

Committee Name and Date of Committee Meeting

Cabinet – 13 February 2023

Report Title

Family Hubs and Start for Life Programme Update

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

No, but it has been included on the Forward Plan

Strategic Directors Approving Submission of the Report

Suzanne Joyner, Strategic Director of Children and Young People's Services

Ian Spicer, Strategic Director of Adult Care, Housing & Public Health

Report Author(s)

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Ward(s) Affected

Borough-Wide

Report Summary

This report seeks approval to spend the Family Hubs & Start for Life grant using the approach outlined. The grant was made available to Rotherham from the Department for Education (DfE) and the Department for Health and Social Care (DHSC) as one of 75 Local Authorities that was pre-selected.

The grant provides an opportunity for additional investment, circa £3.4m over 3 years to RMBC.

The funding is predominantly for 'transformation,' (with 5% ring fenced for capital adjustments & upgrades to existing buildings).

Family Hubs are a way of joining up the planning and delivery of family help and support services to improve access, connections between families, professionals, services, and providers, and to put relationships at the heart of family support.

Recommendations

1. That Cabinet accepts the grant funding and approves the approach to the governance and management of the grant.

List of Appendices Included

- Appendix 1** Family Hubs Governance Arrangements
- Appendix 2** Family Hub Satellite, Extra Plus Model
- Appendix 3** Glossary of evidence-based approaches
- Appendix 4** Equality Analysis
- Appendix 5** Part B – Equality Impact Analysis
- Appendix 6** Carbon Impact

Background Papers

Family Hubs & Start for Life Programme Guide August 22

[Family Hubs and Start for Life Programme Guide \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Family Hubs & Start for Life Model Framework August 22

[Annex E - Family Hub Model Framework \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Family Hubs & Start for Life Service Expectations

[Family Hub Service Expectations \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Family Hubs & Start for Life Trailblazer Application

[Family Hubs and Start for Life Programme - Trailblazer Guide \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Working Together to Safeguard Children (2018)

[Working Together to Safeguard Children 2018 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

Consideration by any other Council Committee, Scrutiny or Advisory Panel

No

Council Approval Required

No

Exempt from the Press and Public

No

Rotherham Family Hubs

1. Background

- 1.1 In the Autumn Budget 2021, the Government committed £301.75m for Local Authorities to deliver a network of Family Hubs across the Country to make effective, integrated family help more easily accessible for families. The Department for Education (DfE) and the Department for Health and Social Care (DHSC) jointly oversee the Programme, linking with several other departments to explore how the Hubs can tackle issues that they are each responsible for and that are cross cutting. These include the Department for Levelling Up, Housing and Communities (DLUHC) through the Supporting Families Experiencing Multiple Disadvantages Programme, the Department for Work and Pensions (DWP) through the Reducing Parental Conflict Programme and the Department for Digital, Culture, Media, and Sport (DCMS) through investing in young people.
- 1.2 A key objective is to improve access to ‘whole family’ service delivery, including Start for Life services in areas with the highest levels of deprivation. The vision is to build the national evidence base and to assess impact across a range of contexts.
- 1.3 Rotherham is one of 75 Local Authorities that has been pre-selected and invited to sign up to the Family Hubs and Start for Life Programme without the need to complete a competitive bid. Rotherham was pre-selected using the Income Deprivation Affecting Children Indices (IDACI) Average Rank.
- 1.4 In October 2022 the Family Hub Sign-Up form was submitted by Rotherham, outlining commitment to deliver the programme. Sign-up to the Family Hubs and Start for Life programme was agreed on the understanding that Family Hubs in Rotherham will be developed where possible using existing premises, already occupied by services. Co-delivery, co-location and a digital offer are central to the programme to enable highly transformative ways of working and the funding will be used to drive this transformation, rather than securing additional front-line capacity that is unsustainable long term.
- 1.5 **What will this mean for Rotherham?**
 - 1.5.1 It is proposed to have 3 main hubs, in existing sites, north, south, central; building on the colocation that is currently in place and incrementally building in additional services to be collocated, either full time, part time or through ‘drop down desk space’.
 - 1.5.2 Further colocation to be explored across wider Local Authority services in CYPS and Adults, Early Help, Children’s Social Care, Education, SEND, TRFT, RDASH, Housing, Adult Substance Misuse, Adult Mental Health, Domestic Abuse, Youth Justice, Maternal Mental Health, Maternity, Citizens Advice Bureau, Job Centre Plus etc.
 - 1.5.3 Joint, cross agency face to face delivery from each of the three sites.
 - 1.5.4 Resource to develop a comprehensive new digital and online support offer for children and families. This will enable much easier access and address the problem

of navigating the numerous online platforms that can be confusing. Partners are confident that this can be delivered using a phased approach and utilising existing expertise.

- 1.5.5 Incremental development of satellite hubs across the voluntary and community sector that will be linked digitally to main hubs, so that families can access support from a number of community buildings and not have to tell their story numerous times. This will also enable 'live time' booking onto main hub appointments direct from the Satellite Hub.
- 1.5.6 Resource to develop online intervention packages offer so that families can self-serve and get instant support with issues.
- 1.5.7 Investment to introduce an online liquid logic portal for partners to complete Early Help Assessment digitally.
- 1.5.8 Investment in new evidence-based programmes bringing valuable training and expertise to the wider workforce, widening the repertoire of what we can currently offer. Examples of this include parenting programmes, Solution Focused Brief Intervention Therapy, Mentalisation Approaches, Attachment and Bonding, home learning programmes and Perinatal Mental Health. The product of this would be, for example, all pregnant couples having access to a preparing for parenthood course prior to birth of baby.
- 1.5.9 New intervention to address the gap for support to couples coping with early miscarriage loss under 20 weeks.
- 1.5.10 New support that changes the mainstream approach to parents who have had a child removed (complimentary to and informed by extensive learning from Pause). Pause is an important and valuable targeted intervention in Rotherham, and it is important that learning informs service approaches to complement their work.
- 1.5.11 Resource to better equip a much broader range of services with enhanced skills and knowledge, leading to improved shared delivery of intervention that will prevent problems from getting worse.
- 1.5.12 Resource to enable additional short-term capacity to test new approaches that will later inform mainstream delivery across different organisations. Examples include:
 - x 3 new nursery nurses based (one in each hub) to work alongside early help in direct support for families
 - Specialist breastfeeding lead, to build capacity in the peer support offer
 - Volunteer coordinators to develop and support new family hub volunteers to do direct work with children and families
 - Voluntary sector coordinator to enable a rigorous interface across the voluntary and public sector
- 1.5.13 Resource to develop a Parent/ Carer Panel to shape delivery of the model and ensure that the child and family voice is central.
- 1.5.14 Due to delays in roll out of the national programme, the above is in development and detailed plans will be finalised in February.

1.6 **Needs Analysis**

- 1.6.1 All Local Authority areas are expected to carry out a local needs analysis to support delivery of the programme. Rotherham has commenced this work and is utilising the needs analysis to understand gaps and develop integrated pathways across a wide range of agencies.
- 1.6.2 The analysis will be utilised to equip the wider workforce in better identification of need and preventative/early help support for children and families across the Borough.

1.7 **Governance**

- 1.7.1 The national programme sets out the requirement for functional, multi-agency governance arrangements via a multi-agency board, and regular reports to scrutiny aligned with the national Supporting Families Programme.
- 1.7.2 In Rotherham the well-established, multi-agency Early Help Steering Group (EHSG) is proposed as the vehicle for delivery of the Family Hubs Programme. This group oversees the development and scrutiny of the shared responsibility for the early help offer in Rotherham.
- 1.7.3 The Early Help Steering Group reports to the Rotherham Safeguarding Children's Partnership Executive Board (RSCP)
- 1.7.4 The Best Start and Beyond Strategy and the Supporting Families elements of the Family Hubs programme will be aligned to the draft Early Help Strategy and delivery plan to ensure a system wide approach to delivery and reporting.
- 1.7.5 Work is progressing and links made with Public Health to align the Family Hubs and Start for Life Programme with the Integrated Care System, through the Health Inequalities Prevention Enabler Group.

1.8 **Partnership Engagement**

- 1.8.1 Work has been taking place since February 2022 with a wide range of multi-agency partners to explore how a Family Hubs approach for children and families in Rotherham could build on the existing Early Help Offer.
- 1.8.2 The use of the Early Help Assessment (the common assessment tool for families below statutory threshold) is one way to assess the efficacy and maturity of the early help system in Rotherham. 32.4% of all completed Early Help Assessments were carried out by partners at the end of Quarter 1 2022 compared to zero (0%) in 2016.
- 1.8.3 Partners who attended workshops in February and August 2022 confirmed their strong commitment to develop a Family Hubs approach in Rotherham, and proposed the model of three main delivery points, located in the north, south and central areas of the Borough, with a range of Satellite Hubs that will be connected digitally as the digital aspect is developed. This will be utilising existing sites and locations already occupied by Services across Rotherham.

1.8.4 An initial headline draft delivery template was requested for submission on 30th December '22 (to release the first payment) and this will be developed in more detail in two partnership workshops to take place in January 2023.

2. Key Issues

2.1 **System coordination and commissioning:** Planned activity includes establishing a time limited transformational team to provide the capacity to drive innovative approaches, improve coordination and planning, to support joint working arrangements, a comprehensive assessment of need, digital development, programme delivery and management/ implementation of the grant. This is an expectation and funded element of the national programme and resource will come from existing staff and new recruitment which will be strictly time limited. To enable capacity, this has commenced and is utilising Council and Public Health officers to develop the programme, however some appointments will be needed.

2.2 **Expanding the competency of the workforce** to improve wider workforce skills, planning, delivery and outcomes for children and families. This will support better joint working arrangements and enhanced provision for children. Planned activities include the purchase of training in a range of evidence-based approaches across the partnership.

To include the following (see appendix 3):

- PEEP (Peers Early Education Programme) Home Learning Programme.
- Attachment & Bonding Programme
- Solution Focused Brief Intervention Therapy
- Perinatal Mental Health Programme
- Preparation for Parenthood Programme
- Solihull Approach

2.3 **Enable better and more integrated responses for children and families:** Planned activities include scoping existing sites to maximise space and equipment available to the multi-agency workforce. This also includes development of the digital offer across voluntary sector sites to align approaches and provide seamless access for children and families.

2.4 Deliverables/ Expectations

The family hub model framework includes criteria for two stages of transformation to be achieved across the life of the three-year programme. There are two stages as the government acknowledge that each LA has a different starting point across different elements of the programme. See Background papers – *Programme Guide and Service Expectations*.

Level 1: is described as the 'Basic model' where a local authority partnership is at the early stages of development and outlines minimum expectations to be reached by the end of the three years funding window.

Level 2: is described by Government as a 'developed model', where a more mature family hub model, with 'go further' expectations for Local Authorities to work towards to by the end of the programme and beyond.

With the Programme there is an expectation of establishing a Parent/ Carer Panel to put the needs of local babies and families at the centre of service design and delivery. This will enable a better understanding of how to help families feel more confident in accessing services and to place the family voice central to continuous improvement of the service offer.

Key funded strands are listed below:

- Family hubs transformation
- Perinatal mental health and parent-infant relationships
- Parenting support
- Infant feeding support
- Home learning environment services
- Publishing start for life offers and establishing parent carer panels

It is these areas that the programme seeks to ensure that Local Authorities meet the minimum requirements as set out in the Service Expectation Guide and aim to develop 'go further' progress in areas that can be selected by the Local Authority.

The performance monitoring framework from the national programme is expected in late January- February 2023.

- 2.5 The expectation to meet minimum and go further expectations as outlined in the Service Expectation Guide should be fulfilled by the end of the three-year programme. The Early Help Steering Group has carried out a self-assessment exercise with partners and is in a strong position to meet the minimum requirements.

3. Options considered and recommended proposal

3.1 Recommendation

That Cabinet accepts the grant funding and approves the approach to the governance and management of the grant.

- 3.2 The proposal outlined above is recommended to enable the initial phase of the programme to progress in line with government expectations and to ensure that the grant is maximised.

4. Consultation on proposal

- 4.1 Whilst development of the Family Hubs does not require a formal consultation, a key deliverable is to establish a whole family 'Parent Panel' by April 2023, to enable ongoing consultation and participation from families throughout the programme and to shape and influence the model and services within it.

- 4.2 The Rotherham Parent Carer Forum (RPCF) is involved to support and shape the 'Parent Panel' due to their experience and expertise in developing a group of this

kind. We are using the Four Cornerstones approach to coproduction for this element of the work.

5. Timetable and Accountability for Implementing this Decision

- 5.1
- Sign up documentation submitted October 2022.
 - Delivery of two workshops to develop the required detail in the delivery plan, January 23.
 - Finalise delivery plan template to release first payment, January 2023.

6. Financial and Procurement Advice and Implications

6.1 The government funding outline has highlighted lower and upper range indicative funding allocations in financial years 2023-24 and 2024-25:

6.2

2022/23	2023/24	2023/24	2024/25	2024/25	Total	Total
Total	Lower Range	Upper Range	Lower Range	Upper Range	Lower Range	Upper Range
£856,000	£1,391,000	£1,463,000	£1,164,000	£1,220,000	£3,411,000	£3,540,000

6.3 With the sign-up documentation submitted at the end of October 2022, it is important to move quickly to ensure that the initial tranche of funding for 22/23 is spent by March 2023.

6.4 It is important to note that the project funding across the three years and the added value derived from it, should not leave the Council with additional liabilities, for example in the form of contracts or staffing liabilities, to be funded from elsewhere beyond March 2025. The funding is to be utilised for adding value to integrated approaches within existing services and aim to ensure that additional commitments which cannot be funded in the longer term, are not created.

6.5 The project funding is prescriptive, breaking down the total funding across programme strands as set out below. This will require careful budget monitoring across these areas; however, the government has indicated that flexibility can be applied across the different strands (with the exception of capital) due to different financing needs dependent on the individual Local Authority starting point.

Programme Strand	Fixed Amount Per LA (£) to 2024/25
Family hubs transformation	500,000
Perinatal mental health and parent-infant relationships	655,000
Parenting support	250,000
Infant feeding support	435,000
Home learning environment services	108,000
Publishing start for life offers and establishing parent carer panels	115,000
Total Fixed Element of Funding	2,063,000

* NB The balance of funding up to the allocated amount will be allocated across each strand to make up the total £3,411,000 - £3,540,000 above.

- 6.6 Where there is a need to engage third-party suppliers to support the delivery of the project, these must be procured in compliance with the Public Contracts Regulations 2015 (as amended), and the Council's own Financial and Procurement Procedure Rules.

7. Legal Advice and Implications

- 7.1 The arrangements proposed are consistent with requirements of the relevant legislation in particular s10 of the Children Act 2004 which states that local authorities have a responsibility to promote inter-agency cooperation to improve the welfare of all children. Further the proposed arrangements are consistent with the Statutory Guidance, Working Together to Safeguard Children (2018).
- 7.2 The governance arrangements proposed are appropriate and as stated above any third-party suppliers must be procured in compliance with the Public Contracts Regulations 2015, and appropriate contracts put in place.

8. Human Resources Advice and Implications

- 8.1 There are no additional resources or staffing required beyond the life of the programme. Any additional resources required will be time limited to assist with the transformation and will focus on upskilling the wider workforce. These skills can then be used in the future to provide effective and efficient services alongside partners and the community.

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 The Family Hubs and Start for Life Programme is intended to add value and to existing provision for children, young people, and families across the Borough. The programme has clear objectives related to improving integrated approaches between the public, voluntary, community and faith sectors to make accessing services easier and support a proactive, preventative system-wide approach. This includes enabling collaborative pathways that span adults and children from across a range of services and organisations.

10. Equalities and Human Rights Advice and Implications

- 10.1 An equality impact assessment checklist is attached. A full needs assessment is required as an objective of the programme and is a key priority.
- 10.2 Representatives on the Parent Carer Panel will be engaged from the diverse communities within Rotherham and represent families from a range of socio-economic backgrounds. The Family Hub Parent Carer Panel will be a catalyst for change and seek to utilise language support for those families that are currently underserved/represented. The model adopts principles for true co-production of

services, meaning that access to the offer can be provided in the most family-friendly and effective ways.

10.3 Equality and Human Rights implications in relation to the programme are positive as the work will enhance cross agency pathways and bring about more colocation of practitioners, making access to support easier and less stigmatising for children and families.

10.4 The programme will focus on narrowing the gap of deprivation and reducing inequalities in health, education, pregnancy and birth, youth and children and families across Rotherham, by ensuring that intervention provided is delivered collaboratively, is evidence based and tackles inequalities to serve underrepresented groups. This will be informed by the comprehensive needs analysis that is required as part of the programme.

11. Implications for CO2 Emissions and Climate Change

11.1 See attached screening document.

12. Implications for Partners

12.1 The Multi-agency Early Help Steering Group will oversee the implementation of the delivery plan reporting to the Rotherham Safeguarding Children Partnership. Key partners that attend this forum include CYPS, Housing, Safeguarding, TRFT Health, Voluntary Sector, RDASH, Public Health, ICB. All partners are involved in the development of the model to ensure coproduction.

12.2 Partners are engaged and committed to developing Family Hubs. In relation to colocation aspects of the programme, partners are involved in planning and implementing this as the programme progresses and any colocation will be by negotiation with Service Level Agreements (SLAs) in place.

13. Risks and Mitigation

Risk	Impact	Mitigation
Unable to meet expectations of the programme (minimum and go further deliverables)	<ol style="list-style-type: none"> 1. Reputational risk to the Local Authority 2. Reduced funding/ clawback 3. Reduced opportunities for children and families 	<p>A self-assessment exercise with partners has taken place and Rotherham is already in a good position to meet most minimum expectations at commencement of the programme and a number of go further expectations will be prioritised.</p> <p>The Early Help partners have been developing a strong early help system</p>

		<p>in Rotherham since 2016, and this has enabled a strong foundation from which to progress family hubs and meet expectations.</p> <p>The Early Help Steering Group will enable rigorous oversight of the key deliverables and report regularly to the RSCP.</p>
<p>As this grant requires a multi-agency approach it is imperative that all key stakeholders are involved and engaged in the process. A lack of engagement could result in not being able to deliver necessary colocation and collaborative approaches.</p>	<ol style="list-style-type: none"> 1. Reputational risk to the Local Authority 2. Reduced funding/ clawback 3. Reduced opportunities for children and families 	<p>Developing clear terms of reference to the delivery group alongside the added capacity to support transformation aims to mitigate this.</p>
<p>Financial risks of building a financial commitment beyond the life of the programme</p>	<ol style="list-style-type: none"> 1. Budget pressures 	<p>Strict financial principles to be adhered to.</p> <p>Application of short term, transformational spend only; building expertise and capacity across the wider public and voluntary sector to ensure long term and sustainable integration.</p> <p>Business case approval process in place outlining financial principles</p>

14. Accountable Officers

Susan Claydon Head of Early Help & Family Engagement

Approvals obtained on behalf of Statutory Officers: -

	Named Officer	Date
Chief Executive	Sharon Kemp	30/01/23

Strategic Director of Finance & Customer Services (S.151 Officer)	Judith Badger	26/01/23
Assistant Director of Legal Services (Monitoring Officer)	Phillip Horsfield	26/01/23

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