

BRIEFING PAPER

SUBJECT: Proposed model of service delivery for Children and Family Centre based services and Early Years and Child Care

DATE: 6 November 2012

RECIPIENT:

THIS IS NOT A DECISION PAPER

SUMMARY:

Southampton has a reputation delivering high quality initiatives, based on strong interagency partnerships, which are focussed on improving population outcomes. For example:

- Children's Centres, five have been inspected, four judged as 'Outstanding' and the fifth as 'Good'.
- Offer for funded Early Years provision, including provision all vulnerable children from two years old.
- The Parenting and Family Support Team built on the foundation of the Family Improvement Project and the Parents Support Advisor initiatives delivering holistic whole family interventions.
- Family Centre Services providing high quality targeted specialist assessment and intervention to families with child protection concerns.

The current model of service configuration, of Children's Centres, Early Years, Parenting and Family Support and Family Centres, has clearly worked well for many children and families but changes in national funding and guidance, plus recommendations from recent reviews, have acted as a catalyst to develop a fresh vision. That vision provides an opportunity to draw together services offering universal, targeted and some specialist services, under one management structure and in one point of contact.

The proposal is to draw four interlinked strands of work together into a Children and Family Centre service. This paper outlines the proposal. The proposal has been informed through a number of informal consultations and discussions as well as the work of the Sure Start Children's Centres Transformation Group. Much more work on the proposals will be undertaken with staff in the coming months to develop and refine the ideas, including formal consultation with staff affected by the proposals, service users and partners.

The proposal aims to:

- Deliver all preventative and some specialist services to families from a base located in communities.
- Implement holistic family focussed approaches.
- Create synergies between intensive specialist intervention services for families where there are child protection concerns and preventative services.
- Improve the experience families have in moving between universal, targeted and specialist focussed services, including those families receiving support through the Families Matter agenda.

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- Optimise partnerships with parents, communities, services and partner agencies.
- Facilitate further improvements in population outcomes.
- Achieve financial savings through optimise use of all resources.
- Fulfil statutory requirements.

The main features of the proposal are:

- Creation of eight Children and Family Centres (based in Children's Centres) that bring together the work undertaken by Children's Centres, Family Centres and the Family Support Services currently delivered through locality teams.
- A revised management structure to oversee the work of the new Children and Family Centres as well as the Early Years and Childcare team.
- Revised roles for Children's Centres and Early Years staff to reflect national guidance, priorities and funding pressures. The number of Children's Centres will be maintained at 14 but if funding falls below £3 million (40% of the 2010-211 level) then the current configuration of 14 Centres will be reviewed.
- Closure of two Family Centres and the relocation of activities with children and their families into the Children and Family Centres. The staff transferring from Family Centres will be supervised by newly designated case-holding Senior Practitioners.

The proposal is part of a whole systems redesign that includes:

- Commissioned services that deliver aspects of the Children's Centre offer, including those hosted by NHS partners.
- Through existing robust governance structures involving all partners. In the Foundation Years this will incorporate the statutory Children's Centres Advisory Boards as well as maternity, health visiting and other related services.

It should be noted that commissioning for health visiting will become the responsibility of the national NHS Commissioning Board from April 2013 until March 2015 when it will be devolved to public health teams with local authorities.

BACKGROUND and BRIEFING DETAILS

1. Children and Family Centres introduction

- 1.1 Eight of the existing 14 Children's Centre bases will be developed to become the new Children and Family Centres located within the areas of the city with significant deprivation – see Appendix 1. These bases will continue to meet all statutory requirements for Children's Centres but will have an expanded remit to incorporate functions currently delivered at Family Centres and Family and Support teams to become one-stop shops for all families seeking information and advice. The services offered through the new Children and Family Centres is detailed in Appendix 2.

Significant work will be undertaken with staff, partners and service users, including parents to create a shared ethos around building use and to ensure that integration with services, such as midwifery and health visiting, are maintained

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In addition, a feasibility study will be undertaken to identify resources required to expand the use of the existing building to the older age group and to a new cohort of staff, this will include IT requirements. Detailed proposals regarding staff bases will be developed.

This proposal is designed to:

- Create a local one-stop shop for parents seeking information and advice.
- Create a holistic approach for families where there are children of different age groups.
- Create more formal and informal opportunities for staff who are currently dispersed across the city to meet with one another to improve the quality of “step-up and step down” service provision for families.
- Maximise the use of resources, including buildings and the expertise of practitioners.

1.2 Management arrangements

Two Team Managers, Grade 12, will manage the Children and Family Centres and the local authority staff teams that will work in and through them. One Grade 11 Team Manager will lead the Early Years and Child Care team. Each Team Manager will be supported by a Grade 7 post responsible for a range of functions, including performance monitoring and aspects of building support. A summary of the revised management structure is shown as Appendix 3.

This proposal is designed to:

- Secure integrated service planning, delivery and evaluation.
- Facilitate integrated training, development, supervision and management of staff working across the Children and Family Centres, the Early Years and Child Care team and the Family Support team.
- Create seamless transition across universal, targeted and specialist level service.
- Achieve economies of scale.

The three teams in the newly designed Children and Family Centres include:

- Children’s Centres
- Social Work
- Parenting and Family Support

Children’s Centres

The 14 Children’s Centres will be organised into eight management groupings, which will relate to the catchment areas of the new Children and Family Centres – see Appendix 1 for details. A Grade 9 Coordinator will manage each group.

Coordinators will work together in pairs, forming four ‘clusters’ as defined in Children’s Centre guidance. Each cluster will have a team comprising:

- Grade 7 Senior Workers whose role will include a shared set of core skills plus an

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additional lead in one of three areas: community capacity building, parental training, or Foundation Years and Play.

- In addition, working across the city there will be one Grade 8 role with responsibility for developing partnership and funding opportunities for parent training and employment.
- A Grade 9 Coordinator role to oversee the implementation of the play strategy. Each Coordinator will manage a team of Grade 5 workers who, like the Grade 7 workers, will have a core group of skills but take a lead for either community engagement or centre support including data input

Staff will deliver activities taken from the agreed menu shown as Appendix 2. This includes a range of universal and targeted activities. It is expected that an increasing number of universal activities will be led, funded and delivered by the community. Part of the role of Senior Workers with a community capacity building lead will be to identify volunteers, help establish new community groups including Friends of Sure Start, develop partnerships with local groups and businesses and explore ways of maximising community and commercial use of centre bases. In addition, the role of the play team will be extended to look at child learning and play in a wider range of settings including the home. It is also expected that the team will work with Managers to explore locating and staffing early years and child care sessions within some appropriate children's centre bases.

The proposal is designed to:

- Ensure that there is a workforce with the skills to continue to deliver the Children's Centre offer in line with statutory guidance and the revised core purpose.
- Facilitate a more equitable distribution of staff across the city in order to ensure organisational sustainability.
- Respond to the opportunity to reduce the number of staff hours required to input data resulting from new technologies.
- Improve access to information and skilled practitioners by families in greatest need who live in areas of relative affluence that currently have more limited Children's Centre infrastructure.
- Facilitate an increased percentage of LA resources funding targeted services.
- Enable parents, grandparents and community members to develop the capacity to take greater ownership and responsibility for developing, planning and funding universal aspects of service delivery.
- Respond to the opportunity to reduce some aspects of universal and targeted activities provided by the increase in support to children through Early Years and Child Care settings as part of the expansion of the offer to two year olds.
- Explore further opportunities for Children's Centre bases to become community hubs.

Specialist Family Social Work Team

The two Family Centres at Forest View and Bitterne will be closed and the work will be

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transferred to the new Children and Family Centres. The Community Support Workers will transfer work base from Bitterne to the Adolescent Resource Centre (ARC). The proposal will require the deletion of the two Family Centre Team Manager posts. Two of the Social Worker posts will be made up to a case holding Senior Practitioner role Grade 10 with responsibility for the supervision of the remaining Social Workers and Family Care Workers – see structure charts shown as Appendix 3 for details.

Staff will be aligned to a Children and Family Centre and wherever possible their caseloads will match the catchment area of the relevant Centre. It is expected that the work of the Specialist Family Social Work teams will continue in line with the current remit of the Family Centres – see Appendix 4.

The proposal is designed to:

- Facilitate a change of culture that brings universal, targeted and specialist services more closely together
- Improve the experience for families as they step up through to specialist service support and step down to receiving targeted and universal support.
- Ensure that each Children's Centre has an allocated Social Worker to provide advice and support.
- Provide families with an opportunity to access specialist services local to them.

Parenting and Family Support Team

Currently there are two locality based teams delivering targeted parenting and family support to families who have an assessed need, including those who meet the Families Matter agenda. Each team is directly managed by a Senior Parenting Practitioner and made up of Grade 7 Parent Support Advisors and Family Workers. Under these proposals both teams, including workers and Senior Parenting Practitioners, will be maintained at the current staffing levels and managed by the Grade 12 Team Managers. In addition, the Prevention Social Workers, based in Locality Teams, will join this team.

The proposal is designed to:

- Maintain a focus on early intervention.
- Ensure that all families and schools receive a joined up service in relation to targeted interventions for school age children.
- Allow for the further development of whole family approaches and the Families Matter agenda.

2. Early Years and Child Care

The Early Years and Child Care support team, including the Early Years Teachers, will be brought together under one Team Manager, who will link schools and the school standards team. The number of Grade 7 Development Workers will be reduced by two whole time equivalents but the team will include a Grade 8 Project Management post with a focus on the development of child care places.

This proposal is designed to:

- Maintain the focus on improving the quality of Early Years and Child Care

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provision.

- Ensure sufficient management and worker capacity to deliver the project for two year olds and that there are sufficient Early Years places for 2, 3 and 4 year olds.
- Ensure capacity to support and facilitate sufficient childcare places in the city.
- Sustain and develop the Startpoint nurseries.

RESOURCE/POLICY/FINANCIAL/LEGAL IMPLICATIONS:

Resource implications

There will be pressure on office and community space within the Children and Family Centres. This will require a detailed feasibility study to identify suitable places and ensure the right IT is available. This will not be at the expense of the existing partnerships with health visiting, midwifery and other providers.

Financial implications

Budgets

- All budgets are under significant pressure and the model is designed to ensure that economies of scale are maximized, management is streamlined and resources like the Children's Centre bases are used efficiently as possible.
- In order to comply with national guidance budgets will be allocated to the Team Managers in such a way that it is possible to account clearly for spend on the three distinct aspects of the new Children and Family Centres – Children's Centres, Families Matter and Specialist Social Work. This will ensure that projects such as the Children's Centre national Payment by Results Trial and funding formula requirements will be fulfilled as well as further efficiencies identified through unit costing exercises and other initiatives.

Legal implications

The Childcare Act 2006 outlines the statutory responsibilities in relation to Sure Start Children's Centres. All sections will be fulfilled in the development of these changes – see Appendix 5 for LA responsibilities. In addition, the name and branding of the Children's Centre activities will be maintained in line with statutory guidance as part of the wider Children and Family Centre facility.

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Appendices

Appendix 1: Population profile of proposed Children and Family Centre catchment areas

Appendix 2: Proposed menu of service provision

Appendix 3: Proposed structure charts

Appendix 4: Remit of Family Centres

Appendix 5: Local authority responsibilities for Children's Centres

Other appendices attached for information:

Appendix 6a: Children's Centres proposed groupings

Appendix 6b: Referrals by Family Centres

Appendix 6c: Families Matter criteria 2 and 3 mapped against Children's Centres

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|--|----------------|---------------------------------|
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Appendix 2a

Population Profile of proposed Children and Family Centre catchment areas Southampton October 2012

West of City

| Child and Family Centre catchment area – based on Children’s Centre boundaries | Under 5 population | IMD - Nos. of under 5’s resident in SOAs that are in 30% most deprived nationally | IDACI- Nos. of under 5’s resident in SOAs that are in 30% most deprived nationally | Ethnicity % of births identified as White British in 20011/12 | Families Matter Nos. of families identified as meeting criteria | Family Centres Nos. of children identified as receiving a service |
|---|---------------------------|---|--|---|---|---|
| Bassett & Lordswood | 832 | 117 | 81 | 63.2% | 15 | 13 |
| Lordshill, Coxford & Shirley Warren | 1288 | 910 | 902 | 66.4% | 46 | 23 |
| MRM | 1677 | 1529 | 1662 | 83.4% | 93 | 56 |
| North Shirley | 1510 | 206 | 379 | 61.2% | 32 | 13 |
| Freemantle / South Shirley | 1221 | 180 | 422 | 50.3% | 29 | 17 |
| Central | 1722 | 1413 | 1592 | 26.1% | 47 | 22 |
| Total | 8250 | 4355 | 5047 | Av. 58.4% | 262 | 144 |

East of City

| Child and Family Centre catchment area – based on Children’s Centre boundaries. | Under 5 population | IMD - Nos. of under 5’s resident in SOAs that are in 30% most deprived nationally | IDACI- Nos. of under 5’s resident in SOAs that are in 30% most deprived nationally | Ethnicity % of births identified as White British in 20011/12 | Families Matter Nos. of families identified as meeting criteria | Family Centres Nos. of children identified as currently receiving a service |
|--|---------------------------|---|--|---|---|---|
| Swaythling | 908 | 403 | 623 | 56.2% | 71 | 31 |
| Portswood | 944 | 127 | 278 | 49.7% | 23 | 13 |
| Bitterne Park | 1219 | 22 | 74 | 75.3% | 19 | 5 |
| Townhill Park & Harefield | 987 | 522 | 522 | 87.9% | 44 | 14 |
| Thornhill | 961 | 774 | 818 | 88% | 49 | 20 |
| Sholing | 1088 | 274 | 374 | 87.7% | 40 | 8 |
| Weston | 735 | 472 | 533 | 89.3% | 58 | 10 |
| Woolston | 1230 | 426 | 426 | 81.7% | 47 | 21 |
| Total | 8072 | 3020 | 3648 | Av. 76.9% | 351 | 122 |

NB An additional 18 children receive a service through the Family Centres for whom residency is either currently out of city or not known.
 Extensive building of new homes is likely to lead to an increase in the number of families and particularly under fives in the Woolston area.

Appendix 2b Summary of Proposed Menu of Service Provision through Children and Family Centres in Southampton

Universal Services

One stop shop for information and signposting for parents/carers. Multi media information and advice including web based information. Plus centre based dedicated phone line and cluster/hub based staffed reception where parents and carers can drop-in for information.

Open access stay and play

1 session per week for every 500 children under 5 - of which at least 1 session a week per centre to be run in conjunction with health visitors.

Universal Aspects of Healthy Child Programme

- partnership with health to provide local access to maternity services, antenatal education, the health visiting service, breastfeeding support and all universal aspects of the healthy child programme.

Support to early education and child care settings

including child minders to enable them to participate in initiatives to improve quality and access to family support.

Community Capacity building, Parental Involvement and

Volunteering including participation in Forums and Advisory Boards.

Identification and Assessment of need

through Pre-CAF, CAF or other SCC approved process (e.g. safeguarding) and appropriate support to accesses targeted/specialist services.

Targeted Services

Activities offered to under fives and their families based on population risk factors and/or assessment of need as part of the Children's Centre offer including:

- Young parents - 2 groups across city per week plus support for FNP service.
- Fathers - Min of 2 open access groups per week based in areas of deprivation
- BME, Gypsy and Traveller families plus those for whom English is a second language – additional support to access services including assistance to complete preschool/school registration processes and ESOL.
- Areas of significant deprivation - Additional stay and play and other activities to promote school readiness, particularly focusing on speech and language development.

Activities offered to all families meeting criteria and following individual assessment of need including:

- Development of support plan by multiagency Team Around the Child following CAF or Pre CAF assessment.
- Intensive family based support on short (usually 6 week) or long term basis (up to a year) by a qualified parenting practitioner as part of the continuum of care that links with specialist services.
- Evidenced based parenting programmes including Hanen, Talk and Taste, Webster Stratton, Strengthening Families and Speakeasy Groups.
- Family Learning Activities- Partnership with other agencies to provide family learning activities such as literacy and numeracy classes.

Partnership Plus aspects of Healthy Child Programme – Partnership with health to provide multiagency aspects of the healthy child programme including:

- Intensive support for families in greatest need during antenatal period following Family Health Assessment.
- Contribution to HV family assessment processes at 8-12 months and 24-36 months.
- Activities to promote healthy lifestyles following individual or population assessment including: physical activity, healthy eating, smoking cessation, safety schemes, intensive breastfeeding support.

Support to access additional targeted and specialist services e.g. debt advice, domestic violence, substance misuse, and referral to specialist services.

Specialist Services

Work with families open to Children's Social Care where there are child protection concerns requiring skilled and specialist assessment and intervention.

Work with named social

worker to enable children in need to access universal and targeted services within centres.

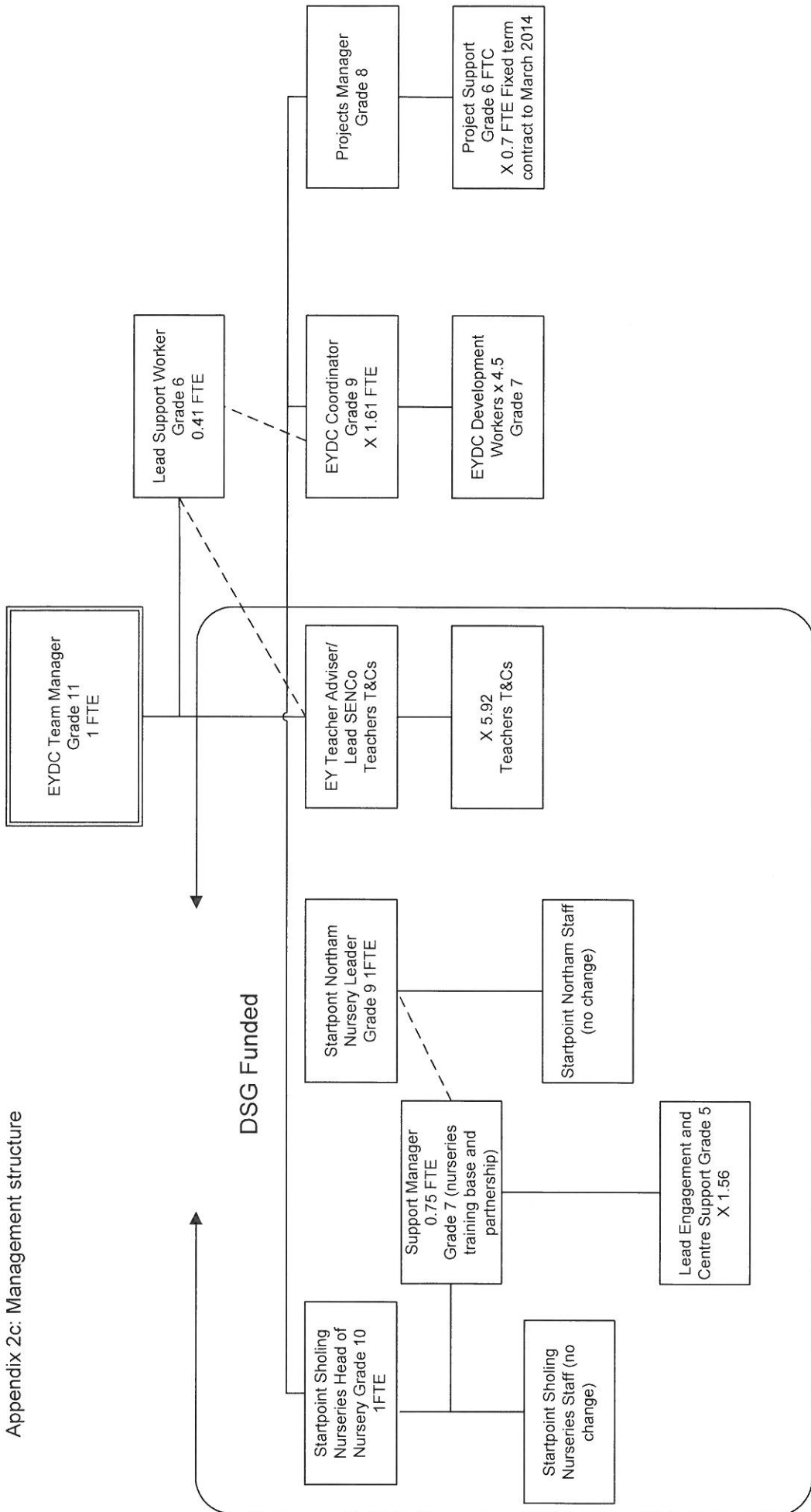
Support to specialist child and adult disability and mental health services to promote centre services.

Support to families where disability is an issue

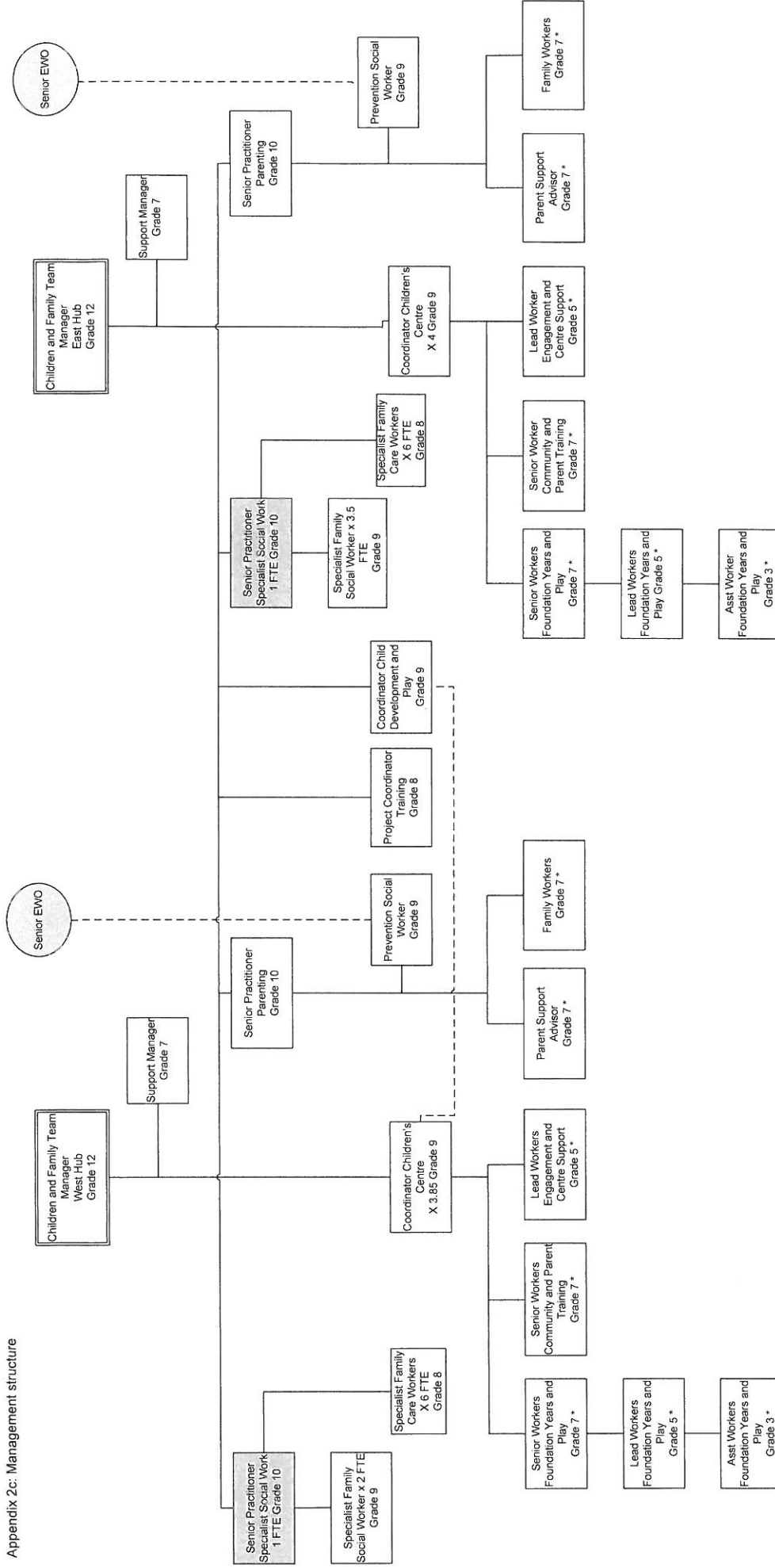
to access universal and targeted centre provision.



Appendix 2c: Management structure



Appendix 2c: Management structure



* Number of FTE posts in City – distribution to East and West to be decided
 Senior Workers Foundation Years and Play Grade 7 x 4.98 FTE
 Lead Workers Foundation Years and Play Grade 5 x 7.04 FTE (unchanged) plus a new post 1 FTE = 8.04
 Assistant Workers Foundation Years and Play Grade 3 x 1.88 FTE (unchanged)
 Senior Worker Community Work and Parent Training Grade 7 x 12.47 FTE
 Lead Worker Engagement and Centre Support Grade 5 x 11.06 FTE
 Parent Support Advisor Grade 7 (number unchanged)
 Family Support Workers Grade 7 (number unchanged)
 Plus caretaker and cleaners unchanged

□ Senior EWOs not part of this structure

Remit of Family Centres

The Family Centre Service for the city is currently provided from the bases of Forest View and Bitterne. The Family Centres offer a range of specialist services and targeted interventions to children and their carers, usually for a period of between three and fifteen months. The service is available to all children open to Children's Social Care whom remain open following initial assessment.

Due to capacity and the need to prioritise statutory work, the majority of children and families involved with court care proceedings will receive a service from the Family Centres, along with a significant majority of children subject to a Child Protection Plan. The family situations which require intervention are usually complex, requiring a skilled and specialist level of intervention.

Families accessing this service often have multiple issues which are entrenched and generational. Parents often have alcohol and drug related issues and may be involved in high levels of domestic abuse. Some will have learning difficulties or disabilities, and/or mental health difficulties. Many have poor support networks. All of these factors can impact on the parental capacity to look after their children successfully.

The main purpose of the Family Centre Service is to assess significant risk and work with families to improve parental capacity safely. Where parents do not have the capacity, evidence is gathered to support the removal of children, placing them in appropriate alternative care.

A range of interventions are offered as part of the outreach service to support practical skill development and enable parents to understand the physical and emotional needs of their children and respond appropriately to these. Risks are managed and monitored through this process. Outcomes are reported to case holding social workers.

Detailed evidence based specialist reports to court assess parental capacity and the capacity of other family members to care for children. The attachment profile of the children is assessed and informs decisions about permanency planning including if sibling groups should be separated. The service prepares children for placement and works with foster carers and family members to manage challenging behaviour and deal with traumatised children.

The relationship between the core purpose of Children's Centres and statutory duties on local authorities and relevant partners

Supporting Children's Centres to deliver on their core purpose is a means by which local authorities can fulfil a number of wider statutory duties – set out below.
(See also footnote³)

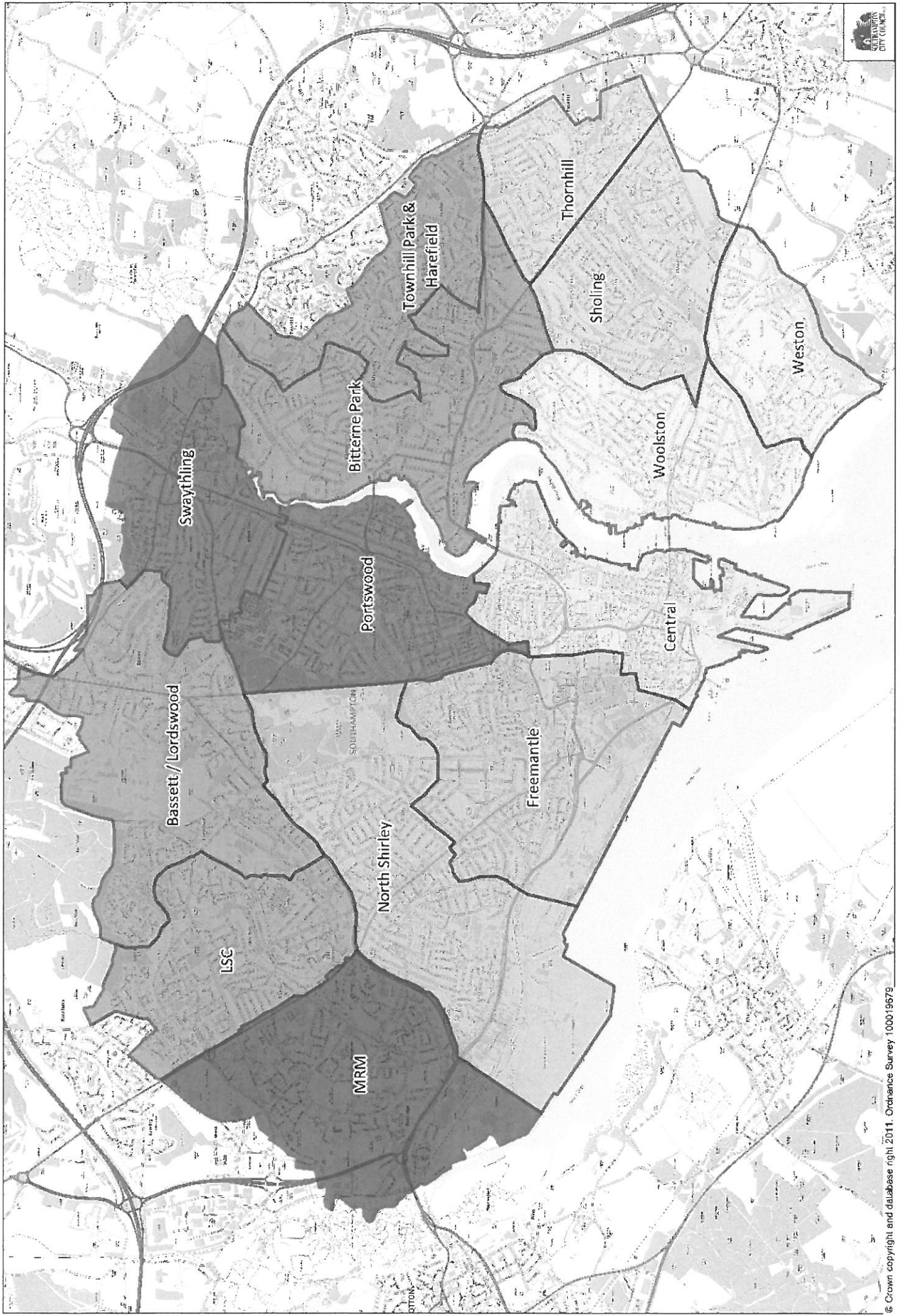
| THE CORE PURPOSE OF A CHILDREN'S CENTRE | |
|--|--|
| To improve outcomes for young children and their families, with a particular focus on families in greatest need of support in order to reduce inequalities in: child development and school readiness; parenting aspirations, self esteem and parenting skills; and child and family health and life chances | This contributes to local authorities fulfilling their wider duty to improve the well-being ¹ of young children in the area and to reduce inequalities (section 1 of the Act). |
| WHAT CHILDREN'S CENTRES DO TO ACHIEVE THEIR CORE PURPOSE | |
| Children's Centres assess strengths and needs across their local communities. | This contributes to local authorities meeting their duty in section 5A(1) of the Act to secure sufficient provision of Children's Centres to meeting local need, so far as is reasonably practicable. |
| Children's Centres provide access to high quality universal early years services. | This contributes to local authorities fulfilling their duty under sections 2 and 3 of the Act to make arrangements to provide in an integrated manner early childhood services. It is also relevant to sections 4 and 5 of the Act – the duty of local authorities to work with 'relevant partners' (local commissioners of health services and Jobcentre Plus) and consider providing services such as health and employment support through a children's centre. |
| Children's Centres use evidence based approaches to deliver targeted, family centred support. | This contributes to local authorities fulfilling their duty in section 1(b) of the Act to reduce inequalities between young children, and in section 3(3) of the Act to take steps to identify parents or prospective parents who are unlikely to take advantage of early childhood services that may be of benefit and to encourage them to take advantage of these services. ² |
| Children's Centres act as a hub for the local community, building social capital and cohesion. | This contributes to local authorities fulfilling their wider duty in section 1 of the Act about improving the well-being of young children and reducing inequalities. A hub for the local community and building social capital/ cohesion are ways of building communities' capacity to improve young children's well-being. |
| Children's Centres sharing expertise with other early years settings to improve quality. | This contributes to local authorities fulfilling their duty (under Section 3(4) of the Act) to take all reasonable steps to encourage and facilitate the involvement of a range of persons including in particular early years providers in their area (including those in the private and voluntary sectors), in the arrangements made for providing integrated early childhood services. |

¹ Well-being in this wider context is defined by the Act as:

- physical and mental health and well-being;
- protection from harm and neglect
- education, training and recreation
- the contribution made by them to society
- social and economic well-being

² The Commissioning Toolkit is a good source of effective evidence based parenting programmes.

³ <http://www.foundationyears.org.uk/>



Family Centre Open Referrals by Children Centre Area - October 2012

Appendix 2G

| Childrens_Centre | Count |
|-----------------------------|------------|
| Bassett | 13 |
| Bitterne | 5 |
| Central | 22 |
| Coxford (L S & C) | 23 |
| Freemantle | 17 |
| Millbrook, Redbridge & Mayt | 56 |
| North Shirley | 13 |
| Portswood | 13 |
| Sholing | 8 |
| Swaythling | 31 |
| Thornhill | 20 |
| Townhill Park & Harefield | 14 |
| Weston | 10 |
| Woolston | 21 |
| Out of City / Unmapped | 18 |
| Total | 284 |



