

Report to:	HEALTH AND WELLBEING BOARD
Date:	18 November 2021
Executive Member:	Councillor Bill Fairfoull - Deputy Executive Leader (Children and Families) Councillor Eleanor Wills - Executive Member (Adult Social Care and Population Health)
Reporting Officer:	Debbie Watson – Interim Director of Population Health Tracy Morris – Interim Director of Children’s Services
Subject:	THE 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 Health and Wellbeing Board be recommended to: <ul style="list-style-type: none"> (i) Support a bid application into the Family Hubs: Local Transformation Fund; and (ii) Recommend to the Strategic Commissioning Board to support the bid application and approve detail for the full bid application.
Corporate Plan:	Key aims of the Corporate Plan, the application supports: <ul style="list-style-type: none"> • 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.
Policy Implications:	<p>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.</p> <p>The bid application supports local strategies including the Tameside Early Help Strategy and the Tameside Special Education Needs and Disabilities Strategy. In addition, the bid application gives support to the Tameside transformation programme, including the neighbourhood model and the developing Children and Young People’s Borough Plan.</p>
Financial Implications: (Authorised by the statutory Section 151 Officer & Chief Finance Officer)	The proposal is to agree delegated authority to the Strategic Commissioning Board to apply to the Family Hubs: Local Transformation Fund for up to £1m, with the final amount to be determined once the proposal is finalised. An award would supplement the various budget allocations for Early Years and Early Help across Population Health and Children’s Services.

16.7% of the total award may be capital funding, for which there is currently no allocation specifically for Early Help schemes.

The grant programme would be revenue-neutral, with no requirement for matched funding and any new income matched by expenditure. As per section 8, the grant would allow the Council and its partners to improve Early Help facilities, advance its IT strategy, and develop its workforce. Some of these proposals are already envisaged in the Early Help Strategy but are subject to budget constraints, and new funding would allow current ambitions to be accelerated.

The programme would also be expected in general to ensure improved outcomes and reduced dependency for children and young families within the social care system. As noted at 3.1, evidence from other local authorities supports the case for longer-term indirect financial benefits across the Council, NHS, and other partners.

The risks to the new programme include a very brief application window, with limited time to ensure any proposal is practical and affordable within the requested funding. A successful bid would then commit the Council to develop new Family Hubs and publish its new Start for Life offer by March 2024 at the latest. This deadline would require management of the various operational, financial, and contractual risks to this deadline, for which support and advice should be obtained from STAR.

The proposal also requires the commissioning of a transformation team, likely from a combination of recruitment and external partnering. The final proposal should identify how sufficient resource can be provided, given the service's current commitments. Whilst the intention may be to create new permanent capacity for an improved Early Help offer, further funding would have to be identified for any ongoing financial commitment beyond March 2024.

The grant would be made by the Department for Education on a Section 14 basis, with payments made quarterly in arrears and subject to satisfactory reporting returns. Those returns require sign-off at Director-level, and with the potential for repayment should expenditure not be incurred in full or in accordance with the agreed terms. The service should ensure arrangements exist for timely and accurate reporting.

**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. Access to this grant funding will be critical to this delivery.

As yet no detail of terms of the relation to grant funding have been provided by central government but no doubt will include prudent financial and project management of the funding.

It will be important in any application to set out the scale of need and demand within the borough as set against a very low council tax base.

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.

Risk Management:

N/A

Background Information:

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



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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.

6. APPLICATION TIMETABLE

- 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

7. NEXT STEPS

- 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

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

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.

- 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. TAMESIDE'S APPROACH AND INTENTIONS

- 8.1 Tameside has started a journey to build on the neighbourhood model where four neighbourhood areas have now been defined with partners. This will provide a strong foundation to develop the Family Hubs approach, which is integral in the development of a Children and Young People's Borough Plan. A successful application into the Family Hubs: Local Transformation Fund will see this programme of work accelerate at scale and pace. It is Tameside's intention to develop a bid application to focus on areas identified through a gap analysis, linking these to the fund principles approve, these include:
- **More accessible** – to develop a robust communication and outreach programme, including capital funding to adapt potential venues to be more accessible and open to all families in Tameside. This will include the identification of estates to support the facilitation of establishing a family hub approach, e.g. a hub and spoke model.
 - **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 we are continuously evolving, including the development of tools to support families through new technologies. 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 The bid application will also include an ask for funding to build a transformation team who's objective will be to facilitate the development and launch of the Family Hubs.
- 8.3 The finer detail of the bid application is currently in development by a Multi-agency Bid Application Team.

9. RECOMMENDATIONS

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

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>