

<b>Item No.</b> N/a	<b>Classification:</b> Open	<b>Date:</b> 15 April 2019	<b>Meeting Name:</b> Cabinet Member for Children, Schools and Adult Care
<b>Report title:</b>		Grant award to Children's Centre providers 2019/20	
<b>Ward(s) or groups affected:</b>		All wards	
<b>From:</b>		Strategic Director for Children's and Adults' Services	

## RECOMMENDATIONS

1. That the Cabinet Member for Children, Schools and Adult Care note progress with the Children's Centres programme since its reorganisation in 2016 and transition to Family Early Help in 2018.
2. That the Cabinet Member for Children Schools and Adult Care approves grants to lead agencies for the delivery of the Children's Centres programme for the 2019/20 financial year, as set out in paragraph 34.

## BACKGROUND INFORMATION

3. Children's Centres are places where families with children under five can access a range of services and information and get help and advice from health, education and social care professionals. Their core purpose is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in child development, school readiness, health and life chances.
4. A report setting out a new model of Children's Centres delivery in Southwark was approved by Cabinet in June 2016, as a result of which Children's Centres have been organised on the basis of four geographical localities with a lead body in each coordinating staff and services across the area. This approach focuses on delivering universal and targeted services where they are needed in the community, using spaces that are accessible to children and families (see list of Children's Centre sites in Appendix One).
5. Each Children's Centre lead agency employs a manager and staff team with a mixture of administrative support, family support and early years practitioner roles, and also works in close partnership with agencies including the Council's Early Help services and NHS partners to deliver services including:
  - a) Family Support - 1:1 casework for families with complex needs who are referred by partners or stepped down from Social Care.
  - b) Parenting programmes to support attachment and improve family relationships.

- c) Targeted groups to meet identified needs (e.g. domestic abuse support group); counselling.
  - d) Play, learning & development – including baby and toddler groups; stay and play (universal and targeted).
  - e) Bookstart sessions and promotion of the Dolly Parton's Imagination Library.
  - f) Education, Skills & Training to support parents into employment, including ESOL, Basic/functional skills, volunteering opportunities, vocational accredited skills, GCSEs/NVQs, First Aid.
  - g) Advice & guidance on issues affecting children and families.
  - h) Health services (hosted by Children's Centres but delivered and resourced by NHS partner agencies) including ante-natal and post-natal groups and activities, support for mental health and post-natal depression; nutrition/dietetics; breastfeeding support, speech and language support.
6. In March 2018, the Cabinet Member approved grants for the following Children's Centres lead agencies in 2018-19:
- i. Borough, Bankside and Walworth (BBW): 1<sup>st</sup> Place Children & Parents Centre in partnership with Coin Street Community Builders.
  - ii. Bermondsey and Rotherhithe (B&R): Pilgrims Way Primary School & Children's Centre.
  - iii. Camberwell and Dulwich (C&D): Dulwich Wood Nursery School and Children's Centre.
  - iv. Peckham and Nunhead & Peckham Rye (PPRN): Ivydale Primary School & Children's Centre.
7. The reorganisation of Family Early Help (FEH) in July 2018 resulted in the Children's Centre lead Officer Responsibility moving from the Director for Education to the Director for Children's Services. A new role was created and appointed in September 2018: Family Early Help Transformation Lead, this role has replaced the previous Consultant for Children's Centres, who left in June 2018, expanding the role to include the integration of Children's center's into the wider Family Early Help service and under 5's offer. 2018/19 has therefore been a period of transition and change, during which key areas for development have been identified and progressed, as detailed below.

## **KEY ISSUES FOR CONSIDERATION**

8. Since September 2018 the transformation lead for FEH has reviewed Children's

Centre service delivery; working collaboratively with the strategic hub leads and their locality teams, reviewing what works in each area, identifying solutions and planning for a re-launch of children's center's as part of FEH in late April 2019. Below are the highlights of key areas for development and a brief update on progress made in the last 3 months.

9. A service level agreement is in place with each Children's Centre lead agency setting out what they are expected to deliver in return for their grant funding however these require a significant refresh to have clearer KPI and outcome measures to inform performance monitoring and impact evidence going forward.
10. Two localities have functioning Strategic Development Boards (BBW and B&R) with PPRN and C&D in the process of recruiting a Strategic chair. At the BBW and B&R strategic board the chair requested a survey be undertaken with board members across localities to capture views on effectiveness of the current arrangement, the primary question being 'does each Locality require a strategic board or could we move to a north/south split of the development boards, leading to increased commitment from board members (reducing the boards they are members of).
11. A strategic board to oversee the Under 5 offer as part of our Council Early Intervention strategy is in the planning phase, this is key in the successful delivery of the Children's Centre offer, within the context of Southwark's Under 5's offer
12. There were issues with the implementation of the Synergy system, which significantly impacted on our ability to evidence the impact of CC services; Children Centre admin teams, locality leads and the transformation team in FEH worked with the digital team to stabilise the project. A report was presented to the Children and Adults (CHAD) board on 14<sup>th</sup> March, it was agreed that the CHAD board will support the system going forward; re-training for the Children's Centre teams is being scheduled now that the system is stabilised, reports have been written and are currently being tested. It has been agreed that the Quality & performance team will support with extraction and analysis of the data going forward. A meeting is to be scheduled to agree the detail of CHAD team and Children's Centre Admin managers interface.
13. Family Support Service (FSS): Each locality has a Family Service Manager (FSM) and 4 community family workers (CFW) (C&D have the FSM post vacant and there are CFW vacancies in B&R and BBW). There is evidence of strong practice and outcomes achieved by families, with improvements being required in the consistency of the offer across the service. It has been noted that there has been a decline in referrals in the last 12 months, however the system issues have impacted on our ability to report exact figures; work has begun to raise awareness of the children's Centre offer and we expect demand to increase as a result of the integration into Family Early Help and with Health services.
  - a) The Outcomes star; Family Star + is the assessment tool in Children's centres, in the period between January 2018 and January 2019; 203 assessments were started, as mentioned above these are completed to differing standards.
  - b) Of the 203 Family Star + assessments started 88 were reviewed – this requires further scrutiny to understand the narrative.

- c) 47 cases were put forward for Payment by Results (PbR) claim in December 2018 – 36 of these met the four principles of the Troubled Families programme and evidence standard required for PbR claim and supported us in achieving the PbR target for January 2019 – learning from the 11 cases that didn't meet standard will inform a workshop with the FSS in late April.
- d) FSS recorded the intervention undertaken with families primarily on word documents with some aspects on synergy and the star online system (Family star + system) – the service will shortly be receiving Mosaic training and from 1<sup>st</sup> May 2019 all case work will be recorded on the central children's case management system (Mosaic – the Mosaic Management Board has agreed and approved an additional step in the new FEH workflow), enabling us to report on referrals, assessments, disengagement, outcomes and improved audit & performance management arrangements.
- e) Agreement has been gained for Children's Centres to be added as an option on the Internal FEH referral form on Mosaic this should assist statutory workforce with linking families to valuable Children's Centre services.

14. Due to the system issues mentioned above we were not confident in the data extracted from the system, resulting in a time consuming manual task to check and amend with manual data extraction/entry. We put in place new reporting methods in January 2019 which align with system reports that have been written.

- i. Between January 2018 and January 2019 there were 2,860 new children registered, age breakdown below:

<b>Age At Registration</b>	<b>Total</b>
0	1547
1	688
2	365
3	183
4	56
Not Specified	21
<b>Grand Total</b>	<b>2860</b>

- ii. We are expecting to be able to break this down further to have meaningful and accurate volume data and are in the process of building a monthly performance data pack to assist in identifying trends and issues.
- iii. An initial cross match with the Children in Need (CiN), Children subject to a Child Protection Plan (CPP), and FEH cohorts identified the families that are known in those cohorts with those registered at a Children's Centre (below). Further scrutiny is required to provide assurance in these

figures and for matching to be undertaken with the activity Synergy report to understand how these families are using the Children's Centres service – once this has taken place the data will be provided to the teams below and tracked for improvements going forward.

<b>CC registration</b>	<b>CiN</b>	<b>CPP</b>	<b>FEH</b>
Families	11	16	46

15. Dolly Parton Imagination Library; Dolly Parton's Imagination Library is a book gifting program that mails free books monthly to children from birth to age five in participating communities within the United States, United Kingdom, Canada, Australia and Republic of Ireland. In Southwark we are sponsored by Dial-a-flight to take part, this is administrated and publicised by the Children's Centres, we have approval for 10,000 participants to be funded, we currently have 6,237 registered and receiving their monthly books. Our Transformation project support officer is liaising with our media team to reinvigorate publicity across the borough. A request has been submitted to the facilities team for a stall in the Tooley street atrium to help raise the profile and benefits of this project and the Children's Centre offer.
16. Good progress has been made with the DfE funding which has supported increased uptake of the 2 & 3 year old funding offer and improved school readiness for our Special Educational Needs and Disabilities (SEND) cohort – a paper is being prepared to highlight the emerging added value to improving outcomes and funding for this specialist provision in the next financial year jointly with partners in the Cherry Garden and Kintore way.
17. The Ofsted Single Inspection of Southwark Children's Services in June 2017 highlighted the positive provision in Children's Centres, stating that 'Younger children who have emerging and additional needs are helped through an extensive range of services clustered around Children's Centres'.
18. A reorganisation of Children's Centres is showing early signs of more efficient multi-agency practice and coordination of services. Better-informed targeting of vulnerable groups is providing the right children and families with help'.
19. Children's Centres were a key part of the success of the recent Keeping Families Strong consultation event held on 28 February 2019. Parents were invited and heard from the Cabinet Member for Children, Schools and Adult Care, Councillor Ali.
20. An asset and conditions survey is needed on the buildings in use, as multiple sites have complex agreements in place for use and concerns regrading Health & safety. This work is being scoped and scheduled at present.

### **Policy implications**

21. The Childcare Act 2006 ("the Act") places a range of duties on local authorities in relation to the provision of early childhood services (which includes early-years provision and health and social services for young children, parents and

prospective parents, together with and employment and other advice for parents and prospective parents).

22. The council is under a general duty to improve the well-being of young children in their area and reduce inequalities between them, in relation to matters such as physical and mental health and emotional well-being; protection from harm and neglect; education, training and recreation; the contribution made by them to society; and social and economic well-being.
23. Specifically, the council is required:
  - To secure that early childhood services in their area are provided in an integrated manner in order to facilitate access and maximise the benefits of those services to young children and their parents.
  - To take steps to identify prospective users of services and encourage their take up.
  - To facilitate as far as possible the participation of parents and providers of services in the planning of early childhood services.
24. The arrangements for the provision of early childhood services must, so far as is reasonably practicable, include arrangements for sufficient provision of Children's Centres to meet local need. Where Children's Centres are provided, the council and partner organisations must consider whether to provide early childhood services through Children's Centres.
25. A Children's Centre is defined in the Child Care Act 2006 as a place or a group of places through which integrated early childhood services are made available for young children, parents and prospective parents, including:
  - a) Early years provision (early education and childcare).
  - b) Children's social care.
  - c) Health services.
  - d) Training and employment services.
  - e) Information and advice services.
26. Other requirements for the council, in relation to the organisation and management of Children's Centres, includes ensuring:
  - i. That there are sufficient Children's Centres, so far as reasonably practicable, to meet local need.
  - ii. Each Children's Centre is within the remit of an advisory board.
  - iii. That there is consultation before any significant changes are made to Children's Centre provision in their area.
27. Sure Start Children's Centres statutory guidance' (DfE, 2013) defines 'the core purpose of Children's Centres as being 'to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in:
  - a) child development and school readiness.

- b) parenting aspirations and parenting skills.
- c) child and family health and life chances’.

28. The Council Plan 2018-19 – 2021-22 commitment to the Fairer Future principles, including priority themes of ‘a great start in life’ and ‘a healthier life’. The provision for Under 5s and families delivered through Children’s Centres directly supports these commitments.

### **Community impact statement**

29. The Public Sector Equality Duty, at section 149 of the Equality Act, requires public bodies to consider all individuals when carrying out their day to day work – in shaping policy, in delivering services and in relation to their own employees. It requires public bodies to have due regard when carrying out their activities to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. The council’s Approach to Equality (“the approach”) commits the council to ensuring that equality is an integral part of our day to day business.
30. “Protected characteristics” are the grounds upon which discrimination is unlawful - the characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender and sexual orientation.
31. As the Children’s Centres programme is focused on young children and their families, the decision to continue to resource it would be expected to have a particularly positive impact on:
- a) Children under the age of five.
  - b) Parents of young children, in particular women who make up the highest proportion of parents using Children’s Centre services.
  - c) The communities amongst whom young children are concentrated.
  - d) Amongst children under five in Southwark the three largest ethnic groups are White British, Nigerian and Black Caribbean, though they are used by all sections of the community.

### **Legal implications**

32. Please see paragraphs 39 to 42 for concurrent.

### **Resource and Finance implications (CAS18/054)**

33. In view of the continuing progress of the Children’s Centres programme and improved evidence of its effectiveness, it is proposed that Southwark continues to provide grants to enable the delivery of the programme in 2019-20.
34. We would recommend that the budget for Children’s Centre delivery is not varied this year to allow for a full review of the impact on the Council’s Under 5 offer and to allow evaluation of performance after the planned relaunch in April 2019. On the assumption of no reduction in each grant, the grant amounts for 2019-2020 would be as follows:

<b>Locality</b>	<b>Lead Agency</b>	<b>Number of children under 5</b>	<b>2018/19 funding</b>	<b>2019/20 funding</b>
Bermondsey and Rotherhithe	Pilgrims Way Primary School	4500	533,235	533,235
Borough, Bankside and Walworth	1st Place Children and Parents Centre	5735	420,463	420,463
	Coin Street Centre Trust		113,966	113,966
Camberwell and Dulwich	Dulwich Wood Nursery School & Children's Centre	5815	594,962	594,962
Peckham and Nunhead & Peckham Rye	Ivydale Primary School	4230	695,660	695,660
<b>Total</b>		<b>20280</b>	<b>2,358,286</b>	<b>2,358,286</b>

35. The budget for 2019-20 is £2.388m with £2.358m supporting Centre Centres and £30k funding the transformation lead salary costs, the balance of the salary cost will continue to be funded by the Troubled Families programme
36. The baseline amount per locality was calculated based on the IDACI scale (2017/18) which measures deprivation for children based on a range of economic, housing and social issues and then ranks them in order of need. The funding for children is then weighted using this scale so that areas with the greatest need attract proportionally appropriate budgets. This formula is in line with that used for school funding allocations.
37. The council may top-slice agreed amounts from Locality Children's Centres budgets to cover premises costs of Children's Centre buildings where applicable.
38. In December 2018 LB Lambeth announced a review of Children's Centres delivery which has implications for Coin Street which operates as a dual authority CC. Coin Street are fully engaged with the consultation process, but are clear that if they were not able to secure ongoing funding from LB Lambeth the service to Southwark residents would remain secure.

## **Consultation**

39. Regular engagement with Children's Centre providers through monthly meetings and launch of Under 5s Partnership Board in March 2019, to provide strategic oversight. Consultation with parents occurs through the Children's Centres with feedback to the FEH Transformation lead as part of the review. Parents attended the Keeping Families Strong event in February 2019.

## **SUPPLEMENTARY ADVICE FROM OTHER OFFICES**

### **Director of Law and Democracy**

40. The cabinet member is asked to note the progress in implementing the council's model of managing the delivery of Children's Centres and to approve the award of grant funding to each of the lead agencies for the financial year 2019/20. This is a decision the cabinet member is permitted to take in accordance with the council's constitution.



41. The duties on the council in relation to the provision of early childhood services and the provision of those services through Children's Centres are outlined in the policy implications section of the report. The council has a specific duty to secure that early childhood services in their area are provided in an integrated manner, and these arrangements must, so far as is reasonably practicable, include arrangements for sufficient provision of Children's Centres to meet local need.
42. In relation to the payment of grants to the specified lead agencies, the council has a subsidiary power to do any thing (which might involve expenditure or not) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions. The payment of grants, being incidental to the performance of the council's statutory functions in relation to the provision of early childhood services as described above, is therefore considered to be within the council's power.
43. The cabinet member is reminded of the Public Sector Equality Duty under section 149 of the Equality Act 2010, and when making decisions to have regard to the need to (a) eliminate discrimination, harassment, victimisation or other prohibited conduct, (b) to advance equality of opportunity and (c) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

### **Strategic Director of Finance and Governance**

Please see paragraphs 33 to 38 of the report.

### **BACKGROUND DOCUMENTS**

<b>Background Papers</b>	<b>Held At</b>	<b>Contact</b>
Grant Award to Children's Centre Providers 2018/19	Children's and Adult's Services, Education Directorate Southwark Council, 4th Floor, London, SE1P 5LX	Strategic Manager, Education Access (0-25), Children's and Adults' Services 020 7525 5234
Link: <a href="http://moderngov.southwark.gov.uk/mgDecisionDetails.aspx?Id=50016080&amp;Opt=1">http://moderngov.southwark.gov.uk/mgDecisionDetails.aspx?Id=50016080&amp;Opt=1</a>		

### **APPENDICES**

<b>No.</b>	<b>Title</b>
Appendix 1	16 Children's Centre services

## AUDIT TRAIL

<b>Lead Officer</b>	David Quirke-Thornton, Strategic Director for Children’s and Adults’ Services		
<b>Report Author</b>	Jenny Brennan, Assistant Director Family Early Help and Youth Justice		
<b>Version</b>	Final		
<b>Dated</b>	11 April 2019		
<b>Key Decision?</b>	Yes		
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>			
<b>Officer Title</b>		<b>Comments Sought</b>	<b>Comments Included</b>
Director of Law and Democracy		Yes	Yes
Strategic Director of Finance and Governance		Yes	Yes
List other officers here		N/A	N/A
<b>Cabinet Member</b>		Yes	Yes
<b>Date final report sent to Constitutional Team</b>			11 April 2019

## APPENDIX 1

### 16 Children's Centre services

#### Bermondsey and Rotherhithe locality

- Children's Centre at Pilgrims Way Primary School
- Kintore Way Nursery School Children's Centre
- South Bermondsey Children's Centre
- Rotherhithe Primary School (continuing to deliver under-3s early education and childcare places)

#### Borough & Bankside and Walworth locality

- 1st Place Children and Parents Centre with Coin Street
- Bishops House Children's Centre
- Children's Centre at Victory Primary School

#### Camberwell and Dulwich locality

- Children's Centre at Crawford Primary School;
- Dulwich Wood Children's Centre
- Grove Children and Families Centre
- East Dulwich Estate Albrighton Centre
- Bessemer Grange Primary School (Children's Centre facility now prioritised for provision of two year old places)

#### Peckham and Nunhead & Peckham Rye

- Children's Centre at Ivydale Primary School
- Children's Centre at Rye Oak Primary School
- Children's Centre at Ann Bernadt Nursery School
- Nell Gwynn Nursery School (Children's Centre facility now prioritised for provision of two year old places)

In addition services are delivered through libraries, health centres and other community venues.