

Report of the Director of Children's Services, Education and Skills

Portfolio of the Executive Member for Education, Children & Young People

Prevention and Early Intervention Services – a proposal for a new way of working

Summary

1. This paper follows the Executive Meeting decisions made on 17 March 2016. At that meeting Members:
 - a. endorsed the implementation of new place-based prevention and early intervention services within Local Area Teams
 - b. agreed to a public consultation and further paper on the delivery of children's centre services as part of the new operating model
 - c. agreed to receive a further paper presenting proposals on revising the city wide and city centre youth offer as part of the new operating model
2. The paper presented at the Executive meeting in March outlined the plans to create new Local Area Teams which would work right across York. These new Local Area Teams would bring together a range of existing services to form a new set of preventative arrangements for families from pregnancy through to adult hood. By working in a more coordinated way with partners and communities, the new arrangements will deliver more effective and efficient ways of whole family and community based working.
3. The review of our early help arrangements aligns with the council's move towards a wider vision of a new place-based operating model. The Executive will receive further papers on developments across the council towards the new models in due course.

4. Following the Executive's endorsement of the Local Area Team approach to prevention and early intervention, work has been underway to establish the new structures, processes and most importantly the new ways of working that are required. An updated outline of the new Local Area Teams is presented in Annex A. It is envisaged that the model will go into implementation phase from January 2017 onwards.
5. This report focuses on proposals relating to:
 - a. The outcome of the children's centre service consultation and proposals for the future delivery of the universal early years offer.
 - b. The creation of a new city wide youth offer with proposals for developing a new city centre offer to young people.
6. The proposals for both of these areas will be clearly set out within the context of the creation of new Local Area Teams. It is intended that the new Local Area Teams will be the model through which the early years offer, the youth offer and all of our preventative and early intervention work will be delivered in future.

Recommendations

7. Members are asked to agree the following regarding children's centre services:
 - a. All nine sites are re-named and re-launched as a range of children and family centres that enable more flexible and responsive provision which aligns with local community activity and use.
 - b. Maintain three children and family centre resources as designated 'children's centres' with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams.

This will:

- Continue to ensure the right offer of universal access to early years services in conjunction with a range of partners including early years settings, schools, the Healthy Child Service and community led groups.

- Allow for the development of a wider range of family and community activity in each locality area.
 - Allow the council to realise the full potential of staff as part of a larger outreach model of whole family working to strengthen prevention/early help intervention through the Local Area Teams.
 - Maintain statutory responsibilities for delivering early childhood services with a more flexible asset approach.
 - Allow the opportunity to review each building as part of a full review of locality resources and assets in line with where families say they want to access them from.
 - Reinvest any capital or revenue gain from building assets as part of a wider council asset strategy and in line with services for children and families.
8. Members are asked to agree the following regarding the approach to the city Youth Offer:
- a. A revised offer including information and advice services being drawn from the Local Area Teams to deliver city centre services alongside Adult Services and Community and Voluntary Sector partners as outlined in paragraphs 54 and 61.
 - b. To relocate the city centre offer from 29 Castlegate to Sycamore House to achieve this.
 - c. To release 29 Castlegate for disposal as a surplus asset and to bring back a further report setting out the required funding for any works to Sycamore House and any other re-designated sites; this will in principle be funded from the capital receipt from Castlegate.
 - d. Begin a process of engagement and commissioning of community partners to deliver the youth counselling offer.

This will:

- Move towards a greater, holistic approach to older young people.
- Provide a new offer for young people alongside services for adults in a way which does not compromise dedicated support for young people. For example, through different opening times

or provision on alternate days. The design of the new offer will be developed with service users.

- Build community capacity to continue the delivery of health and wellbeing services to young people.
- Allow the council to focus staff capacity onto an outreach model of work with older young people as part of the Local Area Team approach.
- Reinvest any capital or revenue gain from building assets as part of a wider council asset strategy and in line with services for young people.

Reason: This will finalise the plans for the Local Area Teams, allow the council to take forward agreed work to remodel early help arrangements and achieve the associated savings targets.

Background

A new operating model for early help

9. We know that for most families York is a great place to grow up and that the vast majority of children are safe, resilient and achieving. However we also know that some children and young people will have a very different experience. The new Local Area Teams will be a key part of tackling this inequality in order to improve the long term prospects of families most in need.
10. We know that by tackling issues as they emerge there is a significant chance of preventing long term poor outcomes and the need for more specialised and high cost services at a later stage¹; not only across children's services but across a range of public services right across the city.
11. The paper presented to Executive on the 17 March 2016 set out the vision for the development of new Local Area Teams. Annex A provides an update on progress in the development of Local Area Teams following endorsement by the Executive. Work is

¹ Allen,G. 2011 'Early Intervention: The Next Steps'. An Independent report to HM Government
Ross,A. Duckworth, K et al. 2010 'Prevention and Reduction: a review of strategies to prevent or reduce youth crime and anti-social behaviour intervening early' Centre for Analysis of Youth Transitions
McGovern, W (2012) Guide to the toxic trio: managing multiple parental problems, substance use, mental health and domestic abuse. Guides. Community Care Inform [online]
<https://www.ccinform.co.uk/guides/guide-to-the-toxic-trio-managing-multiple-parental-problems-substance-use-mental-health-and-domestic-abuse/>

progressing to establish the new operating model. Formal consultation is currently underway with staff and partners in order to establish the new Local Area Team structures.

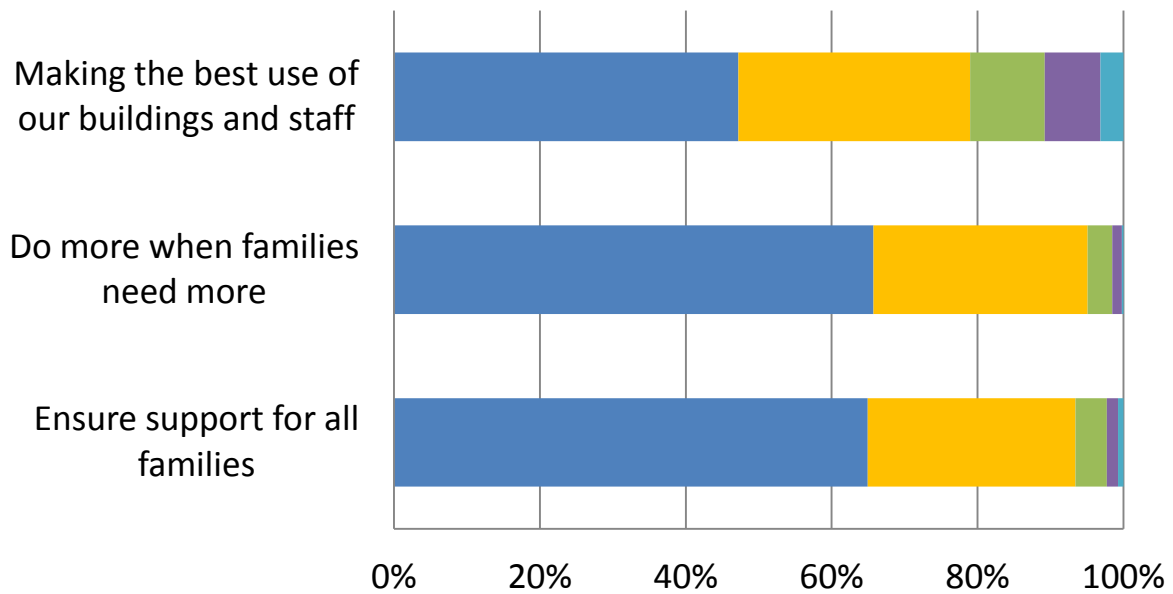
12. This paper does not intend to revisit much of the information which is held in the March 2016 Executive paper but it is important to note that the recommendations presented in this paper are central to the development of Local Area Teams. The recommendations should not be seen in isolation from the overall development of our new approach to early intervention or indeed the wider direction of travel for the council towards a new operating model.
13. The Council is committing to a vision of local area based working which can more easily recognise and respond to the differing needs of different communities and families. We are placing children and young people at the heart of our city and everything that we do. Only by committing to this vision can we ensure that all children and young people can be safe, resilient and achieving.

York Children's Centres

14. The paper to Executive in March 2016 set out that children's centre services would be one of the service areas which would form the new Local Area Teams. Bringing children's centre services together with a wide range of other services allows us to build a more holistic offer for families to support the journey of the child from pregnancy through to adulthood.
15. The entire purpose of establishing Local Area Teams is to create a new, more effective and sustainable way to ensure and deliver services to families. This means we will look at new ways to make best use of our resources, our workforce and our buildings.
16. At the March 2016 Executive meeting it was agreed to carry out a public consultation to establish the best way to deliver the children's centre service offer. The consultation put forward proposals for the new offer which are summarised below. A detailed background paper including the full proposals and results from the consultation are included within Annex B.
 - a. Ensuring support for all families –The Local Area Teams will ensure that all families are able to access a wide range of universal support and services.

- b. Do more when families need more – When families have a greater need of support, we can respond alongside our partners to do more.
 - c. Make the best use of our buildings and staff - We wanted to review the use of our existing buildings and make better use of staff time across the city.
17. The consultation set out that to deliver this new offer we must review how we run our existing buildings. Every year the children’s centre service spends over 20% of its budget in addition to staff time, on running our children’s centre buildings. We want to reduce this so that we can maximise the number of staff we have to work with families. The offer made to families by Local Area Teams goes beyond the government definition of the services a children’s centre would traditionally provide, and this needs to be reflected in everything we do.
18. Children’s centre services in York are currently delivered through nine registered or “designated” children’s centres. Services are also delivered in some community spaces or family homes. By designating these nine buildings as “children’s centres” we are limiting their potential use. Another consequence of designation is that the burden of facilities management, maintenance and other costs are solely born by the children’s centre service. This means that as we look to find increasingly effective ways to meet the needs of families we must maximise the potential of our estate. By doing so we can maximise the use of our budget on providing the workforce and delivery of services that families value most.
19. The public consultation ran from the 18 April to the 25 May 2016. In this time 981 people responded to the consultation. The feedback from the consultation is being used to remodel the early years offer and the work of Local Area Teams so that it is as effective as possible and responds to the needs of residents.
20. The chart below shows how strongly respondents agreed or disagreed with the three key proposals. A detailed analysis of the feedback received is provided in Annex B.

Agreement with proposals



	Ensure support for all families	Do more when families need more	Making the best use of our buildings and staff
Strongly agree	65%	66%	47%
Agree	28%	29%	32%
Neither agree nor disagree	4%	3%	10%
Disagree	2%	1%	8%
Strongly disagree	1%	0%	3%

Ensuring support for all families

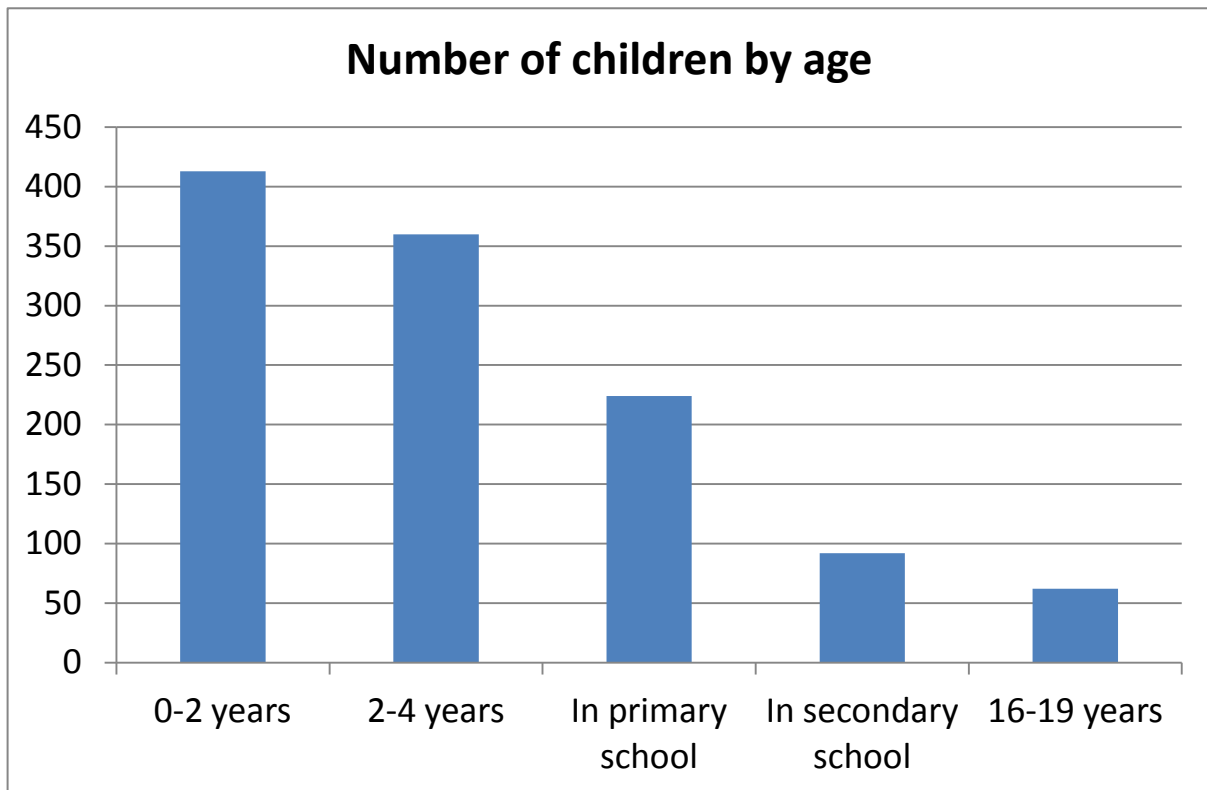
21. There was strong endorsement from families that the redeveloped early years offer made by Local Area Teams should ensure support for all families (93% either 'strongly agreed' or 'agreed').
22. The importance of ensuring support for all families was underlined in comments received by children's centre staff and to the children's services feedback email address.
 - a. Families fed back that they would like to see the existing community and parent led offer continue. Feedback from a drop in session at a children's centre highlighted that many

parents, especially new parents, come to the volunteer run groups to get out the house, make new friends (both for the parents and the children) and some parents were worried there will be nothing left for them if these groups go. They felt it was important to keep them.

- b. Parents also expressed concern about the potential costs to access different groups. Feedback suggested that the developing offer made by community and parent led groups worked best when costs to families to attend groups was kept as low as possible.
- c. One suggestion included encouraging accessible groups for working parents at times outside of working hours: *“I support the review and changes. For me one of the most useful changes would be to increase the times of the day or days of the week that I can access the services. Parenting isn’t 9-5 and I am a full time working mum with a long commute daily so my weekdays are very long.”*

Do more when families need more

- 23. The proposal to ‘do more when families need more’ received strong endorsement with 95% of respondents saying they ‘Strongly agreed’ or ‘Agreed’ with the proposal. It is clear that the early years offer made by Local Area Teams must be able to identify and support families at times where more support is required.
- 24. Comments made through the consultation supported this proposal.
 - a. “The children’s centre were my link to the outside world and helped me to see the light at the end of the tunnel”
 - b. “Been really helpful for us. Never used to like to ask for help but have started to and nice to have someone suggest things alongside us rather than do to us.”
- 25. The chart below shows the profile of families taking part in the consultation. It is clear that many families have children at different ages and stages. Feedback would suggest that purely providing support in relation to one child or age can be less effective than delivering a child centred response which reflects on the needs of the entire family.



Making the best use of our building and staff

26. The feedback made clear that families value the quality of the staff delivering services:
- a. "I really appreciate the care and support to me and my children"
 - b. "Been really helpful for us"
27. There was strong endorsement for 'making the best use of buildings and staff' with 79% of respondents stating they either 'Strongly agreed' or 'Agreed' with the proposal. The level of endorsement is not as emphatic as for the other proposals but is still very strong with only 11% stating they 'disagree' or 'strongly disagree'.
28. From reviewing comments made alongside the consultation there are some important themes to reflect upon.
- a. That value is placed on having staff in place and able to respond to need as opposed to unmanned or underused buildings.
 - b. That people endorse the exploration of alternative arrangements for buildings as long as it doesn't undermine the

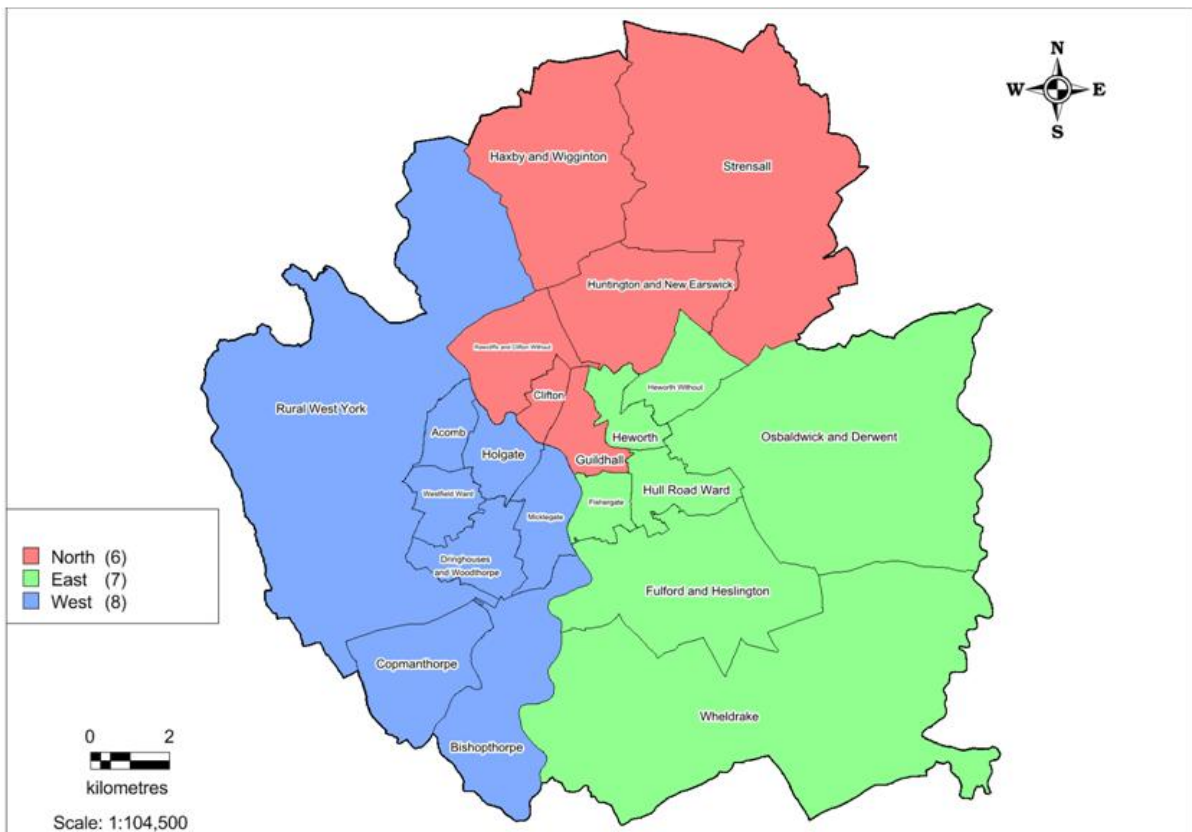
first two proposals (ensuring support for all families and doing more when families need more).

- c. That we should explore other opportunities for where families can access support in communities right across York and not limit delivery to existing children's centre buildings.
 - d. That some concern was put forward about using the same space for direct work with young children and older young people. It is not proposed to have a single building which is the only point of delivery. The proposal is to make use of a range of locations across York which would be suitable for the delivery of services that are age appropriate.
29. Reflecting upon all of the feedback received it is proposed that we now revise our children's centre offer so that it focuses on improving outcomes for all families and provides families with the highest levels of need with more focused support. We will build that offer into the wider work of new Local Area Teams. A summary of the proposed offer is shown below and more detailed description is provided within Annex B. It is proposed:
30. **That Local Area Teams ensure that all families are able to access groups and support in their community, wherever that is.** The offer to all families will be made up of health visitor services, voluntary and community led groups offering support, learning and social activities, good or better quality childcare and early year's education and good quality information to help families understand what is available.
31. **That wherever families have a higher level of need that we can provide more support.** This cuts to the heart of our new Local Area Teams purpose. Local Area Teams will work with families, communities and a range of partner agencies to address emerging needs at an early stage, wherever that may be. Local Area Teams will make a much broader offer to families by providing a continuity of support from pregnancy right through to adult hood. All agencies will work together in a local area to share information to secure the best possible outcomes for families. Local services will work together to be there when families reach out for support and will also pro-actively identify and engage families in need.
32. **That families can access the right support, in the right place, at the right time.** The consultation has clearly shown that

residents want provision to be in place for all families and that when more support is needed that this is available. Following this endorsement we are proposing:

- a. To create new Local Area Teams which go beyond the government definition of the services children's centres would traditionally provide.
 - b. That families will be able to access a greater range of services in their community not just for young children but through into adult hood.
 - c. That we ensure and deliver services to families right across the city (the map below shows the proposed reach areas of the three new Local Area Teams).
 - d. That our staff can spend less time and resources on managing buildings and more time with the families they need to focus on.
 - e. To make use of the full potential for the council's estate to respond to the needs of local communities. This means taking a one public estate approach of all of our assets rather than each service area working in isolation to maintain potential resources that may not be required in the long-term future.
33. The offer from the buildings will provide opportunities to extend opportunities to children and young people across the 0-19 age range, rather than being restricted to 0-5. How we all use these buildings and others in the future will then be shaped by the needs of the communities they serve. By changing how we use our buildings we can make best use of these spaces in communities, by communities. We can also improve our efficiency and effectiveness by reducing the amount of time and money our staff need to spend on looking after buildings. In doing so we can maximise our staff time and resources on what families need and will make the greatest difference.
34. The early years offer and the wider offer made by Local Area Teams will respond to need. We will base ourselves in the areas of York with the highest identified need but must work throughout York wherever we are needed. This means we need to look not just at what we deliver through our children's centre buildings but what we deliver from any council building, any partner building and also what we deliver in families homes.

35. The delivery of this new offer should not be limited to existing children's centre buildings. We will build on our work to reach out to communities in response to need throughout York. We must have an unrelenting focus on delivering the best possible services with families throughout our city. The map below shows how it is proposed to deliver the new early years offer right across York through the development of three new Local Area Teams.



36. We are therefore proposing that we take forward the development of our new early years and 0-19 offer through Local Area Teams. In doing so we propose we re-designate our children's centres buildings to allow us to make better use of those spaces and to also broaden our delivery right across the city.

37. We set out in the consultation that in expanding the offer we make to families that we needed to explore if all of our buildings should continue to be independently registered with the government as "Children's Centres". The current nationally prescribed definition of a children's centre can be summarised as ensuring integrated early childhood services². Our proposal goes beyond this by

² See Annex B for full details.

aspiring to ensure integrated services for families from pregnancy to adult-hood. By reviewing our registration and releasing the buildings it gives us more scope to provide a wider range of our services throughout York. Expanding the offer to families and looking at who runs the buildings also gives us the opportunity to strengthen links with local schools and improve the transition from pre-school to primary school.

38. We will re-name and re-launch our offer to families through all existing sites and develop that offer in response to the needs of local communities. We will maintain three of our children and family centre resources as designated 'children's centres' with the statutory responsibility for ensuring the delivery of integrated early childhood services across the city. These centres will be the main bases for the Local Area Teams. These will ensure delivery right across the city through the three Local Area Teams shown in the earlier map. The children and family centre resources to be designated as 'children's centres' are:
 - a. Hob Moor
 - b. Clifton
 - c. Tang Hall
39. By changing the designation of our children's centres it means we can more readily consider their potential uses as part of a council wide asset strategy. As already outlined above the current burden of cost, maintenance and management of the children's centre buildings falls solely to the children's centre service. This is not an efficient or effective use of the time and the skills held by this group of staff. It makes far more sense to consider the children's centre assets as part of a single public estate strategy. By taking a "one public estate" approach we can better ensure the maximum potential of our assets are realised and not distract our staff from the work that families value most.
40. Financial and regulatory aspects of these proposals are explored in Annex B and in the implications section starting from paragraph 70. Executive will wish to consider any potential implications on delivery resulting from the proposals. It is worth addressing two key implications at this stage.
41. The first is the change in registration of 'children's centres'. This impacts on the need for the council to respond to Ofsted inspection

frameworks on early year's services for each individual building. The Local Area Teams will have a clear remit regarding the outcomes of young children in terms of the best start in life and will continue to monitor and measure levels of school readiness, health and other indicators of progress across the family circumstance to ensure appropriate delivery of services. Similarly, the Teams will have responsibility for ensuring effective and quality community provision for early years as well as a wider age remit. The reach areas of the Local Area Teams as outlined in the map, and of the proposed remaining Children's Centres is in line with Department for Education population figures. Rationalising the administrative requirements in this area will maintain the focus further on frontline delivery yet maintain an adequate level of oversight to drive quality of early childhood service delivery.

42. The second implication relates to when children's centres were first established across the UK; capital funding was made available to Local Authorities. An important condition to be aware of is the potential for capital costs claw-back. York is not alone in wanting to make changes to its early years offer to families. It is not thought that the proposals made in this paper would place us at significant risk of capital claw-back. This assessment is made by reviewing the approach taken by other local authorities and the guidance issued by the Department for Education. In addition, our proposals are based on the continued delivery of services meeting the aims of the original capital grant. This would mean continued delivery of early childhood services of some form in response to the need of communities. Re-designation of all nine centres from this responsibility however would increase the risk of potentially raising issues as to whether the City is fulfilling its statutory obligation to ensure early childhood services and inevitably, a potential scrutiny for claw-back purposes.
43. It is important to also note that the proposals are in line with many other local authority reviews of children's centre services and a willingness to look at different delivery models to expand the offer to wider families and communities. A national review of the status of children's centre services remains anticipated to consider further evaluation of services and resource into the medium to long term future.
44. A more detailed analysis of potential capital claw-back is explored in Annex B.

45. Due to the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, the year on year savings targets linked with Local Area Teams was re-profiled. This provides some time in which to carry out site by site assessments and conduct any negotiations over transfer of assets. As such any transfer of building ownership would need to take place by the 31st March 2018. Buildings could be transferred earlier than this date but only once the process outlined above is considered.

City wide and city centre offer to young people

46. It is important to note that the development of our new city wide and city centre offer to young people is informed by the voice and experience of young people themselves. York is able to demonstrate a strong and ongoing commitment to listening to children and young people and working alongside them in the development of new services. Further detail on the voice of children and young people, particularly reviewing the city centre youth offer is provided in Annex C.
47. The creation of Local Area Teams presents an opportunity to revisit our city wide and city centre offer to young people. The same proposal headlines for children's centres can also ring true in our aspirations for developing our Youth Offer further:
- a. Ensure support and activities for all young people – having places to go, and things to do.
 - b. Do more when young people need more – from their communities as well as trusted people in times of need
 - c. Make the best use of our buildings and staff – rationalise where young people go, and get an effective service from the right people, at the right time.
48. We want our city wide offer to enable young people to be supported and to be able to access a range of groups, activities and experiences which provide them with support, enjoyment and readiness for independence and adult life.
49. In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. A growing and vibrant community youth sector has been emerging across the city since the previous

transformation of council run youth services with particular successes in developing and sustaining groups for communities of interest (ie multi-national, music and events engagement and alternative learning provisions) and listening to young people's voices to bring together cross ward developments of the youth offer (ie Canon Lee in Clifton, Clifton Without and Rawcliffe approach at Annex D). Our community capacity building model can demonstrate an increase in the amount of provision from previously direct delivery involvement by the council.

50. The Local Area Teams will have a key responsibility to continue this approach to ensure a Youth Offer is provided to all; the vision is to continue these successes into building community provision which reduces social isolation in our communities of most need.
51. It does remain that our city centre offer is delivered in isolation from this development and the current move is towards understanding how we can connect our capacity back to the community. There will however, be elements of the youth population, particularly older young people who need a slightly different offer; a trusted point of contact to initially understand their needs, gain support and to ensure they make the best use of social and community networks. The consideration for this paper is how we do this whilst ensuring young people can access the right services they need, where they most need them.
52. We propose to continue the development of the Youth Offer by:
 - a. Further strengthening and championing work to listen to the voice of young people and involve them in service and community developments through Local Area Teams, the city centre offer and with our partners across York.
 - b. Improving our online delivery of information to young people alongside a redeveloped, multi-modal city centre information offer. This will make it easier to see the range of support and provision which is available to young people across the city as well as in their local community.
 - c. Creating a new more holistic and partnership based city centre location, particularly focussed on older young people transitioning to adulthood and a developing link to adult and community sector services.

- d. Rather than an entirely city centre, council run resource, draw dedicated capacity from each Local Area Team that will work with voluntary and community sector partners to ensure city centre provision is available and can link young people back to the strength of resources in their community.
 - e. Ensure our offer to community and voluntary groups around resource and funding capacity is consolidated; making our funding streams and resource offers easier for community groups and providers to access to help them become established.
53. The existing city centre offer of information, advice and support is delivered through Castlegate for Young People. This was established as a council run resource in 2007 and delivers careers Information, Advice and Guidance (IAG) to young people aged 16 to 19 (up to 25 years old for disabled young people), advice and support with housing, employment, benefits, debt, health, as well as a counselling and well-being offer for young people aged 16 to 25 years old.
54. Through previous transformation streams for Youth Support Services, the Executive has had discussions regarding the future of city centre youth offer provision and has confirmed the desire to continue with such an offer. The proposals outlined in this paper will build on the concept of the Local Area Teams as the main capacity builders ensuring the youth offer in the city continues.
55. There have been several attempts from a range of council services who deliver support for the issues identified above, as well as community and partner agencies, to review the ability to maintain a holistic and supportive offer for young people in difficult fiscal times. Positive discussions around more collaborative and joined up working to develop the city centre offer have occurred during this time and have awaited an opportunity to reshape and strengthen community involvement; this is now considered an appropriate time to move proposals forward.
56. An opportunity has arisen to once again revisit the ability to achieve a holistic offer for our older young people from a city centre venue.
57. Three potential options for maintaining a city centre base have been considered which include: continuing service delivery from

Castlegate; splitting the 'drop in' and appointment venue based offers according to need; and relocating as well as reshaping the community well-being offer from Sycamore House, Clarence Street, York.

58. A brief overview of the consideration of maintaining services across those particular options is highlighted in the table below:

Table 1: City Centre Offer Venue Options

	Castlegate	Sycamore House	Split Site offer
Pros	<ol style="list-style-type: none"> 1. Well known venue for young people, partners and stakeholders 2. Previously designed by young people 3. Young people's consultation showed they want somewhere to tell their story - Castlegate provides this 4. Well regarded by health clinicians as a venue that supports the emotional needs of young people. 5. Serves as one stop shop for young people age 16-25 with effective signposting to other services. 	<ol style="list-style-type: none"> 6. Presents innovative first step towards a combined city centre offer through Children's, Adult Services and Community and Voluntary sector partners for older young people. 7. Reinforces multi-agency response from one location 8. Community and Voluntary partners have expressed an appetite to join a collective approach. 9. Increased stakeholder involvement provides ability to maintain drop-in and holistic services. Previous consultation with young people showed they valued this. 	<ol style="list-style-type: none"> 1. Highlighting an offer from multiple locations which can respond in a specialist way for the issue at hand. 2. Further expands stakeholders involved in the whole City centre offer 3. Gives public facing perception of all age Services 4. Begins to support older young people to access more adult oriented services

	Castlegate	Sycamore House	Split Site offer
		<ul style="list-style-type: none"> 10. Larger venue in good condition that allows for future expansion and flexible development of the offer. 11. Young people's consultation showed they want somewhere to tell their story Sycamore House could provide this. 12. This can serve as a one stop shop for young people age 16-adulthood with effective signposting to other services. 13. Potential release of capital from sale of Castlegate. 14. Closer links to adult provision for transitioning young adults. 	
Cons	<ul style="list-style-type: none"> 1. Venue not big enough to develop services and expand offer with partners. 	<ul style="list-style-type: none"> 1. Initially dedicated CYC facilities management for the building would be required. 	<ul style="list-style-type: none"> 1. Splitting CYC service resource increases building and delivery overheads which impact on the ability to deliver

Castlegate	Sycamore House	Split Site offer
<ul style="list-style-type: none"> 2. Does not align fully with LAT model and link to building community capacity. 3. Current model entirely council focused – an anomaly for similar services 4. Building condition requires medium and long term renovation 5. Building maintenance costs risks delivery of savings targets. 	<ul style="list-style-type: none"> 2. Some crossover contact with vulnerable adult customers is likely whilst changes to opening times and approaches bed in. 	<ul style="list-style-type: none"> savings. 2. Splitting CYC staff resource to sustain split offer impacts on ability to deliver savings and offer more flexible approaches within LAT model.

59. From the options, the preference would be to relocate to Sycamore House; this would potentially offer the following:
- a. Provide space for complimentary, voluntary and community sector partners to be permanently based at Sycamore House. This would create additional space to establish the city centre offer on a much stronger partnership basis and opens up exciting opportunities to deliver a more diverse range of support to older, transitioning young people.
 - b. Provide a multi agency and holistic framework of information and advice sessions across a range of themes to meet identified need for both adults and young people at differing times, but creating the same supportive response. These sessions would be supported as required by drawing workers in from Local Area Teams, other CYC services and partners from the community and voluntary sector. This would look to include a range of advice agencies that form the membership of the Advice York partnership. By developing this aspect of the offer, the city centre venue will be able to provide a much richer range of support than is currently the case.
 - c. The landscape of mental health provision for children and young people is undergoing significant change with the introduction of Future in Mind. The Local Area Teams will play a full and appropriate role in tackling the important issue of mental health. There is an identified need to continue to ensure that young people are able to access mental health support in particular at the transition from being a young person into adulthood. It is proposed that in identifying community and voluntary sector partners to operate from the city centre venue that opportunities will be developed where these partners can increase capacity to meet this need.
 - d. It is considered appropriate to review the current council supported counselling provision in line with community mental health group capacity and strategies to develop a wider range of services to young people from teenage years onwards. The current CYC counselling offer has benefited the transitioning young adult age range but remains a small and stretched offer that could be better realised in line with providers who maintain greater support and infrastructure to develop the offer. We would look to embed the provision with a suitable partner and return such a resource to the community and voluntary sector

rather than continuing a council run service which, in terms of wider youth offers in this area of need is an anomalous way to achieve this. This is a timely opportunity to explore long-term sustainable delivery of the offer, as the Community and Voluntary sector have expressed their desire to develop and build their services towards the younger age range. This proposal is made with a clear understanding that initial resources would need to be committed in order to build this capacity with any partner organisation.

- e. Following approval from the Executive, a formal process would be conducted to identify a transparent method of securing a suitable partner(s) to be based at the city centre venue. As part of stakeholder engagement on the new Local Area Teams and previous work on the city centre offer, initial discussions identify appetite from community and voluntary partners for this proposal. This proposal would also include transferring the delivery of the counselling offer for 16 – 25 years olds to the community and voluntary sector.
 - f. York has a strong history of engaging young people in the development of projects. We would want any new city centre location to provide the opportunity to provide good quality space for use by the community or young people to develop their own projects.
 - g. Provide specialist information, advice and guidance to young people who are Not in Employment, Education or Training (NEET). The city centre venue would be a planned delivery point for this and would provide information, advice and guidance through appointments, group work and workshops staffed by specialist workers drawn in from Local Area Teams. The city centre location would also offer a venue for group work and workshops supported by partners such as York Learning, the Apprenticeship hub team and other partners (eg Training providers, employers, Jobcentre Plus).
60. The city centre offer outlined above provides a diverse, effective and sustainable solution for older young adults. The proposal aligns well with the commitment to provide a good quality city centre offer and also continues to build on the successful delivery of the youth offer right across York.

61. Sycamore House currently hosts a range of services, mainly for adults recovering from mental health issues. It includes a reading cafe, a number of direct work rooms, office space and a small garden. The proposals to deliver a city wide community offer to young people alongside city centre provision are mirrored in the aspirations of outreach community support for the council's adult services. As such it is proposed to take forward the development of a new city centre venue based at Sycamore House which can allow the needs of both areas to be met.
62. Further details from colleagues on the revised offer to adults from Sycamore House will be presented for consideration to the Executive in due course.
63. In developing the new city centre venue and making any required alterations to the building and use of space it is proposed to also involve service users in that process. A group or mechanism would be established to ensure their full involvement in developing and realising the new offer.

Consultation

64. A public consultation on Children's Centre Services was conducted from 18 April – 25 May 2016. In this time 981 people responded to the consultation. A report is attached at Annex B which highlights the findings from the consultation. People were able to take part in the consultation through a range of means:
 - a. Completing an online or hard copy survey at a range of locations.
 - b. Children's centre staff carried out consultation with families attending groups at the local centre and in the community.
 - c. A number of written comments were also submitted.
65. The preceding paper presented to Executive on the 17 March 2016 included a consultation with young people regarding their views on what a city centre youth offer required. This is further attached within Annex C for reference. In brief, it summarises the need to have an initial point of contact that can understand a young person's needs in a holistic way, but with good access to local services and support that then allows young people to gain what support they need in various aspects of their life.

66. Key community groups have also been approached to promote the direction of travel towards local area, place based working and how this needs to look between the City of York Council and community and voluntary providers. Groups have ranged from those delivering universal offers to young children, parents and older young people; including (but not exhaustive) parenting information and support groups, libraries, mental health providers, and community sector representatives. Feedback from the groups is one of a real appetite to be included in the vision of a local offer approach and to be recognised for their strength in delivering what families and communities need, particularly at universal and early intervention levels.
67. The council and partner workforce have been engaged in a variety of exercises, workshops and forums over late 2015 to date, to help shape the direction of the Local Area Teams. This has also regularly included the input of staff affected within this report's proposals. There is strong endorsement of the direction of travel, to work more flexibly in response to the needs of children, young people and families; as is the desire to make full use of the wider skills held by staff and their knowledge, and to use service resources in local areas to build community resilience for families.

Council Plan

68. The proposal directly relates to the Council Plan 2015-19 priorities:
 - a. **'A focus on frontline services'** - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities.
69. The proposal is a major part of delivering the shared, partnership vision and priorities of the new Children and Young People's Plan 2016-20:

Vision: Children and Young People are at the heart of our city and of everything we do.

Delivering 'Safe, resilient and Achieving' services with four fundamental priorities:

- a. Early Help
- b. Emotional and Mental Health
- c. Narrowing Gaps in Outcomes

d. Priority Groups of Children and Young People

Implications

Financial

70. The detail below relates to the wider model development and targets for efficiency. The children's centre services and city centre youth offer both impact on the staffing and facilities resources that are managed, and on the amount of saving that can be achieved. The intended integration of both offers into the Local Area Team approach will bring the model significantly close to achieving the targets identified in the March 2016 paper. For ease of reference the savings profile is further identified below.
71. The original savings profile attached to this project for the service areas within scope was initially £1,001k in 2016/17, £519k in 2017/18 and £87k in 2018/19; a total reduction over the three financial years of £1,607k. As part of the council-wide scrutiny of savings proposals, and the initial high level of savings targeted from these areas, a decision was made to reduce the saving in 2016/17 by £135k, on a recurring basis, thus reducing the overall saving to £1,472k.
72. Following the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, this savings target was re-profiled to £566k in 2016/17, by allocating £300k of this funding back into the revenue budgets of the services within scope of this project for a further two years, with the £300k saving not now being delivered until 2018/19. This allowed the opportunity to plan the implementation of the new model over a slightly longer timescale.
73. The savings profile associated with the services that are in the scope of this project is set out in the following table:

General Fund Base Budget in 2016/17 of services in scope	£3,322k
2016/17 savings target	£566k
2017/18 savings target	£519k
2018/19 savings target	£387k
Total savings to be achieved (44.3% of 2016/17 General Fund base budget)	£1,472k

The General Fund budget available has been adjusted from the March 2016 report, to remove a one-off budget in 2015/16, and a small number of activities within the services that have been deemed necessary to continue outside the scope of the Local Area Teams.

After the reduction due to the full programme of savings being delivered there will be a net General Fund budget of £1,900k.

In addition, the Children's Centre budget has historically been supported by a contribution of £355k from the Dedicated Schools Grant (DSG). Adding this to the net General Fund budget gives an available resource of £2,255k.

This DSG contribution is potentially at risk due to the ongoing national school funding reforms. At present the Education Funding Agency has requested information on the use of all DSG funding which is not being passed on to schools in 2016/17. It is possible that some or all of this funding may be directed to be passed directly to schools under these reforms. However, the impact of any changes to the existing arrangements would exist regardless of the progression to the new LAT model, so would need to be dealt with as a separate issue at the time it might materialise.

Under the assumptions above the proposals contained in this report allow the full saving set out above to be delivered by the beginning of 2018/19.

If the proposals are not approved the savings tied up with this project that were included as part of the Council's overall budget strategy for 2016/17 to 2019/20 and approved at full council in

February 2016 would be unlikely to be achieved. This would mean that to still achieve a balanced budget going forward, alternative savings options would need to be identified and delivered.

74. In addition, as part of the Capital Strategy for 2016/17 to 2019/20, approved by full Council on 25 February 2016, an additional £100k was allocated into the Children's Services Capital Programme to allow further investment in buildings as required to assist in the delivery of this programme.
75. The decision on which the Executive are being asked to consider today has a direct impact on the ability to make the outlined savings proposals. The preferred options presented allow for the savings target to be reached. Should a differing option be considered, the implications have been outlined and place an additional pressure on the savings target and the level of staffing resource that can be maintained as part of the model. In order to readjust the model and realise the savings, a further reduction in staffing would be anticipated.

Human Resources (HR)

76. The Local Area Team new operating model is currently being consulted on as a new integrated service structure and way of working. The functions of children's centre service staff and city centre youth offer focused staff are included in this structure role design.

Should the proposals be agreed, any changes will be made in accordance with the council's change management HR processes in full consultation with staff and trade unions.

Equalities

77. A community impact assessment is attached. Current consultation with staff, partners and communities is ensuring ongoing dialogue regarding the impact of moving to a new structure and will inform the design as an integral part of the process. Service user groups will be identified to engage and develop the model further.
78. The proposed model seeks to target resource towards the most vulnerable at an early point to prevent escalation of need and provide improved outcomes. In this sense, the model as a whole is designed to have a positive equalities impact. The detailed

design of the services will take into consideration the needs of our communities of identity and seek to minimise any potential adverse impact during its implementation.

Legal

79. The model will impact on services where the council has statutory obligations to deliver certain levels of service at a universal and targeted level. Statutory requirements will remain a part of the working practices of the structure, except where agreed deregulation revises this obligation.
80. Implications have been considered around the potential change of use for children's centre venues and the impact of this relating to the Department of Education conditions of grant for original set up and design of the children's centre venues to support the delivery of early year's offers in local communities. There is a financial risk to be considered around the change of use of children's centres through the grant claw-back conditions. Each children centre venue has its own level of claw-back potential therefore Members may wish to consider whether there is an appetite to balance the level of risk with the future operating model savings going forward. Details on the claw-back arrangements are highlighted in Annex B.
81. Multiple agency working practices will raise consideration about the appropriate use of data and consent based practices when working with families. Working practices will remain in line with current multi-agency ways of working under the Data Protection Act 1998 and principles of the Working Together guidance 2015.

Crime and Disorder

82. There are no identified implications.

Information Technology (IT)

83. There are no identified implications at this stage.

Property

84. The model relies on appropriate placement of services within key community venues in the city. Discussions have started with Asset and Property Management with a view to delivering this requirement as part of the ongoing review of all land and building

assets owned and occupied by the council. Similarly, as part of the One Public Estate programme, working with central government, health and other government agencies other partner and community bases are being reviewed to look at the best way to deliver services to children, young people and families within their communities.

Other

85. There are no identified, other implications

Contact Details

Author:

Niall McVicar
Children's Trust Unit Service
Manager
01904 554440

Chief Officer Responsible for the report:

Jon Stonehouse
Director of Children's Services,
Education and Skills

Angela Crossland
Youth Offending Team Manager
01904 554042

Specialist Implications Officer(s)

Finance – Mike Barugh, Principal Accountant, 01904 554573
HR – Claire Waind, Senior Business Partner HR, 01904 554519
Legal – Glen McCusker, Deputy Head of Legal Services, 01904 551048
Equalities – Will Boardman, Strategy and Policy Group Manager
(People and Neighbourhoods), 01904 553412
Property – Philip Callow, Head of Asset and Property Management,
01904 553360

All

Wards Affected: *List wards or tick box to indicate all*

For further information please contact the author of the report

Background Papers

Annexes

Annex A – An update on the development of Local Area Teams

Annex B – Children’s centre consultation results

Annex C – The city wide and city centre offer to young people

Annex D – Canon Lee in Clifton Youth Offer

Glossary of abbreviations used in the report:

CYC – City of York Council

DCLG – Department for Communities and Local Government

DSG – Dedicated Schools Grant

IAG – Information, Advice and Guidance

LAT – Local Area Teams

NEET – Not in Employment, Education or Training