



**Notice of a public meeting of  
Children, Education and Communities Policy and Scrutiny Committee**

**To:** Councillors Baker, Barker, Daubeney (Chair), Fenton,  
Fitzpatrick, Heaton and Webb (Vice-Chair)

**Date:** Tuesday, 4 January 2022

**Time:** 5.30 pm

**Venue:** Remote Meeting

**AGENDA**

Until the end of January 2022, the Council is reverting to holding its scrutiny meetings remotely in the interests of minimising any risks to the public, elected Members and staff during the continuing Covid pandemic. Meetings continue to be held in accordance with statutory requirements. Scrutiny Committees are non-decision making bodies and as such this remote meeting will not be regarded as a formal meeting of the Committee. It provides an opportunity for Members of the Committee to comment upon the business set out in the agenda, without making formal decisions. Members of the public may register to speak as set out below:

**1. Declarations of Interest**

At this point, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of business on this agenda

**2. Minutes**

(Pages 1 - 14)

To approve and sign the minutes of the meetings held on 27 September 2021 and 06 October 2021.

### **3. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering is **5.00pm on 30 December 2021**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://www.york.gov.uk/AttendCouncilMeetings) to fill out an online registration form. If you have any questions about the registration form or the meeting please contact the Democracy Officer for the meeting whose details can be found at the foot of the agenda.

### **Webcasting of Public Meetings**

Please note that, subject to available resources, this public meeting will be webcast including any registered public speakers who have given their permission. The public meeting can be viewed on demand at [www.york.gov.uk/webcasts](http://www.york.gov.uk/webcasts).

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

### **4. Holiday Activities and Food (HAF) Programme (Pages 15 - 26) 2021 Update**

This report provides an update on the delivery of the new HAF programme in 2021 and plans for future delivery in 2022.

### **5. Finance Second Quarter Monitoring Report - (Pages 27 - 32) Children's Services**

This report analyses the latest performance for 2021/22 and forecasts the financial outturn position by reference to the Children's Services plans and budgets falling under the responsibility of the Children's Services elements of the committee's responsibilities.

### **6. Early Help via CYC Local Area Teams (Pages 33 - 48)**

This report provides an overview of 'Early Help' in the City of York and the Child and Family Targeted Intervention Service.

**7. Community Hubs Scrutiny Review - Interim Report** (Pages 49 - 58)

This draft, interim report provides Members of the Committee with an update on the progress of the scrutiny review. It also invites comment and questions.

**8. Work Plan** (Pages 59 - 60)

To consider the Committee's work plan.

**9. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer

Jane Meller

Contact details:

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- Email – [jane.meller@york.gov.uk](mailto:jane.meller@york.gov.uk)

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

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Meeting	Children, Education and Communities Policy and Scrutiny Committee
Date	27 September 2021
Present	Councillors Baker (Chair), Webb (Vice-Chair), Fenton, Fitzpatrick, Heaton, Barker and Orrell
In Attendance (from 5:54pm)	Councillor Cuthbertson (Executive Member)

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## 7. **Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda.

None were declared.

## 8. **Minutes**

Resolved: That the minutes of the meeting of the committee held on 6 July 2021 be approved as a correct record and then signed by the Chair.

## 9. **Public Participation**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

## 10. **Reducing Service Cost Boards**

Members considered a report that provided a summary of Reducing Service Cost Boards across Education and Skills and Children's Social Care. It was agreed that the meeting would focus primarily on the Children's Social Care Reducing Service Costs Board, as this was the area that the Committee had been specifically asked to investigate.

It was noted that the Assistant Director of Adult Social Care was in attendance to present the report along with the Director of People, who had dialled into the meeting.

Officers explained the role of the Reducing Services Cost Board, highlighting how they worked, the key financial pressures and what was being done to tackle these issues. It was noted that:

- Each section of the People's directorate had their own Reducing Cost Board which fed into a Cost Control Board chaired by the Director of People.
- The Cost Control Board met fortnightly to consider the Reducing Cost Boards plans and any issues that could not be managed by the individual Boards. This information was then fed back to Corporate Services and Corporate Management Team.

The Director of People invited questions in response to the written report, which included how the overspend was being mitigated in relation to Children's Services. It was noted that:

- There had been a rise in demand of early help and mental health services. There was a cohort of young people that required residential care due to more complex needs.
- Early help services had been redesigned and families were receiving more targeted support earlier through children's social care services. There were improved family early help assessments (FEHA's) in place, which were used by other agencies to provide a more sufficient early help offer.
- There was a shortage of experienced social workers and the cost of agency staff was a challenge across the country. Officers had mirrored the approach around the region with 'grow your own' schemes such as the approved and supported year in employment (ASYE).
- A decision for referral to a social worker was made within 24 hours, although any urgent child protection matters, would quickly be addressed.
- There was a stable management team in place and fifteen Social Workers had been trained and were in post. Social Worker apprentices had been recruited and there was a social work academy in place.
- The agency market was lucrative and very attractive to experienced social workers. It continued to be very difficult to recruit and retain experienced social workers in the

complex areas, such as child protection, so a career grade had been introduced and caseloads were kept low.

- The figures for the twelve month spend on agency staff were requested and the Director of People agreed to circulate these to Committee Members.
- Placement costs for children was high so there had been investment in a foster carer campaign, which had been successful in exceeding the target for recruitment.
- The annual review of fostering allowances would be reviewed and would take into account the national review.
- There was a crisis in the care provision for young people with complex needs, including mental health issues. The Director of Commissioning and Prevention was leading on working with providers to develop provision and an integrated children's system.
- An OFSTED inspection was imminent.
- Officers were working with the White Rose Group on regional and national foster carer recruitment campaigns and the Director agreed to provide Members with the number of foster carers coming through the White Rose Group.
- There was currently 262 children and young people in City of York Council's (CYC) care and the expenditure did not lower significantly when a child was placed. There was not a linear relationship with the numbers of children in care and the costs associated with this. York was working on its own provision, improved early preventative measures and the Autism Strategy to reduce costs.
- The special educational needs and disabilities (SEND) review, commissioned by the Department of Education, had still not been published.

Following further discussion, the Chair noted that at a previous forum meeting the Committee had considered home to school transport and the results of the inclusion review. The Director of People highlighted the following points:

- The Dedicated Schools Grant budget was spent in consultation with the schools forum and may merit an individual review.
- The high spend and challenge within the inclusion review was related to post 19's leaving the area for education and employment.

- The inclusion review was central to providing local provision, which would be more useful to the children within the city.

In response to questions from Members regarding the Education and Skills Reducing Costs Board, it was noted that:

- There was a continued rise in requests for autism assessment and for Education, Health and Care Plans (EHCP's) for children where autism was a factor.
- There was also a rise in children with emotional needs requiring EHCP's.
- Officers were working with health partners and schools to enhance mental health support, as pre-diagnosis support reduced the need for diagnosis and EHCP's. Officers were also working to establish why some parents did not engage in the 2 year old health check, which would allow problems to be identified earlier and support put in place more quickly.
- The academisation of Danesgate was currently not being pursued.

Officers were thanked for their update and it was confirmed by the Chair that further detail on children and young people in care would be provided at the next meeting.

Resolved:

- (i) That the report be noted.
- (ii) That the new Secretary of State be written to regarding the delay in the publication of the SEND review.

Reason: To ensure the Committee were kept up to date with progress in reducing service costs.

## 11. **Work Plan**

Members considered the Committee's draft work plan for the 2021/22 municipal year.

Following discussions, it was:

Resolved:



- (i) That a finance first quarter monitoring report for children's services be received at the next meeting.
- (ii) That the new Director of Commissioning and Prevention be invited to the Forum on 7 December to discuss the Autism Strategy.
- (iii) That the Early Help via CYC Local Area Teams update, including the Community Hubs scrutiny review interim report and the Holiday Activities and Food Programme 2021 update, including winter planning, be moved to 4 January 2022.

Reason: To keep the work plan updated.

## 12. **Urgent Business**

There was a request made by Cllr Webb to discuss the departure of two senior members of staff.

This was rejected by the Chair who noted that Staffing Matters and Urgency Committee would consider this on 18 October. The Chair confirmed she was content that interim measures were in place.

Cllr R Baker, Chair

[The meeting started at 5.30 pm and finished at 7.03 pm].

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Meeting	Children, Education and Communities Policy and Scrutiny Committee
Date	6 October 2021
Present	Councillors Webb (Vice-Chair in Chair), Fenton, Fitzpatrick, Heaton and Daubeney
Apologies	Councillors Baker (Chair) and Barker

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### **13. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda. None were declared.

### **14. Public Participation**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

### **15. City of York Safeguarding Children Partnership Annual Report 2020/2021**

Members considered a report that highlighted the City of York Safeguarding Children Partnership (CYSCP) Annual Report 2020-21.

The Assistant Director of Adult Social Care, Assessment and Safeguarding was in attendance to present the report along with the Independent Scrutineer of the CYSCP, who had joined the meeting remotely.

The Independent Scrutineer confirmed she was the scrutineer for the council's multi-agency safeguarding arrangements and she made reference to Appendix A of the report. She assured the Committee that work on safeguarding children and young people throughout the pandemic had continued and that strong working partnerships with all agencies had continued. It was noted that the relevant agencies, such as schools, were still accountable to the partnership and she made reference to the

update within the report, including details on the three statutory partnerships.

Members were made aware of the work that had taken place, including the challenges and the Independent Scrutineer suggested that the Committee could begin to challenge the various partnerships/relevant agencies by scrutinising areas such as; the systemic practices, family poverty and the pressures within children services.

In answer to questions raised, the Independent Scrutineer and the Assistant Director of Adult Social Care, Assessment and Safeguarding confirmed:

- The Clinical Commissioning Group (CCG) were moving towards becoming an Integrated Care System (ICS) and the partnership would continue to have senior representation.
- Systemic practices should help reduce some pressures within the system and ensure partners and families were 'speaking the same language'.
- The Trusted Relationships Service supported children and young people who were at risk of child sexual exploitation or abuse as well as criminal exploitation and peer on peer abuse.
- Midwives and health professionals were campaigning and reiterating messages about the prevention of sudden death infancy and keeping baby safe.
- Training across the partnership and throughout individual agencies was based on very strong research evidence and was fed directly down to the frontline.
- The recruitment process for the Director of People and the Assistant Director of Children's Specialist Services had begun. An Interim Director of People was already in post, which would allow continuity to build on the progress already made.

Members welcomed the imminent Ofsted inspection and the Independent Scrutineer was thanked for her report and she and the partnership were also thanked for their continuing work and for the support given to families, children and young people.

Resolved: That the CYSCP Annual Report 2020/21 be noted.

Reason: To keep the Committee updated.

[An adjournment took place between 6:25pm and 6:30pm]

**16. Safeguarding in Schools Update**

The Committee considered a report that updated them on the ongoing work in supporting schools in the city with their role in safeguarding children and young people.

In the absence of the School Safeguarding Adviser, who had sent apologies as she was unable to attend the meeting due to work commitments, the report was presented by the Assistant Director of Education and Skills.

The Assistant Director highlighted the role of the School Safeguarding Adviser and she noted the advice, support, guidance and training provided to all schools in York including academies, independent schools and colleges.

Members were also informed that the School Safeguarding Adviser:

- Worked closely across the multi-agency partnership, with the City of York Safeguarding Partnership and acted as an education link for the Multi-Agency Safeguarding Hub (MASH).
- Responded to any concerns raised to Ofsted from parents in relation to safeguarding.
- Worked closely with colleagues within the education and skills teams.

In answer to questions raised the Assistant Director and the Executive Member for Children and Young People confirmed:

- Schools and the Local Authority had a requirement and a statutory responsibility to ensure all children were kept safe in all education settings.
- Safeguarding responsibilities extended from pre-birth onwards.
- The NSPCC Look, Say, Sing, Play project and the Early Talk for York project would be commencing in York.
- Work was ongoing to create a replacement for the YorOk Board.
- Officers were working with Nesta, Early Years Innovation Partner and were focussing on various projects to increase engagement with parents to encourage the take

up of the 2 year old health checks and the 2 year old funded entitlement.

- A community champion scheme was being developed to support the multi-agency partnership approach and could be used to reach new families moving into an area.
- The School Safeguarding Adviser worked within a broader team, all of whom worked around the school agenda. All those officers understood their statutory duties and the pressures within safeguarding in education.
- Some Head teachers had reported increased complexities in the communities they served. Many schools had invested heavily in building their pastoral teams in the last year and the School Inclusion Adviser would continue to support schools and consider models and the multi-disciplinary teams that had been embedded nationally.

The Committee thanked the Assistant Director for her update.

Resolved: That the update be noted.

Reason: To keep the Committee updated.

**17. Profile of Children and Young People in Care, Placement with Parents, Discharge Activity and Unregulated Placements Update**

The Committee considered a report that highlighted the Profile of Children and Young People in Care.

The Assistant Director of Adult Social Care, Assessment and Safeguarding was in attendance to present the report. He highlighted how practices and decision making in social care had improved. He provided an update on placements with parents, discharge activity, adoption, special guardianship orders and Section 20 agreements, noting that the Local Authority were keen to use only Placement with Parent Regulations (PWPRS) for final orders when it was proportionate to do so.

Members were also informed that:

- Systemic practices were being used to engage with and build relationships with families.
- Cases with a potential plan of adoption were also overseen at the early permanence action meetings.

- The Special Guardianship Order allowed connected carers to take on the role without any kind of detriment.
- The majority of children placed outside of York were with connected carers. The permanence tracker was used to keep as many children as possible within York and the safeguarding arrangements around suitable placements was robust.
- Recruitment of foster carers would continue.

Members noted the areas for further improvement, which included the support offered to foster carers and a continued focus to ensure children were placed locally. In answer to questions raised, The Assistant Director confirmed that:

- When implemented, questions relating to the new Corporate Parenting Board arrangements could be raised at this committee.
- Due to the complicity of some cases, the financial pressures did not necessarily amend when the children and young people in care population fell.
- There was a peak within the care system during 2019/20 and this pressure would be monitored as it worked its way through the system.
- All children's progress was tracked through the permanence tracker and the legal tracker was also reviewed weekly to monitor any delays. Management also held monthly meetings to review this with legal colleagues.
- Unaccompanied asylum seeker or refugee children numbers could fluctuate due to world events and York had welcomed more than its targeted allocation and would continue to help and support refugees.

The Assistant Director of Children's Specialist Services was thanked for providing a detailed report and her staff were recognised and commended for their ongoing work. The Assistant Director of Adult Social Care, Assessment and Safeguarding was also thanked for his update and he agreed to provide Members with further details on the post pandemic core system capacity and the adoption scorecard performance measures.

Resolved: That the report be noted.

Reason: To ensure the Committee were kept up to date with progress of our children and young people in care.

**18. 2021/22 Finance First Quarter Monitoring Report - Children's Services**

The Committee considered a report that analysed the latest performance for 2021/22 and forecasted the financial outturn position by reference to the Children's Services plans and budgets falling under the responsibility of the Children's Services elements of this Committee's responsibilities.

The Head of Finance for Adults, Children & Education was in attendance to present the report. He stated that a £6.6m overspend was forecasted. He highlighted some of the key reasons for the current budgetary position, which was primarily due to children's social care and the increase in the number of Looked After Children, temporary agency staff and the increase in the special educational needs element of home to school transport budgets.

During discussion and in answer to Members questions the Head of Finance, the Assistant Director of Education and Skills and the Executive Member for Children and Young People stated that:

- Agency staff had to be used in the Multi Agency Safeguarding Hub (MASH) and Assessment Teams to support the pressure points within early help.
- The use of agency staff would always create a budget pressure.
- Some home to school transport budgetary pressures had been created due to increased pupil numbers at both Fulford School and Huntington School. This demographic trend would be monitored and could continue for the next few years.

The Assistant Director and her staff were recognised and thanked for their ongoing work to reduce the home to school transport budgetary pressures and the Chair thanked the Head of Finance for his update.

Resolved: That the report be noted.

Reason: To update the Committee on the latest financial position for 2021/22.



**19. Work Plan**

Members considered the Committee's draft work plan for the 2021/22 municipal year.

Following discussion it was:

Resolved:

- (i) That the Assistant Director of Adult Social Care, Assessment and Safeguarding consider how all elected Members could be further supported in understanding their corporate parenting role.
- (ii) That an update on staff absence/sickness rates within the People Directorate be considered at the Forum meeting on 2 March 2022.
- (iii) That a Corporate Parenting Board update be added to the workplan for a future Committee date.
- (iv) That an update on the profile of children and young people in care be received on 13 April 2022.
- (v) That the Cultural Offer – REACH update and York Explore annual report be received on 13 April 2022.

Reason: To keep the work plan updated.

Cllr R Webb, Chair

[The meeting started at 5.30pm and finished at 7.28pm].

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**Children, Education and Communities Policy and Scrutiny Committee****04 January 2022**

Joint Report of the Director of People and  
Director of Customer and Communities

**Holiday Activities and Food (HAF) Programme****Summary**

1. The purpose of this report is to update the members of the Children, Education and Communities Policy and Scrutiny Committee about the delivery of the new HAF programme in 2021 and plans for future delivery in 2022.
2. On 30 September 2021 Executive received a report on Welfare Winter Planning and Support in which it considered school holiday food provision (see extract at Annex A). Executive approved the continuity of provision of vouchers for children receiving free school meals up to February half term at a cost of £50k per week and also the following:
  - (iv) That the subject of school holiday food provision be referred to the Children, Education & Communities Policy and Scrutiny Committee for them to consider the effectiveness, impact and funding of the voucher scheme alongside other grassroots community-based provision and other schemes to address the impact of food poverty; this work could also inform further formal responses back to the Department for Education.
3. Members are asked to consider the information in this report as whole and the request from Executive, and how it may wish to take this work forward perhaps through a task group approach and within the context of the wider work being undertaken in relation to the recent council motion on York Residents' Right to Food but also given that food vouchers are only funded to February 2022 half term.

**Background**

4. In November 2020 the government announced that the Holiday Activities and Food (HAF) programme would be expanded across the whole of

England in 2021. This was a national scale up of the previous programme which had been targeted at specific geographical areas. These 'Healthy Holidays' activities target families who are struggling financially over the school holidays, particularly those eligible for benefit based free school meals. The school holidays can bring additional pressures on families already struggling financially regarding food and activities. This can have a detrimental impact on children's and families physical and mental wellbeing.

5. The HAF programme aims to make free "holiday club" places available to children eligible for free school meals for the equivalent of at least four hours a day, four days a week, six weeks a year (4 weeks in the summer and a week's worth of provision in each of the Easter and Christmas holidays).
6. The government intends that as a result of this programme, children who attend these activities should;
  - eat more healthily over the school holidays
  - be more active during the school holidays
  - take part in engaging and enriching activities which support the development of resilience, character and wellbeing along with their wider educational attainment
  - be safe and not to be socially isolated
  - have a greater knowledge of health and nutrition
  - be more engaged with school and other local services
7. The Government would like children and families who participate in HAF to develop their understanding of nutrition and food budgeting as well as being effectively signposted towards other information and support for example health, employment, and education.
8. In line with government delivery guidance a local steering group is in place to support the coordination of the local programme and work with a wide range of partners to achieve implementation. The University of York are the regional evaluators for the HAF programme and they also sit on the local steering group.
9. Childcare Works are the DfE's strategic support partner for delivery of the HAF and they are working closely with LAs to achieve successful implementation of the programme.

10. The DfE have confirmed that funding will continue in all LAs in England for the next three years with funding of over £200m each year. This covers the period of the current spending review 2022-23 and 2024-25 meaning that planning and preparation for 2022 onwards can now take place.
11. York's allocation for 21/22 is up to £383k to project manage and deliver the programme. This is based on 3,349 children being eligible for Free School Meals in all of York's schools (January 2021 Census).
12. City of York has contributed to research (not yet published) which should include positive impact statements by children and young people about summer delivery.

## **Summer and Christmas Delivery 2021**

### Summer 2021

13. In York, the LA invited expressions of interest to target four weeks of the Summer Holidays. Fifteen activity providers were commissioned to deliver the programme. All activities were face to face and included;
  - The Conservation Volunteers (TCV) based at St. Nicks Nature Reserve along with St. Nicks themselves teamed up with the Choose2 café in Hull Road Park to deliver environmental activities for children and families incorporating food provision from the café.
  - Speedkix multi-sports delivered sessions in various schools across the city, using their existing relationships with schools to target eligible children who could access the provision alongside fee paying attendees.
  - Young Carers used the HAF funding to further support their existing summer provision and include meals for attendees and extra activities around cooking and arts and crafts. This was a much needed provision for young people with shared experience of caring roles. After much time in lockdown this activity showed the value of face to face provision for these children and young people who were able to meet up with old friends as well and make many new ones.
  - Parents were also able to access places within registered holiday clubs.

14. A total of 677 (20%) eligible children and young people attended activities. Evidence of impact for these children has been gathered and includes:
- Improved awareness of healthy eating and alternative options
  - Building confidence and resilience through increased contact with peers and appropriate role models.
  - A positive experience of being engaged in activity on school sites in the holiday period.
  - Greater knowledge of environmental issues through local schemes (TCV/St. Nicks)
  - Engaging with peers with shared experience during some targeted provision.
  - Inclusion of SEND children and young people in universal activities.
15. Overall the summer delivery was successful although there were some key learning points;
- Managing the behaviour of some children was more challenging for providers than expected even though they are very experienced in these areas and it does mirror the experiences of schools since the start of covid.
  - Limited activities for age 14+ who are on FSM. We have few youth providers in the city who are well engaged with older young people and this limited the amount of provision we were able to offer.
  - Improving the booking system arrangements to make this a smoother process for parents.
  - Preparing the programme well ahead of the holiday period and developing the publicity of the programme.
  - Developing the offer of hot meals and engaging with community hubs and providers to deliver this.
16. It should be noted that all eligible families in York were able to benefit from the provision of food vouchers during Summer (and again during Xmas 2021) and for those children attending activities they also received a good quality lunches.

### Christmas 2021

17. The LA has commissioned 13 organisations to deliver activities during the first week of the Christmas holidays.
18. The current programme has used £74,431 of the funding to provide 675 children and young people with x 4 full days of activity (x 4 hours per day) along with food provision in various forms for each day.

19. This programme will be supported with places on Out of School Club provision where possible and the delivery of 6-7 community drop in parties for eligible families through our network of community hubs and food share schemes. These will aim to pick up eligible families who may not be attending any of the organised programme as described above. Families will be able to take part in some activities on the day and take away activity packs and food hampers for the holiday period.
20. A verbal update about Christmas delivery will be made to the Scrutiny Committee on 4th January 2022.

### **Building the Offer**

21. Learning from other early implementers of the programme and from our own experience in 2021 shows that it does take time to build a strong offer for eligible children and young people. However the continuation of national funding will support City of York to increase capacity to develop an even richer programme to engage all year groups, especially older children and young people. Other steps include building community capacity around food including food allergen training, engaging more schools to consider delivering activities especially SEND schools. Developing training for behaviour management where this is more challenging for providers.

### **Communications**

22. CYC comms team worked on the Summer and Christmas promotion to encourage families to contact their local school direct to confirm eligibility so as to avoid any stigmatisation. Referral processes are now more robust via the schools to ensure children are identified and encouraged to participate.

### **Consultation**

23. The Local Authority has engaged with the regional HAF network facilitated by Childcare Works to understand good practice. A number of virtual meetings were held to explain the HAF programme and the commissioning process to potential providers. York is also acting as a peer support for Brighton and Hove Local Authority and is working in partnership with North Yorkshire.

## **Council Plan**

24. The HAF programme supports the Council's corporate priorities in relation to Good Health and Well Being, A Better Start for Children and Young People and Safe Communities and Culture for All.

## **Implications**

### **Financial**

25. All activity described in this report will be funded from the £383k Department for Education, Holiday Activities and Food Programme 2021 grant allocated to York.

### **Human Resources (HR)**

There are no HR implications.

### **Equalities**

There are no equalities implications.

### **Legal**

There are no legal implications.

### **Crime and Disorder**

There are no crime and disorder implications.

### **Information Technology (IT)**

There are no IT implications.

### **Property**

There are no property implications.

## **Risk Management**

26. There are still risks associated with covid and the new variant which could impact on face to face activities for the Christmas delivery. In mitigation all providers have been asked to set out their plans for alternative arrangements such as on line activities or some indoor activities if the latter is in line with government guidance and robust risk assessments being in place.

## **Recommendations**

27. Members are asked to note this report and decide on how to take forward the review as agreed by Executive and outlined in paragraph 2 and 3 above.



**Contact Details**

**Author:**

Barbara Mands  
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Support Services  
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**Chief Officer responsible for the report:**

Jamaila Hussain  
Director of Prevention and Commissioning

**Report Approved**



Tim Waudby  
Community Officer  
Tel:07769914823

**Date:** 14<sup>th</sup> December 2021

**Specialist Implications Officer(s)**

Name Richard Hartle  
Head of Finance Adults, Children and Education  
Tel: 01904 554225

**Wards Affected:**

**All**



**For further information please contact the author of the report**

**Background Papers: None**

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Extract from Executive Report 30<sup>th</sup> September 2021Holiday Hunger and Free School Meal (FSM) Voucher Provision

16. Pre-pandemic there was no additional funding to support families during school holidays for children eligible for benefits related free school meals. Schools do receive funding to provide free school meals during term time.
17. During the pandemic there has been an increase in the number of children eligible for benefits related free school meals. School census data shows that in between January 2020 and January 2021 there was an increase in the numbers of eligible children across all phases. This is shown in the table below:

<b>Phase/type of school</b>	<b>January 2020</b>	<b>January 2021</b>
Primary	1586	1917
Secondary	980	1268
Pupil Referral Unit	81	77
Special School	74	85
<b>Total eligible for FSM</b>	<b>2721</b>	<b>3347</b>

18. During the period of national lockdown between March 2020, and August 2020, the government introduced the national voucher scheme to fund food vouchers for children eligible for benefits related FSM. This was to provide food for those children who were unable to attend school and was extended to cover the summer holidays in 2020. Schools received funding directly from the Department for Education to provide food during the period of the first national lockdown and to provide food assistance during the lockdown between January 2021, and March 2021. This direct

funding to schools did not cover the school holidays and as previously described the government provided funding through the Winter Grant Scheme to extend support for FSM vouchers during the Christmas 2020 holidays, February 2021 half-term and Easter 2021.

19. In November 2020, the government announced the extension of the Holiday Activities and Food Programme (HAFP). The programme offers eligible children free healthy meals and enriching activities over the Easter, summer and Christmas holidays 2021. The council received £383k funding to coordinate the delivery of the programme. The funding has been based on the projected participation rates of eligible children in the local area and cannot be used to provide food for children who do not attend the activities. The information from the Easter and summer programme is being used to develop the offer for the Christmas holiday period. There is currently no information from central government about whether the HAFP will continue to be funded in 2022.
20. Guidance for schools has recently been updated and from September 2021 there is no requirement for schools to provide free school meals during school holidays. Where pupils eligible for benefits related free school meals are self-isolating at home during term time, schools should work with their school catering team or food provider to provide good quality lunch parcels.
21. This leaves the question as to whether the council now withdraws from subsidising FSM vouchers during the holiday periods. Continuing to fund creates a significant unfunded budget pressure.
22. Executive Members are requested to consider the policy direction and funding for provision of food vouchers during the 2021/22 academic year. The estimated cost for the full academic year (excluding 1 week HAFP funded at Christmas) at £50k per week is £300k. If local authorities are to inherit this budget pressure given the lack of direct funding from Government this is something Executive may wish to refer to Children Education & Communities Policy & Scrutiny Committee. Through consultation scrutiny can assess this issue alongside grassroots community based provision and other schemes to address food poverty impacts. This work could also inform further formal responses back to the Department for Education.

23. In the meantime Executive is asked to consider whether it wishes to fund FSM holiday vouchers in relation to the imminent October half term holidays at a cost of £50k to be funded from remaining emergency funds. Alternatively given winter pressures on families, associated support up to and including February Half-Term would cost £150k and could also be funded from within existing emergency reserves. Vouchers for the full academic year would cost £300k however this would put reserves at risk as outlined in the financial implications section of this report unless other funding could be identified.

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## Children, Education & Communities Policy & Scrutiny Committee

4 January 2022

Report of the Corporate Director of People

### 2021/22 FINANCE SECOND QUARTER MONITORING REPORT – CHILDREN'S SERVICES

#### Summary

- 1 This report analyses the latest performance for 2021/22 and forecasts the financial outturn position by reference to the Children's Services plans and budgets falling under the responsibility of the Children's Services elements of this committee's responsibilities.

#### FINANCIAL ANALYSIS

- 2 A summary of the service plan variations is shown at table 1 below.

**Table 1: Children's Services Financial Projections Summary 2021/22 – Q2**

2021/22 Quarter 1 Variation £000		2021/22 Latest Approved Budget			2021/2 Projected Outturn Variation	
		Gross Spend £000	Income £000	Net Spend £000	£000	%
+5,952	Children's Specialist Services	21,506	2,713	18,793	+6,419	+34.2
+592	Education & Skills	20,763	5,022	15,741	+411	+2.6
0	School Funding & Assets	158,641	170,677	-12,036	0	0.0
+40	Director of CEC & Central Budgets	3,030	5,996	-2,966	+98	+3.3
	Mitigations					
	Covid 19 Funding					
<b>6,584</b>	<b>Total</b>	<b>203,940</b>	<b>184,408</b>	<b>19,532</b>	<b>6,928</b>	<b>+35.5%</b>

+ indicates increased expenditure or reduced income / - indicates reduced expenditure or increased income

- 3 A net overspend of £6.9m is forecast primarily due to children's social care.

- 4 Before detailing the variances to be reported it is important to highlight some of the key reasons for the current budgetary position for Children's Social Care in York.

### **Children's Specialist Services**

- 5 Before detailing the variances to be reported it is important to highlight some of the key reasons for the current budgetary position for Children's Social Care in York.
- 6 The number of Looked After Children in York has increased significantly in the past 2 and a half years. The Looked After Children population had been stable for a number of years, in the range 190-210 at any one time, however on appointment the new Directorate Management Team identified unsafe drift and delay for some children in the system. This was subsequently identified by Ofsted and corrective action has led to significant recalibration in the system. Numbers of care orders and children on pre proceedings continues to be stable and those in need of child protection have now returned at or below our statistical neighbour average. This means the flow of children coming into the care system has significantly reduced. However, the complexity of needs of these children remains high and capacity in the system to meet need at this level nationally is a significant challenge which is subject to an independent care review.
- 7 At the time of this monitor the CYPIC number is 269. Within the next 3 years some 25% of these will leave local authority care. A Reducing Service Costs Board has been established in Specialist Services chaired by the Assistant Director which will review arrangements to reduce CYPIC numbers safely, the effectiveness and impact of the Edge of Care Service, current FGC activity and progress on foster care recruitment. In addition a Strategic Overview of Permanence Group has been established, chaired by the Assistant Director to monitor the new Permanence Strategy through tight oversight of children with a plan of permanence and ensuring rigorous use of trackers in order to prevent delay and manage demand in the system.
- 8 The placements budgets are predicted to overspend by a total of £3,669k (an increase of £141k since Q1). This includes variances of £1,147k on Fostering (including IFAs), £255k on adoption/SGO/CAO allowances and £2,465k on Out of City Placements.
- 9 The fostering projection is based on all local foster carer positions being filled, so where a child reaches 18 or a foster placement ends, then it is assumed that this is filled. The IFA and Out of City Placement projections are based on all existing placements at the monitor date and take account of all placements expected to end during 2021/22, with no provision included for any new placements. The Out of City placements overspend being reported here is a



significant increase (£1.5m) on previous years due to the recalibration of the proportion of these costs between the General Fund and the DSG.

- 10 Staffing budgets within the Permanency Teams are also predicted to overspend by £395k (£521k in Q1), again due mainly to vacancies being filled by temporary staff.
- 11 Safeguarding Interventions are predicted to overspend by approximately £410k (£303k in Q1), mainly due to increases in the Court and Child Protection Teams who are dealing with the increase in cases. Legal fees are predicted to overspend by approximately £430k.
- 12 Staffing budgets with Children's Social Work Services are also predicted to overspend by approximately £291k (£172k in Q1). This is mainly due to temporary staffing across the service, which the directorate has worked hard to eliminate with permanent appointments.
- 13 Significant staffing overspends totalling £565k (£558k in Q1) are predicted in the MASH and Assessment teams mainly due to vacancies being covered by temporary and agency staffing.
- 14 Within Disabled Children's Services overspends on Short Breaks of £121k (£108k in Q1), Direct Payments of £298k (£199k in Q1) and staffing of £85k are predicted.
- 15 It is important to note that the staffing projections included in this monitor assume that the Early Help restructure will begin to take effect from the 1st October 2021. Limited provision has been made in these projections for temporary staffing beyond this date so any further delay in implementation or of removal of posts not required following the restructure will worsen the staffing overspend position.
- 16 A number of other more minor variations make up the remaining projected net overspend.

### **Education and Skills**

- 17 Education Psychology is predicted to overspend by £74k, mainly due to an unbudgeted post costing £43k and unachieved vacancy factor of £29k.
- 18 The Home to School Transport budget was already in a historic overspend position of approximately £200k. The savings targets for the SEN element of home to school transport have not been achieved because of a growth in the number of pupils/students requiring transport and the specialist requirements of that transport. The main increase in numbers have been at post 16/19 where because of the city now being able to provide more specialist education provision for this group of students more locally, subsequently we have had to

provide more transport to the likes of York College, Askham Bryan, Choose 2 and Blueberry Academy. The changes in legislation to allow EHCPs to ages 19-25, resulting in significantly more students accessing this option, has significantly increased our transport spend accordingly.

- 19 The overall overspend on Home to School transport is predicted to be £309k. The main pressures are on SEN taxi transport budgets, but an additional pressure has been created due to the need for three additional buses as a result of increased numbers of children eligible for transport to Huntington and Fulford schools, offset by an increased allocation of Extended Rights for Free Travel grant for 2021/22.
- 20 These figures are based on the existing contract costs for the 2020/21 academic year. The prices for the new academic year are not known at this point and could change depending on the effect of pupil movements in September. The effect of the new academic year provision on budgets will be reported at a later monitor, as soon as the information is available.
- 21 Underspends are projected in both the Governance Service (£41k) due to increasing external income for services, and in Early Years (£33k) due to savings on non-staffing budgets and the effect of an increase in the 5% Early Years block contribution.

### **School Funding and Assets (including DSG)**

- 22 The DSG position at 1st April 2021 is a deficit of £9.940m. Detailed work is ongoing to assess the 2021/22 position taking into account the savings already agreed as part of the budget process. At present the likely in-year deficit for 2021/22 is in the region of £3.5m, an improvement of approximately £1.5m on the final 2020/21 position. However this position will increase the overall deficit to approximately £13.5m at the end of 2021/22. Detailed work is ongoing to put in place a recovery plan to bring the position back to an in year balance.
- 23 A number of other more minor variations make up the overall directorate position.

### **Council Plan**

- 24 This report is directly linked to the key priority A Better Start for Children and Young People in the Council Plan.

### **Implications**

- 25 The financial implications are covered within the main body of the report. There are no other direct implications arising from this report.

**Recommendations**

26 As this report is for information only there are no specific recommendations.

**Reason:** To update the committee on the latest financial position for 2021/22.

**Contact Details**

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**Chief Officers Responsible for the report:**

Anne Coyle  
Director of Children's Services

Jamaila Hussain  
Director of Prevention & Commissioning

**Report Approved**  **Date** 21 December 2021

**Specialist Implications Officer(s)** None

**Wards Affected:**

**All**

**For further information please contact the authors of the report**

**Background Papers**

2021/22 Finance and Performance Monitor 2 Report, Executive 18 November 2021

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**Children, Education and Communities Policy  
and Scrutiny Committee meeting****04 January 2022**

Report of Rose Howley, Head of Service Multi-agency Safeguarding Hub (MASH) Assessment and Targeted Intervention

**Early Help and the Child and Family Targeted Intervention Service****Summary**

1. This report provides an overview of 'Early Help' in the City of York and the Child and Family Targeted Intervention Service

**Background**

2. Everyone in the City of York who works with children, young people and families, has a responsibility to support the delivery of Early Help and support children, young people and families in accessing appropriate services.
3. The City of York Council's Safeguarding Children's Partnership Early Help Strategy 2021/23 promotes the view that an effective Early Help model is one of collaboration and brings together families, communities, professionals and systems to work together in a joined up co-ordinated approach to 'ensure that children, young people and their families receive the right help at the right time'.
4. Families have interactions and relationships with numerous people and services (some which are trusted relationships). Often than not utilising these relationships means that more effective help and support to children and families avoids delay in the right support and reduces the need for escalation to the statutory services such as social work.
5. Effective support to families should involve a 'Team around the child' approach which includes healthy child services, schools, housing, child and adolescent mental health services (CAMHS) etc. providing assessment of early help needs and a plan of support that is designed around the child and family's needs.
6. A family support provision should be available when there is a need for more targeted and outreach provision. Targeted Support can include specific work on increasing a parents capacity to manage a child's changing behaviours, or juggling the needs of multiple children within a

family, assisting with setting boundaries and helping families to celebrate their children through resetting some of the negative thoughts, reduce rejection and increase safety and prevent family breakdown.

7. Such targeted support does not intervene alone, such support is part of a wider team of intervention, where the aim is to step the family back down the levels of need.
8. This early help system is supported by the government Supporting Families' agenda and early help system guide 2020/ 2021.

### **The Child and Family Targeted Support Service**

9. As part of a service restructure colleagues in the Local Area Teams early help service, the Immediate Response / Edge of Care service and Child in Need Practitioners have merged together into a Child and Family Targeted Support Service. No redundancies have been made. All children within the service at an early help level have an allocated worker and at a child in need level are co-working with a social worker
10. For children, and families who face more challenges and may have multiple needs, the service will provide additional capacity and expertise to address their needs. This will include direct work and one to support with children and families from a Child and Family Support Practitioner.
11. This service provision will work alongside partners where there is a need for a team around the child and family to provide a more time critical targeted response to improving outcomes for children.
12. The Service will provide:
  - Targeted early help as part of a team around the child.
  - Immediate response and edge of care support
  - Outreach, direct work with children and families
  - Family Group Conference (FGC)
  - Specific group work and parenting support
13. The service will also work with children and families who are no longer needing a Children's Social Care response and need some extra support to reduce the likelihood of re-entering Children's Social Care in the future.
14. Child and Family Support Practitioners will work alongside partners as part of a team around the child and family to provide a targeted early help response.
15. The child and family targeted support service will also provide a targeted immediate response and edge of care service to children at a child in

need level by co-working and providing support alongside an allocated social worker.

### **The Service will work alongside a strong community offer that builds resilience**

16. The City of York Council have created a Customer and Communities Directorate with an emphasis on supporting customers, building resilient communities, recognising that local people are best placed to understand and find solutions to the particular needs of their communities.
17. There will be an increased focus on prevention, early help and asset-based community development working across all life stages. This approach also means creating a wide-reaching Early Help network within communities which will also involve working with those people who are already supported by services to connect them to their communities.
18. The Customer and Communities Directorate will promote early help for vulnerable families through the co-design of Family Hubs, linked to the Supporting Families agenda to meet the needs of local communities and bring universal and community services together and make them more accessible for children and families.

### **The Wider Partnership Early Help Offer**

19. The government directive from Working Together, Safeguarding in Education, The Early Help System Model and the Supporting Families Agenda is that support should be provided to families in the first instance from universal and community services.
20. Children and families should be able to tell their story once and support should be co-ordinated from people already working with the child and family. A whole family early help assessment should be completed and agencies should form a team around the child and family to co-ordinate support at the earliest possible opportunity and as soon as an agency identifies additional needs.
21. The City of York safeguarding children partnership (CYSCP) continues to promote a focus on improving the early help offer to children and families within the partnership.
22. Children and families need to be given the opportunity to engage in early help support at a lower level by universal services and community support.

23. There is a continued need to ensure children and families receive a timely response with co-produced robust multi-agency plans by including a team around the child and family approach at the earliest opportunity.
24. In January 2022 the CYSCP is to launch the revised partnership Early Help Strategy; revised documentation and practice guidance to support and increase the number of partner led early help assessments and increase the number of teams around the child support for children and families.
25. There is a need to improve the data within the partnership to ensure all agencies are sighted on supporting families and to ensure we understand how effective we are as a partnership at meeting children needs and reducing harm.
26. The following outcome indicators along with other partnership outcomes for children will demonstrate the effectiveness of the revised early help strategy and its implementation:
27. Key indicators for the measurement of an effective revised early help strategy include:
  - An increased number of partner agency led early help assessments and co-ordination of team around the child and family support meetings to progress early help plans.
  - Reduction of re-referrals to Childrens Social Care
  - Reduction in the number of children subject to a child protection plan.

## **Options**

28. There are no options for the Scrutiny Committee to consider. The Scrutiny Committee are asked to consider the report which provides an update regarding early help in the City of York.

## **Analysis**

29. There are no options for the Scrutiny Committee to consider, therefore this section is not applicable.

## **Council Plan**

30. Partnership early help, a multi-agency team around the child and family with a more targeted outreach service, supports the Council's corporate priorities in relation to Good Health and Well Being, A Better Start for Children and Young People and Safe Communities and Culture for All.



## Implications

31. There are no known implications to consider in the report.

## Risk Management

32. There are no risks for the Scrutiny Committee to consider.

## Recommendations

33. There are no recommendations being made and the report is for information purposes. The Early help strategy has already been approved by the CYSCP Executive, which is the statutory body of the Safeguarding Children Partnership. The approved restructure has increased targeted support capacity for children and families and is aligned to the Government Supporting families' agenda and current Early Help System Guidance 2020 and Working Together to Safeguard Children.

## Contact Details

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### Chief Officer Responsible for the report:

Anne Coyle  
Director of Children's Services (Interim)

**Report  
Approved**



**Date** 22/12/2021

### Wards Affected:

All

**For further information please contact the author of the report**

### Background Papers:

**[Working Together to Safeguard Children \(2018\)](#)**

### Annexes

CYSCP Early Help Strategy 2021- 2023

### Abbreviations

CYSCP – City of York Safeguarding Children Partnership

MASH – Multi-agency Safeguarding Hub

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# City of York

## Safeguarding Children Partnership



City of York Safeguarding Children Partnership

# Early Help Strategy

2021 - 2023



## Foreword

**All children deserve the best possible start in life<sup>1</sup>**, that is why we are delighted to share with you our ambition as a partnership to collectively work together to deliver Early Help support for our children, young people and their families across the City of York.

The City of York Safeguarding Partnership is energetic in supporting all partners to come together to support children and families in their local communities.

This new multi-agency **Early Help Strategy** has been developed by the City of York Safeguarding Partnership (CYSCP) in consultation with children and young people, families, a number of its partners and professionals including Health, Children's social care, Police, Education representatives and other stakeholders of the CYSCP.

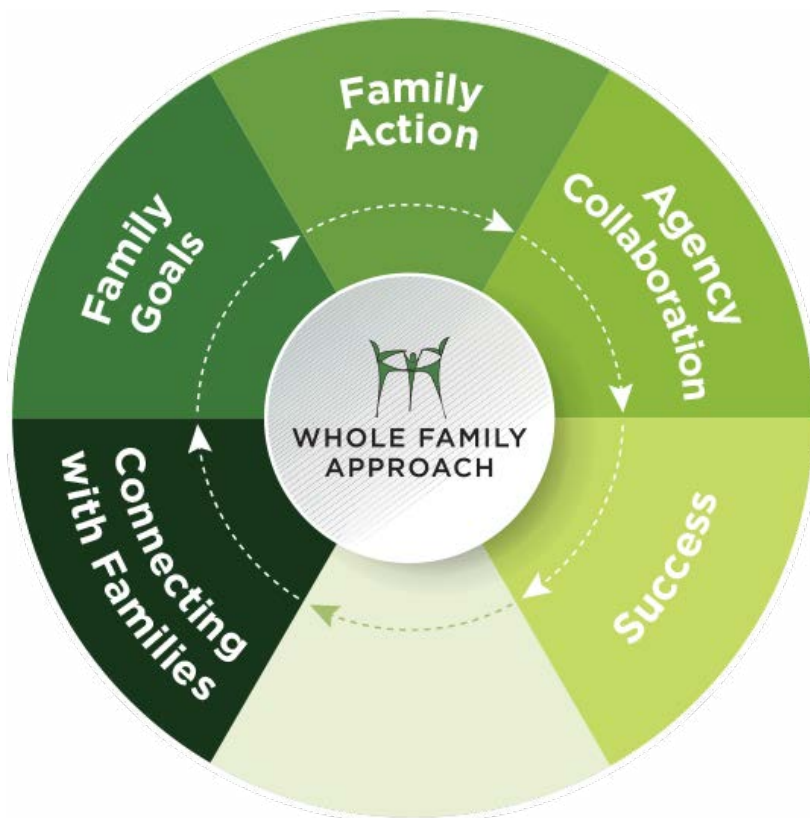
Approximately 500 people contributed by way of survey, consultation sessions, engagement with schools forums, and learning masterclass.

We have listened to feedback and as a result have made improvements to our overall response to early help support within the City of York.

The overarching vision of the **Early Help Strategy** is to 'ensure that children, young people and their families receive the right help at the right time' (Working Together, 2018).

We will look to achieve this through our mission statement 'every conversation starts with the child'.

Through our practice model '**Systemic Practice**' we will work collectively and collaboratively across all of our organisations and systems to ensure that we work with families as a whole rather than individuals.



<sup>1</sup> <https://www.eif.org.uk/why-it-matters>

(Source: <https://www.wholefamilyapproach.org/get-started/>)

Through a systemic approach, change can be achieved through exploring relationship patterns and understanding how they impact on children.

We know from research that the first **1,001 days which begins in pregnancy and for the first two years following birth is a critical period in their life<sup>2</sup>**.

‘What happens during these early years (starting in the womb) has lifelong effects on many aspects of health and well-being – from obesity, heart disease and mental health, to educational achievement and economic status.’ ‘Fair Society, Healthy Lives’ (The Marmot Review).

If children do not have a positive early start in life this can lead to poorer outcomes, in early health and development throughout childhood, adolescence and in some circumstances, we know this could potentially cause Adverse Childhood Experiences (ACES) in adulthood.

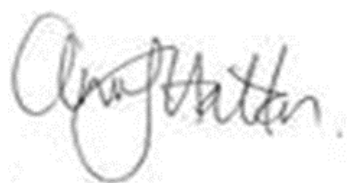
**‘ACES are potentially traumatic events that occur in childhood (0-17 years) such as experiencing violence, abuse, or neglect; witnessing violence in the home; and having a family member attempt or die by suicide’ Centers for Disease Control and Prevention (2019).**

Therefore, providing Early Help support to families at the right time is more effective in promoting the welfare of children. This early identification of support means that children will less likely be at risk of harm and in turn will achieve better outcomes and start in life.

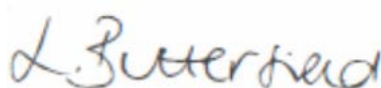
### **Early help is not a service**

An effective Early Help model is one of collaboration and brings together families, communities, professionals and systems to work together in a joined up co-ordinated approach, to develop a shared understanding and prevent further problems arising in the future.

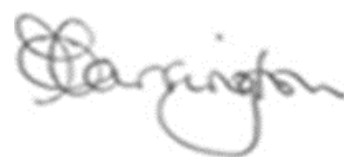
**‘Everyone who works with children has a responsibility for keeping them safe’ (Working Together, 2018)<sup>3</sup>**



**Amanda Hatton**  
Corporate Director  
of People,  
City of York Council



**Lindsey Butterfield**  
Temporary Assistant  
Chief Constable,  
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**Michelle Carrington**  
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<sup>2</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/973112/The\\_best\\_start\\_for\\_life\\_a\\_vision\\_for\\_the\\_1\\_001\\_critical\\_days.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/973112/The_best_start_for_life_a_vision_for_the_1_001_critical_days.pdf)

<sup>3</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/942454/Working\\_together\\_to\\_safeguard\\_children\\_inter\\_agency\\_guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/942454/Working_together_to_safeguard_children_inter_agency_guidance.pdf)

## What do Children, Young People and Families in the City of York tell us?

'Every Conversation starts with the Child' as part of our development work of this strategy we consulted with children, young and their families.

### What did our Children tell us?

"I needed more early intervention rather than waiting to a point of crisis."

"I understand from a safeguarding and parental responsibility perspective that it is definitely not okay to just ignore the issue that there are adults who need support, I feel however that there needs to be more focus on those earliest stages in order to 'nip it in the bud' and as a result break that cycle."

"I would have focused particularly on the early intervention aspect of support, from my experience what lacked in my life before coming into care was having parents who were capable of a lot of essential life skills such as parenting, managing behaviour, cooking and cleaning."

"I'd definitely say that seeing all the children as individuals would have made a huge difference. Me and my sister were treated the same but our needs were very and remain very different and so the support offered should have been very different."

### What did our families tell us?

"I felt the support was beneficial to my family."

"Support should remain in place longer and gradually be removed as I felt alone when the support was removed."

"I found the early help assessment support useful and most of the workers approachable. It was nice to be able to off load and be listened to."

"The early help assessment support helped me so much with my debt and housing and getting back on track with my routine with the children."

"I feel like the support should be more readily available and we could meet more often to share our problems and not feel alone. Maybe a support group with other parents."

## What is our collective approach to working with families within the City of York?

The City of York is implementing a strengths based practice model which is centered on **Systemic Practice**. Systemic practice seeks to make sense of the world through relationships, focusing on the whole family system rather than individuals. Through a systemic approach, change can be achieved through exploring relationship patterns and how they impact on children. The practice framework sets out City of York's ambition for the way in which we work with children, young people and families.

This approach links to the broader initiatives of the **'Good Help Model'**

- which focusses on early intervention and prevention, enabling the growth of a wider movement of professionals beyond the existing network
- practitioners know what is happening locally
- families are directed to community resources
- positive change within the community is supported

These principles resonate within the [City of York Practice Framework](#) in encouraging all professionals to come together under a shared 'umbrella' and speak with the same voice.

## What is Early Help?

**'Everyone in the City of York who works with children, young people and families, has a responsibility to support the delivery of Early Help and support them in accessing appropriate services'**

Early Help is a collaboration and not the sole responsibility of one service. **'Everyone who works with children has a responsibility for keeping them safe' (Working Together, 2018)<sup>4</sup>.**

Early Help provides support at a time of **need** in a child or young person's life and support can be given at any point including transition into becoming an adult.

An effective Early Help model is one of collaboration and brings together families, communities, professionals and systems to work together in a joined up co-ordinated approach to **'ensure that children, young people and their families receive the right help at the right time'**.

Families have interactions with numerous people and services and success lies with being supported by trusted professionals already involved with the family.

The City of York have adopted a collaborative approach in which families are supported by those who already know them and can assess and provide early intervention at a very early level.

Being able to work in partnership with children and families and bring in other agencies in a whole family approach.

Early Help also supports the reduction of children and young people accessing statutory interventions, targeted interventions and improves outcomes.

<sup>4</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/942454/Working\\_together\\_to\\_safeguard\\_children\\_inter\\_agency\\_guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/942454/Working_together_to_safeguard_children_inter_agency_guidance.pdf)

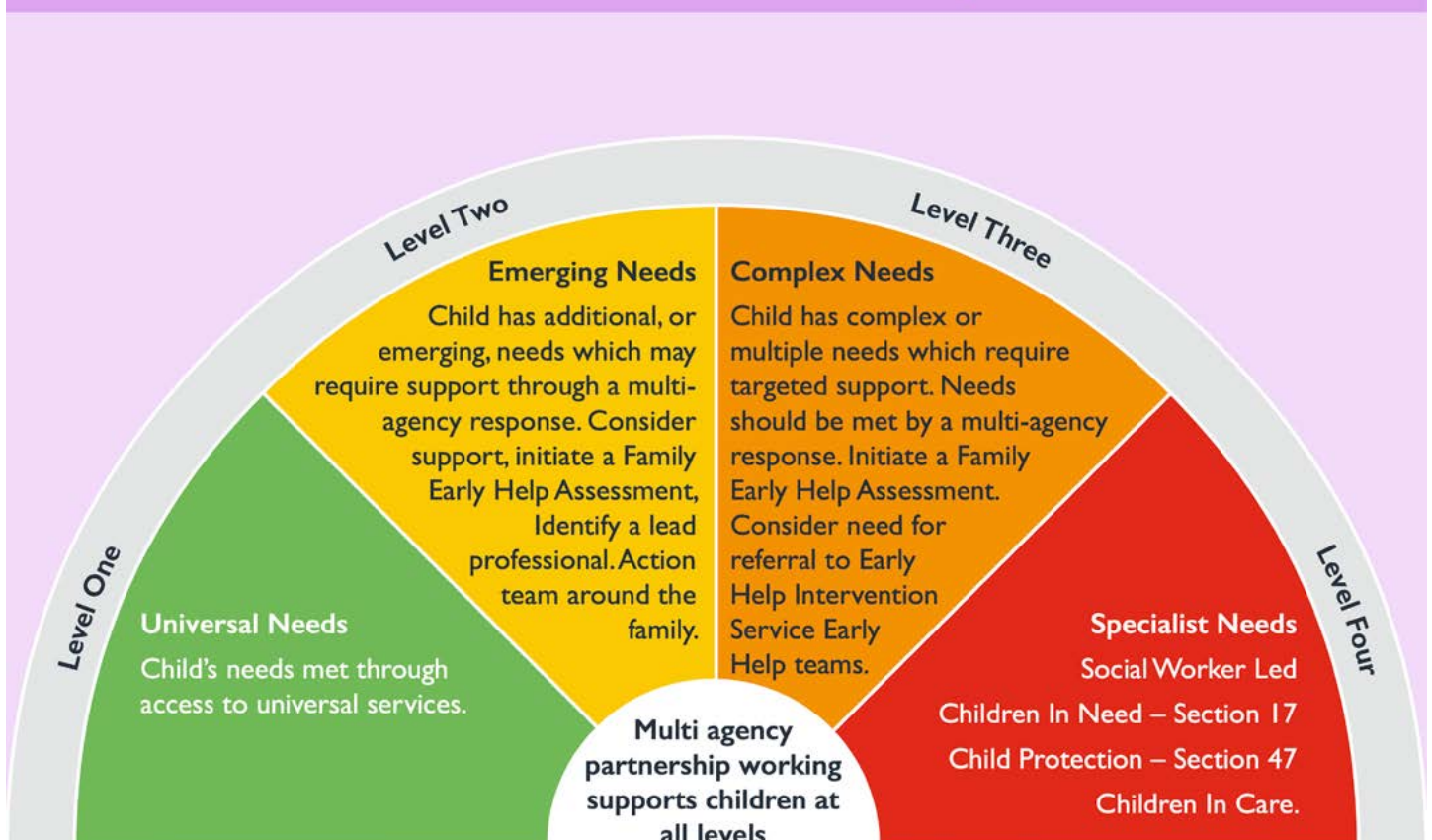


‘No single practitioner can have a full picture of a child’s needs and circumstances everyone who comes into contact with them has a role to play in identifying concerns, sharing information and taking prompt action (Working Together, 2018)’.

## Levels of Need

The City of York Safeguarding Partnership (CYSCP) multi-agency ‘Threshold Document: Level of Need Descriptors’ provides a more aligned multi-agency framework for assessing and responding to need and risks of children and young people. This document is a guide and a starting point to assist practitioners to come to a common understanding. It provides help and guidance to practitioners at all levels, working in the statutory, public, voluntary and independent sectors who work with children and their families. It allows practitioners to identify levels of need and risk through the use of indicators related to outcomes. It also supports practitioners in determining how their service can best support and work alongside children.

## Levels of need and response





## How will we gain consent and share information?

Early Help is voluntary and consent from children, young people and their families to work with them should always be sought. A consent and information sharing form should be used. It is important that children and families understand that consent is required to share information and are agreeable to information sharing as part of the assessment of early help and support needs.

Intervening as early as possible, regardless of the age of the child or young person, can positively improve their outcomes.

For further information regarding information sharing please refer to the [North Yorkshire and City of York Overarching Information Sharing Protocol](#).

For further information regarding the Early Help Privacy Notice and Consent Form please visit the [CYSCP Early Help Page](#).

## Our Vision to deliver Early Help

Our overarching vision is to ‘ensure that children, young people and their families receive the right help at the right time’ (Working Together, 2018).

This is supported by the Governments Supporting Families agenda which states:

**‘Now is the time to be even more ambitious in helping families to thrive. Our vision is to ensure that those families who need support get it at the right point, in the right way, as early as possible.**

**Great things happen when families build on their strengths, call on their support networks and tackle their problems head on and early on.**

**Children, parents and carers are most able to build resilience with services at their side who know them well and can offer trusted guidance.**

**At its heart, the national programme then and now, is about locally delivered early help for families, led by the keyworkers and local partners who know their areas and families best’<sup>5</sup>**

## How we will work together to deliver Early Help across the City of York?

### A strong community offer that builds resilience

The City of York Council have created a Customer and Communities Directorate with an emphasis on supporting customers, building resilient communities, recognising that local people are best placed to understand and find solutions to the particular needs of their communities.

There will be an increased focus on prevention, early help and asset-based community development working across all life stages. This approach also means creating a wide-reaching Early Help network within communities which will also involve working with those people who are already supported by services to connect them to their communities.

<sup>5</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/973186/Chapter\\_1\\_Supporting\\_Families\\_Programme\\_Guidance.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/973186/Chapter_1_Supporting_Families_Programme_Guidance.pdf)

The Customer and Communities Directorate will promote early help for vulnerable families through the co-design of Family Hubs, linked to the Supporting Families agenda to meet the needs of local communities.

### **A strong universal offer that builds resilience**

We want all children to get the best start in life. Our universal approaches start by supporting all families from before the birth of the child. As a basic principle, the first person to offer support to a child or young person and their family should be the professional identifying the issue; this person should complete an assessment that is a whole family assessment using the partnership agreed assessment tool and provide either a single agency response or co-ordinate a team around the child and family. The assessment should be able to be shared with other agencies if there is a need to co-ordinate further support from other agencies.

### **A child and family support service that provides a targeted response within a Team around the child and family.**

Using the early help assessment to identify need, a referral can then be made to the Child and Family Support Service if there is a need for targeted intervention. Child and Family Support Practitioners will deliver support underpinned by an early help assessment and identified plan. They will work as part of a 'team around the child and family' and will provide outreach support in the home. Interventions will typically last 6 weeks to 12 weeks of intensive support to the child and family.

### **Clear pathways to support**

We want all families to have easy access to support when it's needed. We will clearly explain the support available and make it easy for families to contact services and professionals themselves. We aim to deliver a consistent, 'Think family' approach by joining up support across the age range.

### **Joining up how we work**

We want families to experience an integrated approach to early help assessment, planning and support. Using a single process across the City of York Safeguarding Children Partnership will reduce the danger of duplicating effort avoiding different agencies asking families to repeat information and to maximise resources available within the City of York.

### **A whole family approach**

We want to provide support that responds to the needs of the whole family. Support will recognise the strengths of families and work alongside them to build resilience. Children and families will be engaged at every stage and their experiences will help shape and improve services.

### **Measuring the difference, we make**

We want children and families to receive support that meets their needs at the right time and makes a difference to their health, happiness and safety and to achieve their potential. We will measure the impact of our joined up approach across the partnership to check that what we do is effective and a good use of resources.

## Early Help is everyone's responsibility

Every professional working with or engaging with children and families, regardless of organisation has a responsibility to deliver Early Help and support the family to access appropriate services. Our early help offer puts the responsibility on all professionals from across the partnership to identify emerging concerns and potential unmet needs for individual children and families, irrespective of the whether they are providing services to children or adults. Professionals working in universal services are best placed to identify children or their families, who are at risk of poor outcomes. These will be in health services, such as midwives, health visitors, GPs and school nurses, or in nursery and education provision at any age from early years onwards.

Alongside this is the use of local intelligence set out in the Supporting Families (previously known as 'Troubled Families) agenda criteria that supports us to identify both groups of children and families that are more likely to be in need of early support.

## How will we measure our success?

The CYSCP have identified a number of key objectives in order to measure the effectiveness of this strategy. These are outlined below:

- a) Increase in the number of families supported through a multi-agency whole family early help plan
- b) Number of families making progress against the goals in their early help plan
- c) Number of families who are satisfied with the support they receive
- d) Reduction in the number of statutory social work assessments which result in closure
- e) Reduction of re-referrals to CSC and to targeted early help services
- f) Reduction in the number of families subject to child in need and child protection plans
- g) Reduction of contacts requesting a service from the local area team Early Help Service – meaning that families are supported by those who already know them and can provide early intervention at a very early level.
- h) An increased number of partner agency led Early Help assessments and co-ordination of team around the child and family support meetings to progress Early Help plans.
- i) Number of Early Help Audits within the partnership regarding early help assessment, and plans carried out where the outcome is 'Good Practice'
- j) Number of Early Help Audits of the Child and Family Support Service regarding direct work and intervention where the outcome is 'Good Practice'
- k) Number of multi-agency practitioners trained in understanding parental conflict
- l) Number of multi-agency practitioners trained in Early Help related courses to respond to neglect, domestic abuse; mental health needs etc.

## How will the strategy be monitored?

The CYSCP will develop an action plan in response to those objectives, the CYSCP will also rigorously monitor and evaluate Early Help support to establish how effective it is, through various methods such as audits and feedback. This action plan will be monitored by the multi-agency Early Help steering group which reports to the Safeguarding Professional Practice Subgroup.

The CYSCP will also provide feedback on outcomes and the difference it makes to our stakeholders, including children, young people, and families, to ensure that our partners continue to deliver effective Early Help support within the City of York.

## How will we support services in delivering Early Help in York?

Following consultation with our partners we know that in order to support Early Help within the City of York the CYSCP have:

- Developed Early Help Practice Guidance
- Developed an Early Help Assessment Framework
- Created an Early Help page on the CYSCP website which includes information about Early Help and what sources of support are available
- Identified Early Help Champions across organisations who you can speak to about further advice
- Reviewed the referral pathway to seek targeted intervention support from the local authority
- Supported partners to carry out the requirements of the supporting families agenda.

Further information can be found on the [CYSCP Early Help website page](#).

When you complete an early help assessment for a child and family Please contact the Supporting Families team: [supportingfamilies@york.gov.uk](mailto:supportingfamilies@york.gov.uk) to register that you are supporting a child and family.

If you need information regarding services available to a child and family in their local area. Please contact the Family Information Service: [fis@york.gov.uk](mailto:fis@york.gov.uk)

If you need to make a referral to the local area team targeted support service send your completed early help assessment to the Multi-Agency Safeguarding Hub in York (MASH).

If you have a concern that a child is vulnerable or at risk of significant harm please contact the MASH.

The MASH is a multi-agency team made up of representatives from a range of services, including Social Care, Early Help, Police and Health Professionals and is a single point of contact for all concerns about children.

Phone: **01904 551900**

Email: [MASH@york.gov.uk](mailto:MASH@york.gov.uk)

Outside office hours, at weekends and on public holidays contact the emergency duty team telephone: **01609 780780**

If you are a member of the public contacting about your own family or a family you know, you can contact the MASH via the telephone number or email address above.

Further information can be found in the early help practice guidance and the CYSCP website: [www.saferchildrenyork.org.uk/concerned-about-a-child-or-young-person.htm](http://www.saferchildrenyork.org.uk/concerned-about-a-child-or-young-person.htm)

## **Scrutiny Review into Community Hubs**

### **Interim report to note by the Children, Education and Communities Policy & Scrutiny Committee on 4 January 2022**

Review group members: Cllr Webb, Cllr Fenton, Cllr Fitzpatrick.

#### **Purpose**

1. This paper provides members of the committee with an update on the progress of the scrutiny review and invites comments/questions.

#### **Background to the topic**

2. City of York Council has attempted to develop a 'Community Hub Model' to serve residents' needs for example;
  - a. Food poverty
  - b. Fuel poverty
  - c. Loneliness
  - d. Mental health
  - e. Family support
  - f. Housing support
  - g. Budgeting advice
3. There is a view that by housing services near residents then they will be easier to access and can be targeted to local community need.
4. During the Covid19 pandemic existing community centres and buildings have to some extent been adopted as 'Community Hubs' by the City of York Council and these have helped provide the Covid19 relief to residents in need.

#### **Background to the review**

5. It was agreed by the Children, Education and Communities Policy and Scrutiny Committee to scrutinise what is meant by a Community Hub model and what opportunities and pitfalls there are for residents and the City of York Council.
6. Officers secured support for the Scrutiny Sub-committee in the form of an intern to help do some background research.

#### **Joint-working approach**

7. Members met to discuss what questions needed answering. After discussion the following was agreed:

1. Does CYC understand what best practise is when it comes to Community Hubs?
2. How is need assessed? And therefore would that effect what the model should deliver?
3. Is there a template for how to set up a Community Hub? Or is that something that could be developed?
4. How are the hubs to be funded and maintained?

These questions were further refined to a series of outline questions.

### **1. What can a Community Hub provide for its community?**

It was agreed that there were a number of ways of finding evidence to this question:

- Visiting (virtually or otherwise) officers and members from other councils who had already had a Community Hub model
- Potentially surveying all CYC members for information regarding the need (and what is already offered) in their respective wards

### **2. How effective is the proposed Community Hub Model at identifying that need normally?**

### **3. What are the requirements to make the Community Hub Model in York sustainable?**

Members felt that this would include discussions regarding funding, staffing, visibility and usage.

### **Information Gathering**

8. Members met with Charlie Croft in his role of head of Communities to discuss possible questions to ask around the Community Hub model (see above).
9. Members met with Mora Scaife to discuss how Community Hubs supported residents during the Covid19 pandemic.
10. Members were presented with a paper by an intern (see appendix 1).
11. Members asked to organise a meeting with officers and members of other councils as well as managers of Community Hubs elsewhere to discuss the use of Community Hubs around the country. Unfortunately these meetings have yet to take place but there is hope that they will take place in the New Year.

## Appendix 1

### Community hubs

#### What are community hubs?

There is no 'one-size-fits-all' definition for what makes a community hub, but put most holistically, they are a place that is a focal point for local activities, services and accessible to the local community. Community hubs are multi-purpose spaces that reflect the needs of the locality. From acting as a social space to tackle isolation, to providing vital services for community, community hubs offer spaces where everyone is welcome and bring the community together to help. Putting the community, services and businesses in one place, to facilitate the connection between those in need with those who can help.

The 'My Community' gateway run by Locality produced an overview guide to community hubs and the benefits they can offer to local communities<sup>1</sup>. In their conceptualisation of community hubs, they identify 4 key aspects of successful community hubs:

- 1) **Community Lead** – Both offering services for the community, but also guided by the community. Input of the needs of the community should be used to shape the hub to offer specific strength-based services.
- 2) **Multi-purpose** – Community hubs can provide and host a diverse range of activities, services and programmes to the community in order to reflect the local need. It is likely these will variegate between single hubs, as each area will present its own individual needs
- 3) **Makes use of local assets** – Local buildings are used to house the hubs, which can be acquired through asset transfer or local authorities can convert already owned assets. The services offered to fulfil the communities need are based on the strengths and scope of service providers.
- 4) **Enterprising and resilient** – Community hubs need a constant income or funding to be sustainable. A range of sources of this income is usually advocated for to offset the risk of one falling through. Uses their available spaces effectively is key to sustaining community hubs, with constant reviews promoting innovation to improve the working of the hubs.

#### What can community hubs offer?

Community hubs can offer a wide range of benefits to the community shaped by the unique needs of the community. They can either provide their services by incubating or hosting other organisations or they can deliver services themselves, decided by considering strength-based approaches to the specific requirements of the community. By offering a physical space for local

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<sup>1</sup> <https://www.salfordcvs.co.uk/sites/salfordcvs.co.uk/files/Community-Hubs-FINAL.pdf>



organisations and the local authority to work together under one roof to extend their services to all who need them and create more cohesive communities by making connections between individuals.

The Community Hub Handbook by Power to Change<sup>2</sup> suggests a community hub can provide the following:

- Facilities for the use of the local community to ensure a healthy, active and economically thriving population.
- Services for the local community, directly or indirectly.
- Opportunities for community engagement, volunteering, the empowerment of local people.
- The 'added value' of a thriving community hub which enhances community life, e.g. providing a focal point for local people, providing a sense of community, providing spaces for people to meet, etc.

The guide reports the most common offering of community hubs in the UK are community hall or meeting space (59%), health or well-being activities (17%), educational activities (13%), skills and employment training (12%) and community café (11%).

It is important for the leaders of community hubs to consider the needs of the community when deciding what hubs should offer. As a result, community hubs in York, do not work on a one-size-fits-all approach, rather allow the community to lead in identifying the services and programmes which should be provided.

### **Community hubs in York**

In York there are currently community hubs set up at Sanderson Court House, Foxwood Community Centre, Red Tower, as well as Tang Hall Community Centre through working with Tang Hall Big Local. The community hubs in York were set up in response to 30-month trial of a particular approach to community hub provision, 4Community Growth Area-Based Financial inclusion Project (4CGY). From this trial, the community hubs were created through assessment of the needs based on the area the hub is situated in, being led by the community. The report produced by City of York Council's Corporate Director of Children, Education and Communities<sup>3</sup> further details the 4CGY and how the community hubs are modelled in York as a result.

The hubs offer a range of services in key locations in the community from advice services, such as benefits advice, to schemes to improve community skills such as cooking workshops. Additionally, community cafés have been created as part of the hubs, offering members of the community spaces to come to together and share ideas and have social contact, aiming tackling widespread isolation.

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<sup>2</sup> <https://www.powertochange.org.uk/wp-content/uploads/2020/02/Community-Hubs-Handbook-Final.pdf>

<sup>3</sup> <https://democracy.york.gov.uk/documents/s136045/Report.pdf>



While each hub differs in its approach to serving its community, a report by the City of York council in 2021 detailed key principles which are used in the roll out of all hubs<sup>4</sup>:

- i. **Place** - A successful community hub will be located in an area where there is a need for services in an accessible, safe space which is either already at the heart of community activity or has the potential to develop a positive identity within the local community. The venue will be community managed. The strategy must be community led, responding to the ambitions of the community, rather than focussing on finding solutions for particular buildings.
- ii. **People** – The strategy must be co-produced in a partnership of resident volunteers and front line service providers building relationships and trust and encouraging active citizenship. The hubs are about and growing social connections and relationships and connecting resources in new and productive ways: relationships, time, skills, gifts, etc.
- iii. **Purpose** - The established community hubs have been developed in response to particular local needs, for example connecting people to financial inclusion support. A clear initial purpose galvanises activity and motivates people to volunteer and engage. A common theme has been a basic food offer on a free or pay-as-you-feel basis including cooked meals and ‘food shops’ utilising food donated by supermarkets. The benefits of this being three-fold, forming part of the welcome offer, helping household finances go further and creating a social setting where people can relax, feel supported by peers and the wider community.

In addition to the main community hubs, York houses hubs tailored to specific groups within the community. In illustration, the York Migrant Hub has been set up to serve the migrant community in and aid with accessing services in the UK. In partnership with York Explore and other volunteer groups, the hubs run on Saturday’s, respond to the specific needs of migrants in York. Furthermore, the Community Covenant project, has created hubs for the armed forces to reduce isolation and encourage wellbeing, which include running breakfast clubs.

In response to the Covid-19 pandemic, emergency hubs and virtual hubs have been set up to offer emergency aid to communities in York. Hotlines coordinating aid such as prescription pickups and shopping drop-off services for the community were opened to help provide essential services for those isolating or in need within the community. For information on the changes that have been made by the hubs, a report by York City Council explains these in further detail<sup>5</sup>.

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<sup>4</sup> <https://democracy.york.gov.uk/documents/s148607/Community%20Hubs%20Report.pdf>

<sup>5</sup> <https://democracy.york.gov.uk/documents/s142666/Community%20Hubs%20-%20Post%20Covid%20report%20PHCMT%2020200825%20ds%20comments.pdf>

### **What does a successful hub look like?**

Every community has different needs, and therefore the provision each hub being born out of these requirements, differs substantially and so does what constitutes success. The Community Hubs in York each tailor their provision to the area they serve, with outputs from each hub varying. A difficulty in measuring the output of community hubs comes from the hidden impacts of the social aspects of community hubs. The connections made at the hubs are deeply impactful but are hard to quantify. This is an area which should be explored further, to fully describe the impacts and outputs of the community hubs in York.

A study by Power to Change in 2016<sup>6</sup> argued that for asset-based community business (e.g., community hubs) to be successful and resilient, a common vision must be built up with the community. A co-operative approach with the local authority, businesses and other public bodies must be established. It also highlighted the need for innovation and creativity to make services more affordable and tailored to the community, e.g., the use of surplus food from local businesses.

A report by the social enterprise Renasi<sup>7</sup> explains there are 2 main models of community hubs:

Community hubs with the public sector – Run by public sector organisations which bring together different services under one roof

Community hubs run by community organisations – projects run with much input from the local community organisations without help from the public sector

However, often community hubs effectively allow public sector to work in tandem with community organisations to offer the community vitally needed services. A cooperative relationship between the public bodies and community bodies is seen as the best practice, where both act to serve the community with knowledge of what the community best needs.

There are a number of different approaches to community hubs which can be utilised within a community hub network, such as that run by City of York council. Library and Family hubs are two basic models which can be utilised to provide community hubs:

### **Library hubs**

This involves using libraries as community hub bases; either a library set up within community hub spaces, but more likely, community services brought into existing libraries. As libraries are often known as a place to go to access a free resource and are well known facilities within the community, they well placed to house hubs.

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<sup>6</sup> <https://www.powertochange.org.uk/wp-content/uploads/2018/03/Report-14-Success-Factors-Community-Hubs-DIGITAL.pdf>

<sup>7</sup> <https://www.artscouncil.org.uk/sites/default/files/download-file/Libraries-CommunityHubs-Renaisi.pdf>

A report by Renasi in 2017 (seen under footnote <sup>7</sup>) looks at the use of libraries as community hubs through a number of existing case studies. The report details that co-locating a library in a community hub can take many different forms in response to the community need. They can offer additional services related to health and wellbeing, employment and culture and leisure for the community. Moreover, while the community may visit for the use of the library service, having other additional provisions present, might push those in need to seek help which they were not otherwise comfortable enough to access. Offering 6 case studies of varying presentations of the library model, the report offers interesting insight into how the library model can be used to promote other key aims for the community such as increasing exercise or healthy eating.

### **Family hubs**

Family community hubs are centres which offer a number of family services in one location ensuring families with children and young people aged 0-19 to be supported sufficiently. The Family hubs network<sup>8</sup> denote these hubs can facilitate early interventions for families at risk which have been shown to improve children's educational attainment, wellbeing and overall life chances.

A 2016 discussion paper by the Children's Commissioner<sup>9</sup> details the services which can be provided by family hubs, including parenting support and childcare services, and how these can enhance the lives of children around the country. A case study looking at Family hubs on the Isle of Wight showed that within six months of using the services 54% of families had improved scores on children services outcome measures. However, the authors note the need for further evaluation as this was an initial review of the family hubs.

### **Case study – Safe Regeneration Liverpool**

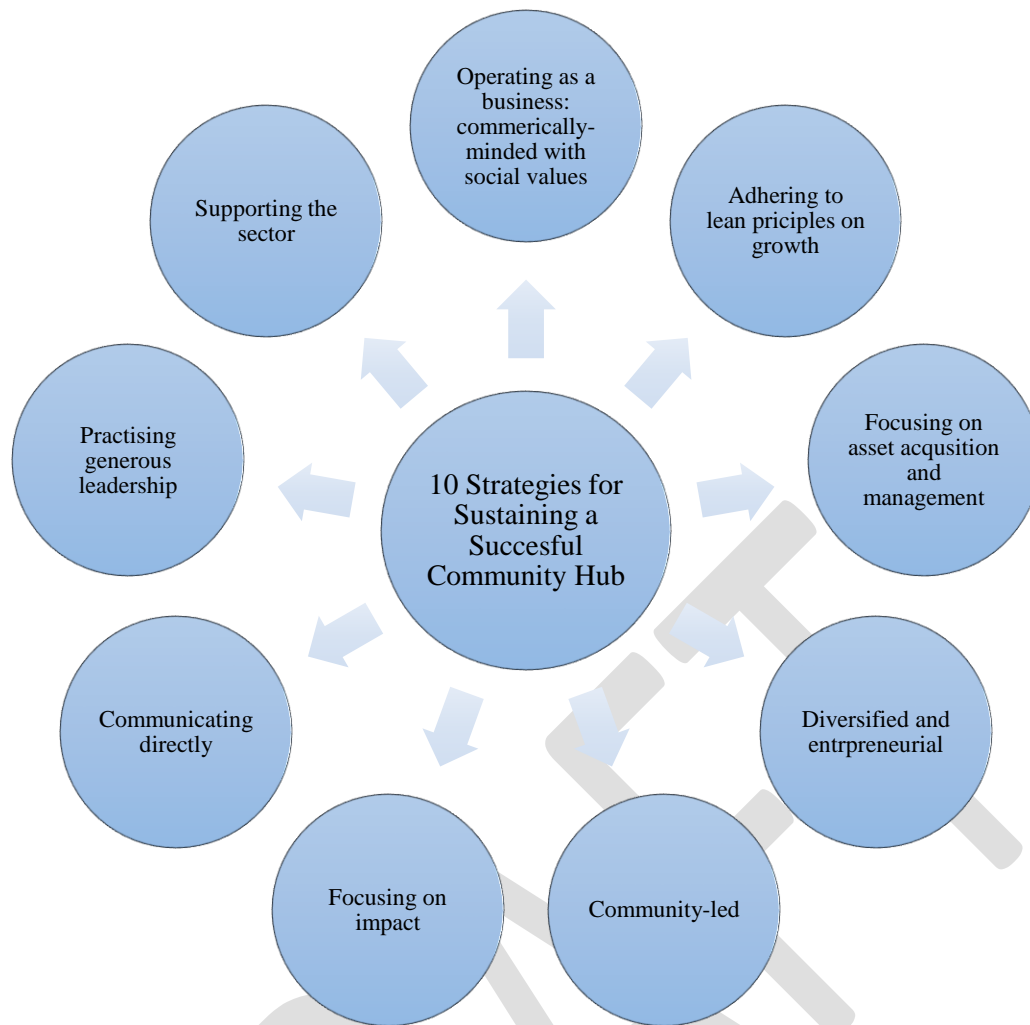
Safe Regeneration (Safe) is a community hub organisation managing two community hubs: St Mary's Complex a former primary school building which now houses more than a dozen creative and social organisations and The Lock and Quay community pub. Safe has operated for over 20 years 'to foster community cohesion, social inclusion and individual well-being whilst contributing to economic and environmental regeneration'. They offer participatory arts programmes, community events and employment skills programmes for the local community. The University of Liverpool studied what allowed Safe to succeed in its aims in the long term, creating 10 strategies which sustain a successful community hub<sup>10</sup>.

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<sup>8</sup> <https://familyhubsnetwork.com/>

<sup>9</sup> <https://www.childrenscommissioner.gov.uk/wp-content/uploads/2017/06/Family-Hubs-A-Discussion-Paper-2016.pdf>

<sup>10</sup> <https://livrepository.liverpool.ac.uk/3076632/1/Community%20hubs%20-%20ten%20strategies%20for%20sustainability%20%28Digital%29.pdf>



For more examples of well-established community hubs nationwide, the following offer in-depth look at the models utilised by the Thurrock Council<sup>11</sup>, whose pathfinder hub attracted 135,238 visits over its first year of operating and established regular services from over 30 separate advisory and social groups and Netherton Community Centre which has been offering a range of community activities for over 15 years<sup>12</sup>.

### **Funding**

The funding for community hubs can come from a myriad of sources, varying greatly on a hub-by-hub basis. This is due to the great diversity in the services offered, costs and service users, among many other factors which impact the requirement for funding and how much can be secured. A report of the community business market by Power to Change in 2019 noted the 2000 community hubs in the UK are estimated to generate £247 million annually and own assets of £98 million<sup>13</sup>. Due to the variety in services provided it is not recommended to provide a generalised cost of community hubs per annum, as this can change at each hub depending on size and provision.

<sup>11</sup> [https://democracy.thurrock.gov.uk/Data/Cabinet/201211141900/Agenda/\\$3128%20-%2017234.doc.pdf](https://democracy.thurrock.gov.uk/Data/Cabinet/201211141900/Agenda/$3128%20-%2017234.doc.pdf)

<sup>12</sup> <https://www.powertochange.org.uk/wp-content/uploads/2018/03/Netherton-Community-Centre-Case-Study-1.pdf>

<sup>13</sup> <https://www.powertochange.org.uk/wp-content/uploads/2019/12/CBM-19-Report-DIGITAL-1.pdf>

Future cost estimates should be drawn up for each hub individually in order to examine what funding is needing to sustain the provision.

The 'Community Hubs: Understanding Survival and Success' report<sup>14</sup> details research by the Local Trust in partnership with Power to Change surveying community hubs reported a variety of sources of income (page 19-34). The figure below highlights the community hub surveyed primary and secondary income sources.

<b>Type of income source</b>	<b>% (both primary and secondary income sources)</b>
Meeting room or hall hire	89
Grants from trusts and foundations	50
Office hire	46
Donations from local people	41
Sales from food or drink	40
Public sector grants	38
Income generated by activities beyond the building	30
Other sales of goods or services	29
Public sector contracts	23
Grants from Big Local/Big Local £1m	21
Loans	13
Grants from businesses	11
Membership fees	11
Crowdfunding or community shares	4
Income from an endowment or investments	1

Additionally, of the community hubs surveyed, 71% owned their own building (41%) or have a long lease (30%) on the building utilised for the hub. This allowed them to create sources of income that supported the running of the community services and building. Owning of the building was judged to be a solid asset to the community hub, with renting out parts of the hub creating reliable and long-term revenue streams, which was key to the sustainability of the community hubs.

For community hubs to survive long-term, providing paid services is deemed as essential due to the constant expenses to provide services. Often this occurs through asset transfer of the buildings the hubs are housed into whomever operates the hub, thus facilitating income to be made through renting out the space for use by external groups, for example exercise classes.

<sup>14</sup> <https://localtrust.org.uk/wp-content/uploads/2019/07/Community-Hubs-Report.pdf>



This said, it is important to distinguish between customers and beneficiaries of the space, as if in an endeavour to raise funds, the community hubs shift to customer focused activity provision, the service those vulnerable and in most need in the community may be lost.

Acknowledgment must come that community hubs are expensive to run the report notes, and under-funding is common and undermines the success of the hubs. To target this, it is good practice for hubs to run strict business models to ensure funding is located effectively.

The community overview (listed under footnote <sup>1</sup>) produced by community research group Locality highlight the importance of diversifying funding/income sources as a factor in making a community hub resilient and sustainable. They suggest these can come from a range of sources including:

- Grants
- Contracts and service delivery
- Trading income
- Asset based income

They highlight that while many models rely on solitary grants, especially in starting up the hubs, to be sustained in the long-term community hubs must move beyond relying solely on grants.

### **Case study: Leeds City Council Community Hubs<sup>15</sup>**

Rolling out a city-wide community hubs scheme in 2016, Leeds city council operates a network of 37 hubs, with 20 large sites. The hubs are council operated, integrating key stakeholders under one roof, including welfare rights, legal clinics and ESOL lessons. The hubs are majority funded by 17-million-pound investment by the council. The large public funding for the hub reflects the local council control of their hubs, using them as a base for many of the council offered services. By making the large investment the community hubs have been able to expand to include mobile hubs facilitated in trailers which can be used to access the hardest to reach in the community.

### **How to measure output?**

As aforementioned one of the challenges regarding community hubs is measuring their outputs. This is because much of their impact is hidden and hard to quantify. Often outcomes from community hubs are measured either by figures surrounding service use (e.g. how many people attended a hub) or case studies from users, as can be seen in many of the hub case studies presented above. While these offer useful insights to the workings of community hubs, they can often fail to illustrate the connections made through the hub and to show wider impacts on people's lives. An area for further discussion and research is how best to capture the outputs of community hubs and in particular, how they are fulfilling the needs of York's community.

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<sup>15</sup><https://www.local.gov.uk/sites/default/files/documents/W2.%20Community%20hubs%2C%20health%20and%20wellbeing%20-%20Leeds%20City%20Council.pdf>

## Work Plan

Scrutiny Area	Meeting Dates	Type	Items
CEC	04/01/2022	Committee	<ul style="list-style-type: none"> <li>1) Holiday Activities and Food (HAF) Programme 2021 Update</li> <li>2) Early Help via CYC Local Area Teams – to help inform Community Hubs review</li> <li>3) Community Hubs scrutiny review - interim report</li> <li>4) Financial Monitor Quarter 2</li> </ul>
CEC	28/02/2022	Joint Commissioned Slot with HASC	Children and Young People's Mental Health
CEC	02/03/2022	Forum	<ul style="list-style-type: none"> <li>1) Public Health in York Update</li> <li>2) Covid 19 Update</li> <li>3) staff absence/sickness rates within the Peoples directorate</li> </ul>
CEC	31/04/22	Committee	<ul style="list-style-type: none"> <li>1) York Learning annual update report - to include digital inclusion and post Covid recovery</li> <li>2) Skills and Employment Board update</li> <li>3) Cultural offer – REACH update and York Explore annual report</li> <li>4) Financial Monitor Quarter 3</li> <li>5) Update on the Profile of Children and Young People in Care</li> </ul>
CEC	17/05/2022	Joint Commissioned Slot with HASC	Autism Strategy

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