

Report to: STRATEGIC COMMISSIONING BOARD

Date: 15 December 2021

Executive Member: Councillor Bill Fairfoull - Deputy Executive Leader (Children and Families)
Councillor Eleanor Wills - Executive Member (Adult Social Care and Population Health)

Clinical Lead: Dr Christine Ahmed – Clinical Lead (Starting Well)

Reporting Officer: Debbie Watson – Interim Director of Population Health
Tracy Morris – Interim Director of Children’s Services

Subject: FAMILY HUBS: LOCAL TRANSFORMATION FUND

Report Summary: The report provides an update on the recently announced national Family Hubs: Local Transformation Fund and outlined Tameside approach and intention to make a bid application.

Recommendations: That the Strategic Commissioning Board be recommended to:

- (i) Support a bid application into the Family Hubs: Local Transformation Fund; and
- (ii) Give approval to the approach intended by the Local Authority if the bid application into the Family Hubs: Local Transformation Fund is successful.

Financial Implications:
(Authorised by the statutory Section 151 Officer & Chief Finance Officer)

Budget Allocation (if Investment Decision)	
CCG or TMBC Budget Allocation	
Integrated Commissioning Fund Section – s75, Aligned, In-Collaboration	
Decision Body – SCB Executive Cabinet, CCG Governing Body	
Value For money Implications – e.g. Savings Deliverable, Expenditure Avoidance, Benchmark	

Additional Comments

This report follows a previous request to the Health and Wellbeing Board, which agreed delegated authority to the Strategic Commissioning Board to approve the final content of the application to the Family Hubs Local Transformation Fund. The proposal is essentially unchanged between the two versions, but additional detail is provided on the financial elements.

The full funding proposal is as set out at 8.3, with a request to the Department for Education for £830k in revenue funding and £167k in capital funding. The proposal requires the creation of a transformation team, whose composition is yet to be defined.

The assumption is that two K-grade posts, or equivalent, will be engaged from a combination of recruitment and external partnering, at a cost of £270k over two years. New funding would have to be identified if any part of the team was to be retained after March 2024.

The remainder of the funding (£560k) is to be spent on non-staffing programme costs, primarily communications, workforce development, and IT improvements. Of the capital funding, £134k is to be spent on IT implementations and integrations with NHS systems, with £33k allocated for building adaptations. The DfE guidance prevents the capital element being spent on the purchase of buildings.

The proposal would be revenue-neutral, with any new income matched by new expenditure. There is no requirement for the Council to provide matched funding. Whilst there is no ongoing funding beyond March 2024, the programme is intended to join up existing functions and provision from across the Strategic Commission, and allow the resulting savings and efficiencies to make any new developments self-sustaining and self-funding. Any residual or increased costs after this point would have to be found from other budgets, and would require separate governance.

The programme would supplement the current budget allocations for Early Years and Early Help scheme in Population Health and Childrens' Services, and allow the Council and its partners to accelerate their present ambitions to improve Early Help facilities, advance IT strategy, and develop the workforce. The programme in general should improve outcomes and reduce dependency for children and young families within the social care system. Evidence from other local authorities cited at 3.2 supports the case for longer-term indirect financial benefits from such schemes.

The risks to the proposal are as per previous finance comments, and relate mainly to the obligations set out at 5.1-2. A successful bid would commit the Council to form a transformation team, and deliver the proposal within the agreed funding envelope; to complete the new Family Hubs and publish a Start for Life offer by March 2024; and to comply with the reporting and sign-off requirements set by the DfE.

Progress against delivery and budget should be actively managed throughout the programme to ensure the Council complies with these obligations, whilst limiting financial and contractual risks.

Legal Implications:

(Authorised by the Borough Solicitor)

The family hubs have been identified as a valuable part of the Council's strategic aim to place services within the communities they aim to support to improve delivery and outcomes.

The funding from Family Hubs Local Transformation Fund should provide the council with a significant amount of investment to progress this project. However, the funding must be spent in accordance with the terms of the funding agreement as set out in the financial implications to avoid any claw back provisions being triggered.

Therefore prudent financial and project management will be

critical to the successful delivery of the hubs and the related outcome for residents.

Legal advice will be required for the terms of the grant and support from STaR will also be required in relation to the utilisation of the funding to ensure that it is used compliantly with the funding terms and delivers best value for the Council.

How do proposals align with Health & Wellbeing Strategy?

Key aims of the Health and Wellbeing Strategy, the application supports:

- The very best start in life where children are ready to learn and encouraged to thrive and develop;
- Aspiration and hope through learning and moving with confidence from childhood to adulthood; and
- Resilient families and supportive networks to protect and grow our young people.

A report regarding the Family Hubs: Local Transformation Fund was presented to the Health and Wellbeing Board on 17 November 2021 and was supported by Board members, with delegated authority to the Strategic Commissioning Board for the full approval of the approach intended.

How do proposals align with Locality Plan?

The bid application into the Family Hubs: Local Transformation Fund aligns to with the Locality Plan as the approach intended supports: the neighbourhood model, the integration of health and social care and the development of new relationship between public services, citizens and communities.

How do proposals align with the Commissioning Strategy?

The bid application into the Family Hubs: Local Transformation Fund aligns to with the Commissioning Strategy's Strategic Aims of:

- Empowering citizens and communities
- Commission for the 'whole person'
- Create a proactive and holistic population health system
- Take a 'place-based' commissioning approach to improving health, wealth and wellbeing
- Target commissioning resources effectively
- Create a system that is financially sustainable

Recommendations / views of the Health and Care Advisory Group:

The report has not been presented at the Health and Care Advisory Group.

Public and Patient Implications:

If successful in the bid application, a co-production and communication plan will be developed.

Quality Implications:

If successful and in any commissioning activities associated with the funding, Tameside Council is subject to the duty of Best Value under the Local Government Act 1999, which requires it to achieve continuous improvement in the delivery of its functions, having regard to a combination of quality, economy, efficiency and effectiveness.

How do the proposals help to reduce health inequalities?

Tameside's bid application to The Family Hubs: Local Transformation Fund will have a vital role in reducing health inequalities supported by the Marmot Review. Early childhood

is a critical time for development of later life outcomes, including health. Evidence shows that positive experiences early in life are closely associated with better performance at school, better social and emotional development, improved work outcomes, higher income and better lifelong health, including longer life expectancy.

What are the Equality and Diversity implications?

The Family Hubs: Local Transformation Fund has a central role in reducing health inequalities, as its principles are rooted in supporting families at the right time and in the right place.

There are no direct implications associated with submitting a bid application and if successful, a full Equality Impact Assessment will be completed. However, if unsuccessful in the bid application, work at a local level would commence to soften the impact of enduring inequalities for children, young people and families, exacerbated by the Covid-19 pandemic.

What are the safeguarding implications?

N/A

What are the Information Governance implications? Has a privacy impact assessment been conducted?

N/A

Risk Management:

If successful in the bid application, a Family Hubs Delivery Group will be established to identify, manage and mitigate risk.

Access to Information:

The background papers relating to this report can be inspected by contacting the report writer, Charlotte Lee, Population Health Programme Manager



Telephone: 0161 342 4136



e-mail: charlotte.lee@tameside.gov.uk

1. INTRODUCTION

- 1.1 Following on from the initial manifesto commitment in August 2021, in the October 2021 Spending Review the Government have announced £82 million to create this new network of Family Hubs in 75 Local Authorities across England through a Family Hubs: Local Transformation Fund ('The Fund'). The Fund is a venture from the Department of Education (DfE) and is open to Local Authorities (Local Authorities) to apply for help in opening Family Hubs in local areas by March 2024.

2. THE FAMILY HUBS: LOCAL TRANSFORMATION FUND

- 2.1 The Government has committed to championing family hubs. Family hubs are a way of joining up locally and bringing existing family help services together to improve access to services, connections between families, professionals, services, and providers, and putting relationships at the heart of family help. Family hubs bring together services for families with children of all ages (0-19) or up to 25 with special educational needs and disabilities (SEND), with a great Start for Life offer at their core. They can include hub buildings and virtual offers. How services are delivered varies from place to place, but the following principles are key to the family hub model:
- **More accessible** – through clearly branded and communicated hub buildings, virtual offers and outreach.
 - **Better connected** – family hubs drive progress on joining up professionals, services and providers (state, private, voluntary) – through co-location, data sharing, shared outcomes and governance. Moving from services organised for under-fives, to families with children of all ages, reduces fragmentation (even though an emphasis on early years and the 'Start for Life' offer will remain).
 - **Relationship-centred** – practice in a family hub builds on family strengths and looks to improve family relationships to address underlying issues.
- 2.2 The Family Hubs Local Transformation Fund is a key part of this commitment and is funded through HM Treasury's Shared Outcomes Fund, which aims to test innovative ways of working across the public sector to address complex policy challenges.
- 2.3 To support the development and implementation of family hubs, the Government will provide funding to at least 12 Local Authorities that do not currently have family hubs and currently provide the six core services for the conception to age 2 period that make up the Start for Life 'Universal Offer'. The fund will pay for the change process only, supporting Local Authorities to move to a family hub model through programme and capital funding.
- 2.4 Local Authorities can apply for up to £1 million transformation funding (expect grant range between £650k-£1million), with up to £833k available for programme expenditure and up to £167k available in capital expenditure per local area. The programme element could be used, for instance, to pay for a local transformation team, local consultation, workforce development, development of a digital/data strategy, and communications to families. The capital element can be used to enable minor adaptations to existing buildings, improving accessibility and to enable multi-agency working. This could include, for example, IT upgrades or furniture/equipment such as sinks or specialist flooring for clinical use. This funding will not cover the costs of family hub services themselves and Local Authorities should continue to fund these from existing funding streams.
- 2.5 Successful Local Authorities will have approximately two years (over the financial years 2022-2023 and 2023-2024) to transition to a family hub model and open family hubs by March 2024. Applications will need to outline how projects will be delivered and costed. DfE reserves the right to fund more or less than 12 Local Authorities, as well as to discuss applications and negotiate delivery costs directly with applicants before determining successful projects.

3. FAMILY HUB MODEL FRAMEWORK

- 3.1 The Family Hub Model Framework, published alongside the grant fund guidance, is a new tool developed by the Department for Education (DfE) with input from the Department for Levelling Up, Housing and Communities (DLUHC) and the Department for Health and Social Care (DHSC), and tested with Local Authorities. It provides a standard definition of a family hub for Local Authorities bidding for transformation funding to assess themselves against a common set of criteria, and to understand what they are expected to achieve with the funding. The Government expect Local Authorities, as part of their applications, to set objectives which fit within the framework – and which will then be used by DfE to monitor and evaluate transformation fund projects. The framework is not intended to be used in isolation. The Government expects Local Authorities to use it alongside the guidance and tools that they are already using to help transform their services, e.g. [The best start for Life: A vision for the 1001 critical days](#), DLUHC's [Supporting Families Early Help System Guide](#) and the [Reducing Parental Conflict Planning Tool](#).
- 3.2 Doncaster, Cornwall and Isle of Wight have implemented the Family Hub model and this approach has evidenced of impact on reduced demand on high end, high cost services. Through collecting data on outcomes of interest, Local Authorities who have adopted this model have had a measurable impact on health, education and social care outcomes. This includes children's speech and language, childhood obesity, breastfeeding rates, mental health, school attendance and parenting confidences.

4. OUTCOMES

- 4.1 The Family Hubs Local Transformation Fund seeks to open family hubs and importantly drive improvement across a range of outcomes. In the short and medium-term, family hubs can lead to:
- **For professionals** – improved ways of working and inter-professional collaboration; improved working relationships with families i.e., 'team around the family approach'), including handover between professionals between and across services; improved data-sharing.
 - **For families and children** – better access to early help services and professionals; better relationship with professionals; and improved user experience i.e., around service navigation and communication.
 - **At a local commissioning and delivery level** – improved partnership working between services; improved governance and decision-making at authority level across services; clearer and/or shared funding arrangements across services; improved needs assessment, planning and commissioning/de-commissioning across services.
- 4.2 In the long-term, family hubs can improve outcomes around family relationships and stability; physical and mental health and wellbeing; education and training; employment, finance and debt, housing and parent-child relationship.

5. ROLE OF THE LOCAL AUTHORITY

- 5.1 The role of Local Authorities will involve:
- Committing to open family hubs by March 2024.
 - Leading and implementing the transformation process locally.
 - Publish your Start for Life offer and set out what will be available through your family hub network by March 2024.
 - Working with DfE to understand local costs and expenditure required to deliver family hubs, and the services and specific service offers (such as Start for Life) through family hubs.
 - Sharing information (where reasonable) with DfE on the LA's funding operations.

- Providing DfE with regular reporting around delivery, expenditure and risks.
- Engaging with the National Centre for Family Hubs to inform the LA's transformation approach.
- Engaging with DfE, other government departments (where relevant) and the National Centre for Family Hubs to share information about service provision in your local area, and support the development of guidance and resources on good practice around embedding specific service offers (like Start for Life and other thematic areas) through family hubs.
- Engaging with DfE's in-house analytical teams and external evaluation partner for monitoring and evaluation of the transformation process.

5.2 If successful in the bid application, the Local Authority will be expected to comply with the grant funding [terms and conditions of the DfE](#).

6. APPLICATION TIMETABLE AND ASSESSMENT CRITERIA

6.1 The application period will open from 2 November 2021 and will close at 23:59pm on 17 December 2021. Key dates and deadlines for the application process are set out in the table below.

Milestones	Dates subject to change
Bid round opens	2 November 2021
Bid round closes	17 December 2021
Assessment of applications	January – February 2022
Decision announced	March 2022

6.2 The bid application is broken down to several areas with word limitation to each section. A cross-government assessment panel will examine eligible applications with consideration to the assessment criteria set out in the below table:

Criteria	Weighting
Strategic vision: Provide a summary of the proposal and strategic vision.	25%
Delivery plan: Outline how the LA plans to deliver their proposal and open family hubs by March 2024.	20%
Start for Life: Describe how the LA would integrate a) the six elements of a Universal Offer for the conception to age 2 period into your family hub model by March 2024. b) Elements of a Universal+ offer for the conception to age 2 period into your family hub model (as set out in the Best Start for Life: A Vision for the 1,001 Critical Days) by March 2024.	20%
Risk management: Outline the proposal's risk management strategy	10%
Project Cost and Value for Money: Outline the costs for the proposal: <ul style="list-style-type: none"> • A clear statement of the total value of grant funding requested, taking into account any proposed risk of price increases and local economic conditions. • A full clear breakdown of the costs that will be incurred to deliver the proposal in the table provided (e.g. breakdown of staffing costs including roles and FTE, local consultation costs, workforce development costs, communications/marketing costs, capital costs, other costs). • A clear rationale for how the LA has devised the costing and an explanation of the assumptions underpinning the costing and why they think these are realistic. • The assurance processes that will be in place to ensure that funds are 	15%

spent in a correct, transparent and effective way. • How the proposal offers value for money.	
Sustainability: Outline how the proposal will be sustained beyond the funding period.	10%

6.3 Each criterion will be scored between 0-4 using the scoring methodology outlined as:

- 0 - Absence of evidence / criterion not met
- 1 - Meets some of the requirements of the criterion
- 2 - Meets most of the requirements of the criterion
- 3 - Meets all the requirements of the criterion
- 4 – Strongly meets all the requirements of the criterion.

6.4 Applications must gain an acceptable score on each criterion to be eligible for funding, and those scoring less than 2 on any requirement will be judged as unacceptable and will not be eligible for funding.

7. TAMESIDE'S APPROACH AND INTENTIONS

7.1 Tameside Council and its partners are passionate and committed to improving the outcomes for children, young people and their families living in Tameside. The Early Help Strategy¹ updated in 2020, sets the vision for our support with families:

'We know that Tameside is a great place to grow up. We have strong communities, excellent schools and early education, good opportunities for work and much more.

But we can do better.

Most of our children and families grow up in a supportive environment that enables them to have the best start in life without the input of specialist services. When this is not the case children and families may need some extra support at different times in their lives.

We want every child, young person and family to get the help and support they need to succeed as early as possible.

Our vision is that every child and young person in Tameside has the best start in life, to grow, thrive, and be prepared for a successful adult life; and when the need or emerging problems occurs, communities and organisations work together with children, young people and families to co-ordinate support thereby improving the overall wellbeing and quality of life of all Tameside's children and young people.'

7.2 Since 2017, the Early Help Offer in Tameside has grown significantly, with the development of an Early Help Access Point, better Early Help Assessments tools, building 'Team Around' Approaches, Early Help Panels with joint decision-making and shared workforce development, such as Signs of Safety. Moreover, Tameside has a strong foundation in supporting the very best starting in life, including the development of the Grow 'Early Years' Offer, including support for child development, a range of evidence based parenting programmes and support for parent infant mental health. Pivotal to the successes has been the integral and collaborative working with partners, including but not exclusive to: Tameside and Glossop Integrated Care NHS Foundation Trust, Pennine Care NHS Foundation Trust, Action Together, Greater Manchester Police, Tameside Safeguarding Children Partnership and Tameside and Glossop Clinical Commissioning Group.

¹ <https://www.tameside.gov.uk/TamesideMBC/media/earlyyears/Early-Help-Strategy-2020.pdf>

7.3 The need for Early Help for families has never been greater² as highlighted by the recent Greater Manchester Health Inequalities review led by the Marmot team. Tameside has significantly worse outcomes for children and families compared to national average, which have been exacerbated by the COVID-19 pandemic³. Following on from an Early Help Peer Review late 2020, and the focus Ofsted Visit in May 2021, the emphasis to ensure children, young people and families are supported at the right time and in the right place has given greater evidence to support a system wide integration programmes for 0-19 services.

8. NEXT STEPS

8.1 Tameside has started a journey to build on the neighbourhood model where four neighbourhood areas have now been defined with partners, and provides a strong foundation to develop and deliver the Family Hubs model. The next step is to submit an application in to Family Hubs: Local Transformation Fund. A successful application into the Fund will see the local programme of work regarding families and the neighbourhood model accelerate at scale and pace. As such, areas of focus within the application are linked to the Fund's principles and have been identified through a gap analysis, alongside the Family Hubs Model Framework conducted in partnership with key stakeholders including NHS and 3rd Sector representatives. Linking to the Fund's principles, the Tameside's application seeks to deliver the following objectives and activities:

- **More accessible** – to develop and deliver a robust coproduction, communication and outreach programme, including adaptations to buildings (Family Hubs) to be more accessible and open to all families in Tameside. This will include the identification of estates e.g. a hub and spoke model, and enabling the appropriate delivery of services and support in the digital space.
- **Better connected** – to develop and deliver on an IT Strategy that brings organisational partners in the modern era, including the voice of families to ensure partners can support families through new technologies. This includes the development/ integration of software(s) and purchasing of IT equipment. Furthermore, this includes building an infrastructure to enable data sharing and/or shared systems.
- **Relationship-centred** – Investment in workforce development, to scale up, add capacity and delivery new embedded cultures, by using evidence based interventions that promotes the 'model of practice' across Tameside including Signs of Safety, Trauma Responsive Approaches, Child Development and Parenting Programmes, such as the Solihull Approach.

8.2 In order to deliver on the above, the bid application includes an ask for funding to build a Transformation Team, linking together the transformation programmes of the Local Authority and the Tameside and Glossop Integrated Care Foundation Trust who's objective will be to facilitate the development and launch of the Family Hubs. The accountability will be held with a Family Hubs Partnership Delivery Group, reporting to the Starting Well Partnership and the Health and Wellbeing Board.

8.3 The budget requested in the bid application and associated with the objectives and activities above are table below:

² <https://www.instituteofhealthequity.org/resources-reports/greater-manchester-evaluation-2020/greater-manchester-evaluation-2020.pdf>

³ <https://www.gov.uk/government/publications/covid-19-mental-health-and-wellbeing-surveillance-report/7-children-and-young-people>

Item	Expenditure Type	Budget Request (£) – to be spent over 2 years (2022/23 – 2023/24)
Family Hubs Transformation Manager x 2 (People lead and Place lead)	Programme	£ 270,000.00
Coproduction, Communication and Outreach Plan (Parents/ Carers, Young People, Stakeholders and Staff)	Programme	£ 80,000.00
Workforce Consultation and Development Programme	Programme	£ 400,000.00
Development of IT Strategy – data sharing agreements	Programme	£ 80,000.00
IT Strategy - upgrades, equipment, software	Capital	£ 134,000.00
Physical Family Hubs - Signage, and building adaptations and equipment e.g. furniture	Capital	£ 33,000.00

- 8.4 The bid application for Tameside totals to **£997,000**, of which £830,000 is programme expenditure and £167,000 is capital expenditure, adhering to the application guidance.
- 8.5 Any commissioning activity associated with the funding will be supported by STAR Procurement in relation to the utilisation of the funding to ensure that it is used compliantly with the funding terms and delivers best value for the Council.
- 8.6 During the time between submission and announcement, the Local Authority will run a series of workshops with relevant stakeholders on each objective to ensure that if successful, the locality is fully ready to deliver and if unsuccessful, to understand areas that can be progressed.

9. RECOMMENDATIONS

- 9.1 As set out at the front of the report.