three implementation.	October 2018
2.	New structure implementation (October 2018 to February 2019)	Completion - February 2019

10. Financial and Procurement Implications

- 10.1 The Early Help service achieved savings of £501k in 2016/17 and £421k in 2017/18.
- 10.2 The Budget and Council Tax 2018-19 report approved by Cabinet on 19th February 2018 and approved by Council on 28th February included further savings from the implementation of the Early Help Strategy.
- 10.3 The full year savings to be achieved in 2019/20 from the Early Help strategy phases 2 & 3 are £498k. This covers the £380k further saving (£205k 18/19, £175k 19/20) from restructuring of the service and £118k towards previously approved savings from a corporate review of land and property, linked to service reviews and localities.
- 10.4 As the service is currently operating with a number of vacancies it is not envisaged that any redundancy costs will be incurred.
- 10.5 The de-registering of the three children's centres will not generate a capital funding clawback from the Department for Education as the sites will continue to deliver early years and 0-5 services.
- 10.6 Any delays to the timetable set out in this report would have a further impact on the timescale of delivery of the savings proposed.

11. Procurement Implications

- 11.1 There are no immediate procurement implications from the recommendations in this report. Through the implementation of the recommendations, where there is a requirement for commissioned services, early engagement with the Procurement team is required to effectively plan and procure this activity.

12. Legal Implications

- 12.1 By undertaking the consultation process described above, the Council has complied with its statutory duties detailed below.

- 12.2 It is imperative that in considering the proposals set out in this report regard is given to the need to comply with the Council's statutory duties in this area. In particular this includes the duties under the Education Act 1996, around securing sufficient educational leisure time activities and facilities for the improvement of the well-being of young persons, and the duties under Childcare Act 2006 to ensure there are sufficient Children's Centres, so far as reasonably practicable, to meet local need.
- 12.3 There is a specific statutory duty placed on local authorities under section 5D of the Childcare Act 2006, to ensure there is consultation before any significant changes are made to children's centre provision in their area. Statutory guidance makes it clear that this would include:
- 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; and
 - Closing a children's centre; or reducing the services provided to such an extent that it no longer meets the statutory definition of a children's centre.
- 12.4 In addition, as a matter of public law, any proposal to close a facility or significantly change a service will require a reasonable period of engagement and consultation with those affected by such a proposal.
- 12.5 Therefore, a robust consultation exercise on the proposals for the Early Help services is required with staff, service users and other stakeholders. The purpose of the consultation is to gather the views and preferences of those consulted on the proposals and suggested implementation, and to understand whether there are any possible unintended consequences of the proposals. The product of the consultation will then help to inform final proposals. This is properly identified and catered for in the proposed consultation exercise set out in paragraph 5.1 above.
- 12.6 In addition to the legal requirements for robust consultation, the Council must ensure it complies with its duties under the Equality Act 2010. Under Section 1 of that Act the Council must, when making decisions of a strategic nature about how to exercise its functions, have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage. In addition under Section 149 of the Equality Act, the Council must comply with the public sector equality duty which requires it to have due regard to the need to:
- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

12.7 In dealing with this duty, the Council must have due regard in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant characteristic that are connected to that characteristic.
- Take steps to meet the needs of people who share a relevant protected characteristic that are different to the needs of persons who do not share it.
- Encourage persons who share a relevant characteristic to participate in public life or any other activities where their participation is disproportionately low.

12.8 Protected characteristics include disability, age, race, sex, religion or belief, gender reassignment, marriage and civil partnership, pregnancy/maternity and sexual orientation.

13. Human Resources (HR) Implications

13.1 From a HR perspective the consultation process has been highly inclusive and enabled staff to contribute in a variety of ways in order to influence the final proposals.

13.2 All recruitment into posts will follow the relevant RMBC policies and procedures in a fair and consistent manner.

13.3 Early Release may need to be considered once the recruitment process is complete should staff not be successful in securing a post either within the Early Help Review or within the talent pool.

14. Implications for Children and Young People and Vulnerable Adults

14.1 The implications for children and young people and vulnerable adults are captured in the Equality Impact Analysis (Appendix D).

14.2 Whilst the recommendations propose relocation of staff; the youth and Children Centre offer (Places to go and things to do) will be delivered from either the same sites (via SLA) or in a different site in the locality and provision will be maintained for children and families in the localities.

14.3 The Early Help Service directly contributes to a number of the Council's key strategies and objectives:

14.4 The Rotherham Plan. A New Perspective 2025;

“Contributing to this is a refreshed Early Help programme, which involves partners working together to ensure children, young people and families have their needs identified early so that they can receive swift access to targeted help and support.”

14.5 A Child Friendly Borough;

Six principles that will enable children to thrive:

- A focus on the rights and voice of the child
- keeping children safe and healthy
- Ensuring children reach their potential
- An inclusive borough
- Harnessing the resources of communities
- A sense of place.

14.6 The Children and Young People's Plan, 2016-2019;

The three main strategic outcomes to be achieved for children, young people and their families in Rotherham are:

- Children and young people are healthy and safe from harm
- Children and young people start school ready to learn for life
- Children, young people and their families are ready for the world of work

15. Equalities and Human Rights Implications

- 15.1 Decision makers are directed to Rotherham Metropolitan Borough Council's duty to promote equality and diversity in all the work it does and services it delivers. An Equality Analysis, (Appendix C) has been undertaken and revised post consultation, to inform and support the final recommendations.

16. Implications for Partners and Other Directorates

- 16.1 Key partners, stakeholders, service users and staff have been engaged in the development of the Rotherham Early Help Offer since October 2015 and were engaged throughout the 90 day consultation process.

17. Risks and Mitigation

- 17.1 The Council will need to consider emerging risks, but these are likely to be specific to individuals and their employment status, with the potential for staff to leave the authority as a result of uncertainty or anxiety related to the proposals. The overriding risks are not following statutory processes, the potential negative impact on performance and quality during the review period and implementation stage and reputational damage as a result of a reduction in buildings and services across the borough. Officers will work closely with HR and the communications team to mitigate any risks normally associated with a Whole Service Review and restructure through Legal, Financial and HR compliance.

18. Accountable Officers

Jon Stonehouse Strategic Director of Children and Young People's Services,
David McWilliams, Assistant Director of Early Help & Family Engagement

Approvals Obtained from:-

	Named Officer	Date
Strategic Director of Finance & Customer Services	Neil Hardwick	04/10/2018
Assistant Director of Legal Services	Ian Gledhill	10/08/2018
Head of Procurement (if appropriate)	Karen Middlebrook	14/08/2018
Head of Human Resources (if appropriate)	Amy Leech	20/08/2018

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