



## EXECUTIVE 11<sup>th</sup> May 2023

<b>Report Title</b>	<b>Family Hubs Programme Update – Annual Report 2022/23</b>
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<b>Lead Member</b>	Cllr Scott Edwards, Executive Member for Children, Families, Education and Skills

<b>Key Decision</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>Is the decision eligible for call-in by Scrutiny?</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>Are there public sector equality duty implications?</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>Does the report contain confidential or exempt information (whether in appendices or not)?</b>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<b>Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972</b>	

### List of Appendices

#### Appendix A – Data Insight and Needs Analysis

##### **1. Purpose of Report**

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- 1.1. To provide the Executive with an annual report on the progress in relation to the Implementation of the Family Hubs Programme in North Northamptonshire.
- 1.2. For members to note and acknowledge the identification of the first two localities to develop Family Hub Networks in North Northants, based on data, intelligence and information gathering.

## **2. Executive Summary**

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- 2.1 The Department of Education (DfE) has confirmed North Northamptonshire as one of the seventy-five local authority areas nationally to be awarded Family Hubs Programme grant funding for 2022-2025.
- 2.2 North Northamptonshire Council are the lead accountable body, ensuring the programme delivers on time and collaboratively with a variety of partners and stakeholders across North Northamptonshire. This represents a significant opportunity for North Northamptonshire to transform and improve how services are delivered to 0-19 year olds (25 with SEND) and their families.
- 2.3 As a partnership the Family Hubs Programme board, which was initiated earlier this year, aims to assess and review the system as a whole, test and learn, and seek new ways of working together to commission services based on need, with decisions driven by data and intelligence.
- 2.4 North Northamptonshire has secured £4m over the life of the programme.
- 2.5 Members are reminded that in September 2022 Executive resolved (see background papers section 8.1):
- a) Noted the funding allocation under the Family Hubs and Start for Life grant which will be between £3.93m and £4.11m over the three-year period.
  - b) Delegated authority to the Executive Member for Children, Families, Education and Skills, in consultation with the Executive Director of Children's Service, to distribute the full grant amount over the next three years.
  - c) Receive an annual report detailing distribution of the grant and progress on the delivery of the programme.
  - d) Noted that needs analysis work will continue and delegates authority to the Executive Member for Children, Families, Education and Skills, in consultation with the Executive Director of Children's Services the authority to determine the allocation of the prototype locality in accordance with the required timescale.
- 2.6 Since September 2022 considerable progress has been made and this report seeks to update members on this progress, as well as set out key implementation plans for the coming months.

### **3. Recommendations**

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- 3.1 It is recommended that the Executive note
- a) Progress to date in meeting the key milestones, as set out in Table 1 (section 4.7) which align with the DfE requirements and grant terms.
  - b) The planned roll out of implementation of the development of Family Hubs in NNC as set out in section 5.3
  - c) The allocation and breakdown of the £4m grant funding secured for the Programme period 2022-25, and the process to date of spend and carry over for 2022/23, as set out in Table 4 (section 7.1.3)
- 3.2 Reason for Recommendations – Consistency with previous decision resolved by Executive on Thursday 15<sup>th</sup> September 2022 (see section 8. Background Papers)
- 3.3 Alternative Options Considered – The alternative option would be to not provide an update and approve the allocation of the funding however this option was discounted due to the nature of this report being an Annual Update report and the need to allocate the funding as per the Executive resolved decision on 15<sup>th</sup> September 2022 (see Section 8. Background Papers)

### **4 Report Background**

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- 4.1 As resolved by Executive in September 2022 members are to receive an annual report detailing distribution of the grant and progress on the delivery of the programme.
- 4.2 This report follows the 'Family Hubs model Programme' Executive paper received in September 2022 (see background papers section 8.1), that was shared and resolved, with Executive, granting delegated authority to Executive Member for Children, Families, Education and Skills in consultation with the Executive Director of Children's Services to deliver the agreed development of Family Hubs through the utilisation of grant monies.
- 4.3 During the period October to December 2022 the project team led numerous workshops, 1:1's and consultation activities with over 50 partners from a variety of organisations including health, education, Northamptonshire Children's Trust and other voluntary sector, charities and organisations. This informed and enabled a Family Hubs Delivery Plan to be submitted to the DfE in accordance with their programme deadlines in order to secure funding for the three-year programme.
- 4.4 In Mid-February 2023 the DfE confirmed that NNC were successful in their application as one of the 75 Local Authorities who would receive the Family Hubs and Start for Life funding of £4m from 2022-2025.

- 4.5 Following this announcement, local governance arrangements have been mobilised with the launch of the new Family Hub and Start for Life Board ('programme board') on 7<sup>th</sup> March 2023, as well as the development of an Implementation plan. In line with the funding allocation the identification of four defined workstreams have been set up to develop test and learn pilots that will contribute to the transformation of services for children and families over the coming two years.
- 4.6 With the support of the Programme Board and despite the only recent notification and receipt of £1,003,898 year one grant allocation, NNC has committed 2022/23 funds in accordance with the delivery plan approved by the DfE, and within the Local Authorities procurement and financial regulations. Additionally, permission has been sought from the DfE to carry over £75,000 underspend into 2023/24. This was approved in writing by the DfE on 23<sup>rd</sup> March 2023 (see section 7.1.3 Table 4 for detail).
- 4.7 A summary of the key milestones delivered within 2022/23 as per the delivery plan are set out within the table below (Table 1), this includes committed spend and the publishing of our Start for Life Offer by 31<sup>st</sup> March 2023, as required within the criteria of the programme and grant conditions. This offer is in its first iterative format and will be co-developed further with families as the programme progresses.

**Table 1:**

Milestone	Delivered By
Mobilise Project Team and deliver stakeholder engagement	30/12/22
Submit delivery plan to DfE	30/12/22
Launch Family Hubs Programme Board and associated governance	07/03/23
Publish digital Start for Life Offer	30/03/23
Submit first monitoring return	06/04/23
Submit Certified financial accounts	28/4/23
Identify first area for developing Family Hub	30/5/23

## **5 Issues and Choices**

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- 5.1 The Programme Board has made a commitment to deliver against the Family Hubs framework with the following goals:
- 5.1.1 Ensure families with children aged 0-19 (and up to 25 for SEND) have somewhere they know they can go if they need information, advice for family, relationships and other issues.
- 5.1.2 Provide excellent provision for children's early years (0-5) so that families receive the help they need to give their children the best start in life, and ensure they are school-ready.
- 5.1.3 Deliver a whole-family approach which focuses on disadvantaged and vulnerable babies and children.

- 5.1.4 Enable families to have a central access point to services and support within each of the four localities, connected to all other delivery sites in the area.
  - 5.1.5 Maintain effective relationships with the voluntary sector and wider community as they are key to the delivery of Start for Life and Family Hub outcomes.
  - 5.1.6 Empower services working together for families with a universal 'front door', shared outcomes and effective governance.
  - 5.1.7 Commit to families that they only have to tell their story once and is evident the offer is more efficient, and families get more effective support.
- 5.2 To achieve these goals across the whole of North Northamptonshire requires decision making to be based on data and intelligence, and by taking a 'whole system' approach. The development of Family Hubs in North Northamptonshire reflects a hybrid model of integrated Hub and Spoke networks, together with a virtual offer delivering services for families with children aged 0-19 (25 with SEND). This locality model is already adopted by PLACE, education and many other agencies and the four localities are:
- Wellingborough
  - Corby
  - East Northants
  - Kettering

### 5.3 Family Hubs Networks

Executive Member for Children, Families, Education and Skills, in consultation with the Executive Director of Children's Services have delegated decision making authority and based on data, information and intelligence (**see Appendix A**), have agreed on the following:

- i) The first new Family Hub Network prototype will be developed in the Wellingborough locality. Wellingborough has been selected as there are significant issues facing Wellingborough and historically there has been little or no development in services to support families. The needs analysis for Wellingborough indicates:
  - It is recognised that children are defined as having a good level of development (GLD) if they are at the expected level for the 12 early learning goals within the 5 areas of learning relating to: communication and language; personal, social and emotional development; physical development; literacy; and mathematics. The GLD outcome for Wellingborough in 2021/22 was **58.5%** which is **6.7%** lower than the national (65.2%) and lower than North Northants (62.1%)
  - Communication and language overall achievement in North Northants (NN) was 77.9% with the national at 79.5% and Wellingborough reaching 73.3%. Early communication and engagement is central to learning, interaction, well-being, and life chances. The impact of the pandemic on our youngest children has

been significant, however historical GLD data shows that Wellingborough has been below the national attainment since 2016. Wellingborough has also been significantly below the other locality areas in North Northants regarding GLD outcomes since 2016.

- Wellingborough outcomes for Reading, Writing and Maths at the end of Key Stage 1 sit below North Northants outcomes. Therefore, the gap between Wellingborough and the national is as follows in reading, writing and maths:
    - Gap Reading: 6%
    - Gap Writing: 4.7%
    - Gap Maths: 5.9%
  - There are an estimated 20,091 0-19 year olds in Wellingborough and 55% of them are living in the 0-40% most deprived Lower Super Output Areas (LSOA's) nationally
  - Minimal access to services for children aged 0-5 years, especially universal children's centre activities
  - The Police record a significantly higher number of call outs to incidents at home with children and young people aged 0-19 in Wellingborough than any other locality within North Northamptonshire
  - Top three priorities identified by the Local Area Partnership (LAP):
    - i) Engagement with communities
    - ii) Housing
    - iii) Transport
- ii) Simultaneously, officers will work to develop the Corby Family Hub Network by working closely with local early years partners and settings to further develop the localities current 0-5 and family support offer by extending service delivery for 5 – 19 year olds. It is anticipated that two Family Hub networks will be launched at the same time. This reflects the need, as well as appropriately and proportionately considering existing services and funding already provided to support under-fives and their families in Corby, therefore ensuring North Northamptonshire is delivering an equitable offer for all Children and Young People.
- The needs analysis for Corby indicates:
- It is recognised that children are defined as having a good level of development (GLD) if they are at the expected level for the 12 early learning goals within the 5 areas of learning relating to: communication and language; personal, social and emotional development; physical development; literacy; and mathematics  
The GLD outcome for Corby in 2021/22 was **63.5%** which is **1.7%** lower than the national
  - Whilst Corby is also lower than the national in reading, writing and maths by the end of Key Stage 1, the gap is very slightly less than that of Wellingborough.
  - There are an estimated 19,528 0-19 year olds in Corby and 53% of them are living in the 0-40% most deprived Lower Super Output Area (LSOA's) nationally

- An additional £512,000 a year is provided to support children 0-5 years and their families in Corby, with a well-established 0-5's offer for families across the locality
  - This aligns directly with the Levelling Up Plan, approved by Executive on 25 August 2022 (see section 8.4 Background Papers), which identified a focus on Youth Work being a medium term priority, and Corby is also a key priority area as identified by the Youth Investment Fund.
  - Top three priorities identified by the Local Area Partnership (LAP):
    - i) Access to better health and wellbeing services – mapping of GPs
    - ii) Transport
    - iii) Access to Healthy Homes
- iii) Further Family Hub Networks will subsequently be developed across Kettering and East Northamptonshire

**5.4 Family Hubs Test & Learn Projects;** throughout the life of the programme there will be opportunity to deliver test & learn projects and activities aligned to the four key areas of focus determined by the DfE, these are; Perinatal Mental Health and Parent Infant Relationships, Parenting Support, Infant Feeding Support and Home Learning Environment Services. Activities will be delivered across the whole of North Northamptonshire and/or targeted within specific localities depending on need. Below sets of the current committed plans.

**5.4.1 The Early Parenting and Child-Parent Relationship Pilot;** NNC will launch a competitive procurement for a pilot project. This project will work with providers to develop and deliver parenting support models in community settings. The Early Parenting and Child-Parent Relationship Pilot (The Pilot) will be commissioned as two Lots providing early support for mothers, fathers, and co-parents with children under two years old, through evidence-based parenting programmes, antenatal classes, targeted parent-infant interventions, and peer support.

**Lot 1; Parenting Support**

- Evidence-based parenting programmes intervention (including digital).
- Intensive support for expectant parents and those with babies from conception who need targeted parenting interventions.
- Peer-to-peer support networks and community outreach programmes to provide one-to-one and/or tailored group support.
- Community outreach activity.

**Lot 2: Perinatal Mental Health and Child- parent relationships**

- Support for mild to moderate perinatal mental health difficulties.
- Perinatal mental health support for fathers and co-parents.
- Parents and carers can access face-to-face support for mental health and parent–infant relationships in the family hub, through enhancing existing services and/or new offers.
- Antenatal classes include advice on mental health and the importance of early relationships.

- Universal parent-infant relationship support.

5.4.2 Detailed below is the indicative high-level timetable for this procurement.

**Table 2**

Task	Timescale
Market engaged	January
Tender Issued	March 2023
Procurement concluded	April 2023
Mobilisation	May– June 2023
Contract commencement	July 2023

5.4.3 **Breastfeeding and Infant-Feeding Support Service;** Working with the Local Maternity and Neonatal Systems (LMNS) to expand community breastfeeding and infant-feeding support services. North Northamptonshire Council (NNC) will fund a two-year pilot project working with the current provider of infant-feeding peer support 'to develop a support service in community settings across North Northamptonshire.

5.4.4 The provider will expand infant feeding support by offering drop-in sessions/groups across North Northants family hub network areas and support on wards to work holistically with mothers, fathers and co-parents and connect families to vital support where needed.

5.4.5 Detailed below is the indicative high-level timetable for the agreement.

**Table 3**

Task	Timeline
Partnership agreement signed ( <i>Authority to sign as per programme governance set out in section 7.3</i> )	April 2023
Funding passported to LMNS	May 2023
Mobilisation	May– June 2023
Contract commencement	July 2023

5.5 To consider cross-council and cross-organisational priorities and interdependencies to drive the best outcomes for children and their families and any sensitivities linked to this. Community hubs, public health priorities and the Levelling Up Plan agenda are all areas in scope.

5.6 There is a requirement, as part of the Family Hubs and Start for Life programme, to ensure that an up-to-date needs analysis is in place and decision making is based on local need.

5.7 The Programme Board have recognised that from the work being undertaken, reviewing arrangements for children centres, early childhood services provision and early help services and activities, it is clear that there is the need for a joint

approach to commissioning in the future, to ensure the provision of an efficient, fair and equitable offer.

## 6 Next Steps

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- 6.1 The Partnership will continue to develop the plans for the prototype hub and spoke model within the identified locality of Wellingborough and Corby as part of the test and learn approach.
- 6.2 As per the Family Hubs programme requirements, the Project Team with the oversight of the Family Hub and Start for Life Programme Board, will continue to submit returns and monitoring documents as required by the DfE.
- 6.3 Mobilisation of Parent Carer forums and a robust engagement and communication plan is underway to ensure the requirements set out within the criteria of the programme and its grant conditions are followed.
- 6.4 Begin delivery of the Family Hubs programme by officially launching our first two identified Family Hub Networks, as required within the criteria of the programme and grant conditions.
- 6.5 The Project Team will continue to work closely with commissioners to ensure all services for 0-19 year olds and families are aligned with the development of Family Hubs in North Northants and future proof to ensure sustainability of models of delivery being developed moving forward

## 7 Implications (including financial implications)

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### 7.1 Resources, Financial and Transformation

- 7.1.1 The Council's total allocation for the Family Hubs and Start for Life programme is £4m over the three financial years of 2022-23, 2023-24 and 2024-25.
- 7.1.2 To support in planning delivery, the table below shows how the funding allocated to the local authority is divided across the programme's strands and how funding has been spent in the first year and planned spend over the next two financial years. All spend has been in line with terms and conditions outlined in the grant funding conditions
- 7.1.3 The table below outlines the amount of grant received for each financial year and amount allocated to each of the Family Hub programme areas.

**Table 4**

Year 1 (22/23)	Year 2 (23/24)	Year 3 (24/25)
£1,003,898	£1,602,000	£1,333,000
<b>Family Hubs Programme Spend</b>		
£ 205,404	£320,400	£266,600
<b>Perinatal Mental Health and Parent Infant Relationships</b>		

£ 314,266	£490,212	£407,898
<b>Parenting Support</b>		
£ 169,191	£254,718	£211,947
<b>Infant Feeding Support</b>		
£ 131,703	£249,912	£207,948
<b>Home Learning Environment Services</b>		
£ 99,624	£153,792	£127,968
<b>Establishing Best Start for Life offers and establishing parent carer panels</b>		
£ 33,910	£52,866	£43,989

<b>Family Hubs Capital Spend</b>		
<b>Year 1 (22/23)</b>	<b>Year 2 (23/24)</b>	<b>Year 3 (24/25)</b>
£49,800	£80,100	£66,650

## 7.2 Return of financial forms

7.2.1 The evaluation of the programme will establish whether this approach has longer term beneficial impact on children and families, and in turn reduces demands on social care, health and related services. This will benefit the public sector in reducing the cost pressures on 'late' intervention.

7.2.2 The UON (University of Northampton) has been appointed as the research and evaluation partner to take the lead for active liaison with practitioners, parents, carers, children, and young people to develop a Social Impact Evaluation framework for ongoing monitoring and reporting for benefits and outcomes and success.

7.2.3 The UON research team will also support and enable the capacity building of the Family Hubs team to self-evaluate using standardised frameworks that allow the team to sustain evaluation independently.

7.2.4 There will be a national evaluation carried out by central government that the partnership will actively engage in and feed in local knowledge, information and learning to support the development of a sustainable model of support for NNC residents.

## 7.3 Legal and Governance

7.3.1 It was agreed by Executive in June 2022 that the development of the Family Hubs Model be overseen by a board established by the Lead Member for Children, Families, Education and Skills in consultation with the Executive Director of Children's Services. The Family Hub & Start for Life Board was launched on 7<sup>th</sup> March 2023 and will oversee the implementation of Family Hubs and Start for Life Offer by receiving reports and updates from the four identified workstreams which will report into an Implementation Board that will mobilise in May 2023.

- 7.3.2 The governance for the Family Hubs programme is through the Council as the risks and liabilities lie here. Reporting will be through Corporate Leadership team, the Executive Advisory Panel (EAP) and Executive.
- 7.3.3 This governance structure facilitates the rapid development and delivery of the agreed approach, but also now supports timely delivery of the funded programme which has strict time constraints.
- 7.3.4 As referenced in previous reports, under s5D Childcare Act 2006 any significant change made in services through a children's centre or anything which results in a children's centre ceasing to be a children's centre must be subject to such consultation as the local authority consider appropriate. Under 5A of that Act the Local Authority also needs to ensure that it has undertaken a sufficiency assessment to ensure that arrangements for provision of children's centres are sufficient to meet local need.
- 7.3.5 The intention at present is to include all designated Children's Centres as either the base for the Start for Life Offer within each locality or part of the wider venues and provision that make up each locality Family Hub Network.
- 7.3.6 Given the transformation of children's centres aligned to the Family Hubs programme being led by central government, it is possible that the existing legislation will be amended to facilitate this transformation, although until such legislation is passed the provisions of the Childcare Act remain applicable. This legislation has not been changed, although it has been advised by the DfE that this is an area that is currently under review as they acknowledge the impact this could have on further developing the 0-19 years (25 with SEND) Family Hub offer.
- 7.3.7 As part of the development of the locality Family Hub prototype, legal advice will be sought regarding the specific impact on those services and offers within the agreed locality, and formal consultation with children, young people and their families will take place, as will a wider consultation with partners and effected services.
- 7.3.8 As the funding is grant funding, awards must be in accordance with the DfE requirements as set out within the Terms and Conditions and Memorandum of Understanding and will be monitored via the governance process in place to avoid and mitigate risk of claw back.

## 7.4 **Relevant Policies and Plans**

- 7.4.1 Within the NCC corporate plan and the vision, values and key commitments there are a number of priorities that align with the development of the Family Hub model, these include:
- Active, fulfilled lives
  - Better, Brighter Futures
  - Connected Communities

- Modern Public Services

#### 7.4.2 Other plans and strategies include:

- Community Hubs development
- PLACE agenda – Live your Best Life
- “Well” Northants
- Early Years Review
- Integrated Care Systems
- SEND Improvement plan
- Children and Young Peoples Plan
- Early Help Strategy
- Early Childhood Services Strategy
- Parenting Strategy

### 7.5 Risks

7.5.1 The timescale in which we are expected to mobilise against the transformation grant criteria means that the key areas of work and decision making continue to move at pace.

7.5.2 The requirement to deliver in line with the original delivery submission plan in December 2022 carries risk as it requires capacity to make timely, but informed, decisions and due to the late notification of funding this has created a significant delay in how funding and decisions could be made, this has been formally raised with DfE via their Milestone Monitoring update on 5<sup>th</sup> April 2023

### 7.6 Consultation

7.6.1 A communication and engagement plan is currently being prepared to ensure the model that is developed meets the needs and requirements of all children and families in each of the four localities. This will be developed with colleagues in associated services and the Executive Member for Children, Families, Education and Skills.

### 7.7 Consideration by Executive Advisory Panel

7.7.1 Bi-monthly updates on the development and delivery of the programme will be provided.

### 7.8 Consideration by Scrutiny

7.8.1 Not considered at this stage, however as referenced this aligns directly with Scrutiny priority areas of consideration, including the Levelling Up Plan and appropriate reporting will be aligned to such plans.

## **7.9 Equality Implications**

- 7.9.1 The Council is committed to treating people fairly. As part of the development of the Family Hub approach and proposals across the Council, an initial EQIA for the first locality will need to be completed alongside consultation with children, parents, carers, and partners
- 7.9.2 NNC are committed to embedding Social Value (SV) and will contain a requirement to demonstrate social value including development training and work opportunities and providing a holistic offer of support for parents / carers to be closer to the job market etc. Officers will also work to ensure the workforce is representative of the communities it serves.
- 7.9.3 An updated EQIA will be completed during the development of options and proposals.

## **7.10 Climate and Environment Impact**

- 7.10.1 The Council, having declared a climate change emergency in June 2021, and is committed to reducing its climate impact both within its own Council buildings and in working with businesses and the wider community to achieve net zero energy emissions.
- 7.10.2 The importance of both place-based services and people being able to access universal services through outreach as well as a strong virtual offer of support will be important considerations as the Family Hubs and Start for Life programme is developed. This will help to reduce the carbon footprint. The Hubs with associated spoke sites will also provide places for professionals to deliver locally based services for children, young people and their families from and thereby reducing travel across the Borough. The virtual offer will be developed to support those that find services hard to access.

## **7.11 Community Impact**

- 7.11.1 This will become clearer as initial work progresses and be addressed through options and proposals approach. The Family Hubs programme is a positive approach to developing community-based partnerships and services that are accessible, either virtually or physically, by all. The approach will also include outreach which will provide access to pathways and support for families that find services hard to access.
- 7.11.2 Developing a virtual offer and a single front door with clear pathways of support will improve accessibility for children, young people and their families, with an aim of breaking down barriers to engagement. This approach will aim to reduce inequalities and wider determinants that impact local children, young people and their families.
- 7.11.3 Through the integration and co-location of services through a Hub and Spoke model, children, young people and their families should feel that they can

access the right help at the right time and will provide wider support for the whole family. The integration of early childhood services will support babies, our youngest children, and their families across NNC.

## 7.12 Crime and Disorder Impact

### 7.12.1 No Impact

## 8 Background Papers

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- 8.1 Adjourned Executive – Thursday 15<sup>th</sup> September 2022  
[Executive papers 15th Sept 2022](#)
- 8.2 Family Hub Start for Life Guidance Document August 2023  
[LA Guide Family Hubs & Start for Life \(DfE\)](#)
- 8.3 Live Your Best Life Strategy  
[Live your Best Life Strategy](#)
- 8.4 Executive - Thursday 25th August, 2022 2.00 pm – Item 9 Levelling Up Scrutiny Commission - Levelling Up North Northamptonshire Final Report.  
<https://northnorthants.moderngov.co.uk/ieListDocuments.aspx?CId=142&MId=818&Ver=4>
- 8.5 Youth Investment Fund <https://youthinvestmentfund.org.uk/>