From: Sue Chandler, Cabinet Member for Integrated Children's

Services

Sarah Hammond, Corporate Director – Children, Young People

and Education

To: County Council – 13 March 2025

Subject: Commissioned Family Hubs – Millmead and Seashells –

Supplementary paper.

Classification: Unrestricted

Summary: Discussion of Key Decision 24/00093 taken 17 January 2025

1. Introduction

1.1 This is a supplementary paper (Appendix 1) to accompany the Covering Report regarding the Key Decision 24/00093 taken 17 January 2025 relating to not recommissioning the Children's Centres/Family Hubs at Millmead and Seashells. This paper provides further information relating to the questions and requests that were made in Scrutiny Committee on 29 January 2025.

- 1.2 The future of the two commissioned Children's Centres/Family Hubs was presented to the Children's, Young People and Education Cabinet Committee in November 2024. This followed a contractual communication to the two providers: Millmead and Seashells, in July 2024 advising them that their contracts were due to expire in March 2025 and the Council will not be procuring replacements due to the delivery of Family Hubs being sufficient from the in-house service, subject to consultation and Key Decision.
- 1.3 The local communities who use these services reacted negatively to this news and exercised their right to petition. Protests were held outside of County Hall, and this prompted a debate at County Council on 7 November 2024 due to the numbers of signatures collected. Council resolved the following:

Council recognises that this petition represents significant local opinion regarding the proposed decision to not recommission Family Hub Services at Seashells and asks the Cabinet Member to take that into consideration in addition to the consultation report, and detailed financial analysis, before taking the decision.

1.4 The Children's, Young People and Education Cabinet Committee received a report at its meeting on 21 November 2024 and representations were made by local Members of Swale and Thanet. The Cabinet Committee resolved to make a specific recommendation to the Cabinet Member as follows:

The committee recommends that the decision be delayed until the new

government funding is confirmed and that there be a temporary extension of contract, subject to it being legally viable; That a valuation of the buildings be undertaken; and, that an update be brought to the next meeting.

1.5 The Cabinet Member reported on the proposed decision during the Cabinet Member updates at the CYPE Cabinet Committee meeting on 16 January 2025 and the decision was taken by the Cabinet Member on 17 January 2025. The decision included an additional clause:

'DELEGATE authority to the Director for Operational Integrated Children's Services to explore the option for Kent County Council to deliver outreach Family Hub services from Seashells and Millmead centres when the current contracts reach the end of their term on 31 March 2025.'

in recognition of the significant concern expressed in the consultation and at CYPE Cabinet Committee about the value of the co-location of the services already delivered by the centres and targeted Family Hub services. Decision - 24/00093 - Future of Commissioned Services at Seashells and Millmead Family Hubs.

- 1.6 Following the decision being taken, the call-in request was submitted by Ms Jackie Meade (Labour Group) and Mr Barry Lewis (Green and Independent Group), thus meeting the requirement for any call-in to be requested by two Members from different political groups.
- 1.7 The Decision was discussed at Scrutiny Committee on 29 January 2025. The options for the Scrutiny Committee were:
 - a) make no comments
 - b) express comments but not require reconsideration of the decision
 - c) require implementation of the decision to be postponed pending reconsideration of the matter by the decision-maker in light of the Committee's comments; or
 - d) require implementation of the decision to be postponed pending review or scrutiny of the matter by the full Council
 - 1.7 Option d) was agreed.

2. Background

- 2.1 The tendering of two Children's Centre Contracts took place in 2020, with contracts awarded for 12 months from 1 April 2021 to 31 March 2022.
- 2.2 The two successful providers were awarded a contract by way of Direct Award under Covid rules to cover 1 April 2022 to 31 March 2023 to support Covid recovery, discussed at an All Member Briefing in October 2021, with the Key Decision taken as follows: Decision 21/00086 Commissioned Open Access Provision for Youth Services and Children's Centres. This was further discussed at Scrutiny Committee on 24 November 2021.

- 2.3 In 2023, the County Council was identified as a Family Hub Trailblazer and work commenced on reviewing the provision of Children's Centres across the County, both commissioned and delivered in-house. This meant that services needed to be clearly identified against the Department for Education (DfE) model of Family Hubs and any commissioning of services could not be undertaken without a clear specification of service delivery needed. To protect the services, the two incumbent providers were awarded a contract by way of Direct Award, under the existing Children's Centre terms and conditions of contract, to cover 1 April 2023 to 31 March 2024, following discussion at the Children's Young People and Education Cabinet Committee on 29 November 2022. Decision 22/00108 Commissioned Children's Centre Provision Direct Award.
- In November 2023, the Children's, Young People and Education Cabinet 2.4 Committee received a report regarding the Family Hub Programme. This set out the services defined by DfE to be delivered in order to qualify for Family Hub status. This identified that Millmead and Seashells would need to be used as independent test sites to trial the concepts needed to roll out across the Programme. To be part of the Family Hub model, the sites needed to use the Family Hub branding. The services commissioned utilised a variation to the original Children's Centre contract and received additional funding of £10,000 for Millmead and £10,000 for Seashells to trial the Family Hub model. Following the refreshed rules on Spending the Council's Money, a contract waiver was sought acknowledging that by directly awarding contract, under the existing Children's Centre terms and conditions of contract without competition, was outside of the Council's spending rules. This was approved and the providers were notified in February 2024, following the publication of a VEAT (Voluntary Ex-Ante Transparency Notice). This is a notice published by a contracting authority when they have chosen a supplier without a public tender.
- 2.5 The two providers were notified that in order for them to deliver Family Hubs services revised specifications and Key Performance Indicators would be required but these were not issued as the in-house Family Hubs offer was assessed to be sufficient and did not require the additional service delivery from the two providers. The funding from the two centres was identified to contribute to the savings needed as part of the wider Council budget pressures.

3. Current Situation

- 3.1 The two providers officially have Children's Centre contracts which means their delivery has not kept up with the targeted nature of Family Hub delivery. KCC has taken the strategic decision to move towards the Family Hub model, removing the need for the Children's Centre contracts. In order for the provision to continue, the authority would need to procure Family Hub provision, which to date has not been tested though a procurement process and would need to be run though an open competition, with no guarantee that the incumbent providers would be successful in their bid.
- 3.2 The two services are valued locally by those attending for universal services and do not agree with the ending of the contracts.

- 3.3 Additional information was circulated by a Member at Scrutiny Committee, which the Cabinet Member for Integrated Services had not seen and it was subsequently claimed that not all of the information was available when the Decision was taken. This data was focused on what would previously have been considered open access Children's Centre provision, rather than the targeted Family Hub approach that has been adopted by the internal model.
- 3.4 Millmead in Margate has accepted funding from Public Health to become a Health Living Centre. The funding commenced on 1 January 2025 and is paid via a Strategic Grant. The business decision of Millmead has been made for the centre to no longer be a Children's Centre/Family Hub and expand its provision as a Healthy Living Centre.
- 3.5 Seashells has not had the same offer due to Sheppey Matters being the established Healthy Living Centre in Swale.
- 3.6 Through Scrutiny Committee, it became apparent that staff at Seashells had been running reports from KCC's systems and shared this information with external individuals. KCC wrote to Seashells and raised that they have a duty to investigate any breach.

4. Information Requests

4.1 A range of questions and information requests were made, as detailed in 1.3 and 1.4 above, and also in Scrutiny Committee on 29 January 2025. These are detailed in full below with the responses.

Issue raised	Response
Cabinet Member to take into consideration the petition and the significant local opinion in	The Cabinet Member listened carefully to the local views and considered fully the petitions and the consultation responses before making the decision.
addition to the consultation report, and detailed financial analysis, before taking	The report for the Children, Young People and Education Cabinet Committee held on 21 November 2024 notes at 4.10 the breakdown for the Family Hubs' budget for each of the districts.
the decision.	Thanet and Swale receive the highest proportion of funding from the Family Hub budget (£741k and £719k respectively) and the contract value for the two centres represent another £222k (Millmead, Thanet) and £204k (Seashells, Swale). Therefore, in the current configuration the total for each District is £963k for Thanet annually and £923k for Swale. That is more than £300k higher than the District with the third highest proportion of the annual budget.
Government funding is confirmed and that there be a temporary extension	The Children, Young People and Education Cabinet Committee held on 21 November 2024 requested valuations be made on the KCC Family Hub sites in Margate:

of contract, subject to it being legally viable; That a valuation of the buildings be undertaken; and, that an update be brought to the next meeting.

- 1. Margate Family Hub
- 2. Northdown Road Family Hub
- 3. Cliftonville Family Hub

Cliftonville Family Hub is not a building owned by KCC and is occupied under a lease that costs circa £54k per year.

Desktop valuations have been provided by officers within Infrastructure for both Margate Family Hub and Northdown Road Family Hub.

Margate Family Hub: £250k - £450k (depending on use class) Northdown Road Family Hub: £200k - £400k (depending on use class)

When people go from Millmead to Seashells to their nearest Family Hub, where would the extra staffing costs come from to accommodate?

Kent County Council had held vacancies in the staffing establishment to allow for the TUPE of staff from Millmead and Seashells if the contracts are not re-procured.

The staffing establishment is fully costed and includes the staff wages, various contributions, pensions, etc.

The additional staff and the current compliment of Family Hubs staff in Thane and Swale will meet the needs of families who required support from Family Hubs.

Current vacancies in Thanet are:

Role	FTE	Grade	Total Spend
Family Hub Support Worker	1.87	KR4	£56,996
Family Hub Practitioner 11-19	0.82	KR7	£29,456

Current vacancies in Swale are:

Role	FTE	Grade	Total Spend
Family Hub Support Worker	0.1	KR4	£3,048
Family Hub Practitioner 11-19	0.62	KR7	£22,272
Family Hub Practitioner 0-11	1	KR7	£35,922

Can the extra £4.1m be used for Seashells and Millmead?

On 20 December 2024, representatives from the Department of Health and Social Care and the Department for Education wrote to Kent County Council to advise of the allocation of Year 4 grant money for Family Hubs which totals £4,099,400. The two

departments provided KCC with a formula on how the money needs to be distributed.

Table 1: Distribution of your funding allocation across the relevant programme strands

Strand	% ²
	,,,
Family hubs programme	14.7
Family hubs capital	6.5
Perinatal mental health and parent-infant relationships	30.7
Parenting support	20.9
Infant feeding support	12.5
Home learning environment services	14.0
Publishing 'Start for Life' offers and Parent and Carer Panels	0.8

Over 42% of the grant needs to be spent through Public Health programmes on perinatal mental health, parent-infant relationships, and infant feeding support. Additionally, the Department of Health and Social Care and the Department for Education specified that capital spend should only be used on capital activities.

For Kent County Council to be able to accept and use the money, we must sign a new Memorandum of Understanding (MOU) to formalise the agreement to the programme's expectations for the 2025-26 financial year.

Expenditure of the grant funding needs to be used for activities that are in line with the MOU.

The MOU will detail the activities and the programmes that need to be delivered against the grant money and at this time, this has not been provided to Kent County Council. Until the Department of Health & Social Care and the Department for Education provide Kent County Council with the Memorandum of Understanding we won't know specifically what activities, programmes, etc can be funded from Year 4 grant funding.

What was the legal
advice on extending
contracts and why has
KCC been able to extend
other contracts in the
past? What are the exact
limitations?

Legal advice has been provided by external legal advisors that confirms it is not possible for KCC to unilaterally extend the current contracts as there is no power to do so.

What is the planned outreach provision?

If the decision to not re-procure the two children's centres contracts goes ahead, KCC officers will reach out to Millmead and Seashells and rent rooms to deliver focused and targeted Family Hubs intervention from those centres.

The exact number of sessions and the dates for these sessions are dependent on the need in the area.

Where is the risk analysis

An initial Equalities Impact Assessment (EqIA) was undertaken

for the proposals?

in advance of the consultation. The EqIA has been updated following the review of consultation feedback paying particular attention to any equalities concerns raised within consultation response. The full Equalities Impact Assessment has been included at Annex 4.

Broadly, the equalities impact of the proposal falls on those residents with the following protected characteristics: gender, age and disability. The full EqIA sets the analysis out in detail for these, and other, protected characteristics. The most significant impact identified is the requirement under the proposals for residents to travel (particularly related to Millmead) further to access services and the impact of attending unfamiliar locations.

Of the six options (set out in section 6 of the report for the Cabinet Committee) the highest impact will be felt from Option 1 (the proposal) and Option 5. Options 2, 3, 4 and 6 will have lesser impact on these communities, but that must be balanced by the fact that these options require further actions that will have impacts elsewhere across the county.

Mitigations have been suggested in response to the feedback, including potentially providing subsidised bus fares for residents accessing a new Family Hub when previously they have used Millmead. Our network of Community Development officer will also be utilised to help residents that require additional support to navigate the transition.

The impacts, when considered alongside the mitigation measures detailed within the EqIA and considered within the overarching policy priority context in which the Council operates, are considered to be justified.

With the information seen on footfall and comparing that to the other Family Hubs, why is Cliftonville not being considered for closure?

If KCC are saying the information is not correct, how can the proposals be developed on incorrect information?

The reports from Core Plus were run by a staff member at Seashells without knowledge from KCC. The report focuses on sessional data only, not interventions. It displays summary figures for children and families reached, attendance and sessions held. Users can choose to display either summary figures with sessional and pupil data or summary figures only. The reports in the spreadsheet have all been run with summary figures and pupil data. Depending on the parameter selected, there may have been no output.

KCC officers from the Management Information and Intelligence Service run data on the delivery for targeted Family Hubs intervention: Triple P, Making it Real, Home Learning Environment programmes (Little Talkers/The Communication Tree) and Focussed Support Interventions where the origin of the intervention was a Focussed Support Referral for a family who is opened to either Early Help or statutory Children Services, (attached as Annex 1).

The following definitions support the understanding of the data:

- interventions are targeted 1-1 work that have taken place with an individual client or family, or with another professional in relation to the client or family.
- sessions are any activity, event or service that is delivered to a group of people.
- Client Reach is the number of individuals who have attended at least one Intervention\Session within a specified range, therefore an individual will only be counted once.
- Family Reach is the number of families who attended at least one Intervention\Session within a specified range, therefore a family will only be counted once
- Number of Attendances is the total 'attendance' at the sessions, not the total of Clients seen.

The data is evidenced against the delivery point. The following context is relevant to understand the data: KCC Family Hubs staff co-deliver at Seashells and Millmead (example, currently delivering Compass), but the data only counts as Seashells and Millmead. Thanet District have deployed KCC staff for several months to deliver at Millmead due to Millmead having no frontline staff in post

The sessions recorded are those within the Family Hub model that is funded by the DfE. The data does not include sessions which are not part of the model, and that the DfE is not funding such as Aquatots, general public 'footfall,' and other sessions that are funded by families or from other sources.

When comparing like for like data on the targeted intervention (Triple P, Making it Real, Home Learning Environment programmes (Little Talkers/The Communication Tree) for the period 1 June 2024 to 31 January 2025 we note:

District	Total Clients Reached	Total Families Reached	Total Number of Interventions
Swale	50	32	110
Seashells	16	8	45

Thanet	62	36	144
Millmead	17	9	1

The analysis of data for Focussed Support Interventions where the origin of the intervention was a Focussed Support Referral for a family who is opened to either Early Help or statutory Children Services for the period 1 June 2024 to 31 January 2025 indicates:

District	Total Families Reached	Total Focus Support Interventions
Swale	115	1159
Seashells	0	0
Thanet	97	774
Millmead	11	77

While Seashells has offered many other activities and shows higher numbers of other activities and general footfall these are not included in the count as these are not funded through the DfE Family Hubs grant.

A specific analysis regarding the targeted service delivery at Cliftonville when compared with Millmead for the period 1 June 2024 to 31 January 2025 indicates:

Cliftonville

Cliftonville Centre is a very small building and is predominantly used for health delivery, and the majority of Family Hub services are delivered from nearby Northdown and Margate centres. However, both Northdown and Margate were closed for 3 weeks each in March 2024 and September 2024, for refurbishment.

Interventions	Total Clients Reached	Total Families Reached	Total Focus Support Interventions
Triple P for Baby Total	2	1	4

Little Talkers Total	2	1	2
The Communication Tree Total	6	3	14
Number Of Focus Support Interventions	NA	3	8

Millmead

As from January, KCC Thanet District staff have been deployed to cover some of the sessions delivered at Millmead. This has primarily been due to staff resignations, as the end of the contract was less than three months away the management team felt that they could not replace staff for such a short period. Millmead have maintained their long standing senior worker to offer consistency of support to those families using the provision.

Interventions	Total Clients Reached	Total Families Reached	Total Focus Support Interventions
Triple P for Baby Total	0	0	0
Little Talkers Total	19	9	2
The Communication Tree Total	0	0	0
Number Of Focus Support Interventions	NA	8	77

KCC Family Hubs alongside Seashells and Millmead provided Holiday Activities and Food (HAF) Programme. Activities provided under HAF are funded from a separated funding stream and not from the Family Hubs base budget or DfE Family Hubs grant. As the HAF funding is a completely different funding stream data comparisons are not provided as part of this report.

Have the travel costs and the costs of administering them been factored in? Yes – the current base budget for Family Hubs in Thanet can be used to refund the cost of the bus tickets.

How many hours does Cliftonville have available for 8 people a month?

Please see breakdown of data above regarding the interventions offered in Family Hubs with a detailed breakdown for Cliftonville.

Staff in a district are used flexibly and they deliver services in the location that best suits children and families.

How long will funding continue for Millmead as	Strategic Grants are issued on an annual basis; the current grant runs from 1 January 2025 to 31 March 2026.
a Health Living Centre? What constitutes consistency if managing a service via a contract?	The suite of training for Family Hub staff can be more consistently delivered and monitored through a direct approach. It is not impossible to manage this through a contract, however you can introduce a third party in their interpretation and potential delay in reporting, depending on the cycle of contract management reporting.
What happens to the contract if Full Council are unable to meet, debate and vote in sufficient time?	The commissioning intentions have been made clear through this process. The contract is for a Children's Centre and was put in place from April 2021. The Family Hub is the agreed model of delivery and can be delivered internally. If the Full Council was unable to meet, debate and vote in sufficient time the contracts will end as planned on 31 March 2025. The matter is scheduled to be considered by Full Council on 13
	March 2025.
The EQIA did not include sufficient information on inclusion and community impact. What impact on schools has been considered?	The report prepared for the Children, Young People and Education Cabinet Committee held on 21 November 2024 contained an Equalities Impact Assessment (EqIA). Under the Equality Act 2010, there are nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation that need to be considered as part of an Equalities Impact Assessment. Schools are not considered a protective characteristic for the purposes of completing an EqIA.
	An initial Equalities Impact Assessment (EqIA) was undertaken in advance of the consultation. The EqIA has been updated following the review of consultation feedback paying particular attention to any equalities concerns raised within consultation response. The full Equalities Impact Assessment has been included at Annex 4 in the report prepared for the Children, Young People and Education Cabinet Committee held on 21 November 2024.
	Broadly, the equalities impact of the proposal falls on those residents with the following protected characteristics: gender, age and disability. The full EqIA sets the analysis out in detail for these, and other, protected characteristics. The most significant impact identified is the requirement under the proposals for residents to travel (particularly related to Millmead) further to access services and the impact of attending unfamiliar locations.

What is the capital spend
for the Sheppey
Gateway?

After meetings held with officers from Sheppey Gateway it was determined that no capital spend is required for Family Hubs services to be delivered from the building.

There is currently a library operating from the Sheppey Gateway. The library offers parent and children groups and to date no health and safety issues were raised regarding the residents who use this service.

What discussions have been held with the Sheppey Gateway Partnership?

Following an initial site visit to Swale Gateway in August 2024 by the Family Hub Transformation Team, a meeting was held via Microsoft Teams between several Kent County Council and Swale Borough Council officers to discuss the future of Swale Gateway. The discussion set out how all partners currently using the Gateway could have their needs met should the decision be made not to reprocure the commissioned children services at Seashells as this decision would require the relocation of some Family Hub provision to the Gateway to meet the need of the island

Attendees included:

- KCC Representatives from:
 - Infrastructure
 - o Family Hub Transformation Team
 - Property
 - o Gateway Service Manager

Swale BC Representatives:

- Ms Eva Harris
- Ms Carol Sargeant
- Ms Aziza Kilmister
- Ms Joanne Johnson

Meeting notes indicate that discussions included the current use of the building and how it meets the needs of partners, changing needs, and how the space could be used differently. Following the meeting, the Gateway Service Manager sent out brief notes capturing the discussion and associated actions.

On 13 September 2024, the Capital Programme Manager for Swale Borough Council responded to these notes, stating that the meeting and notes were incredibly helpful and that they now felt fully up to up to speed in understanding the various service needs for the space. Swale Borough Council also committed to discussing this further with colleagues and impacted partners (e.g. Sheppey Matters) and to coming back to the team if further clarifications were needed.

Kent County Council through its officers engaged with Swale Borough Council regarding the issue of relocating some of the Family Hub outreach work to the Swale Gateway, in the event the decision to not re-commission the children's centre at Seashells was to proceed. Kent County Council officers are not aware of what discussions or actions were taken by Swale

	Borough Council officers to further brief senior managers in leaders in the Borough.
	To add a further point of clarification, during the Scrutiny meeting, it was suggested that the Gateway is a 50/50 split between Kent County Council and Swale Borough Council. To clarify, the building is owned by Kent County Council and managed through a Partnership Agreement. The building is 80% Kent County Council occupied, and 20% Swale Borough Council occupied. If Kent County Council does not infringe upon the 20% that Swale Borough Council uses, we are free to utilize our space as needed. Given our commitment to partnership working, we have actively engaged with Swale officers and, with the support of the Gateway Service Manager, discussed how the building would need to operate as part of our planning.
A decision has been taken before to extend these contracts, why can it not happen again?	This was referred to in the Background section and also in relation to the commissioning intention of what we want to buy. There is no clause to extend. There is an option to directly award a new contract, however the specification, terms and conditions would be substantially different and therefore a market test would be needed through a full procurement.
What consideration has been made regarding both organisations offering a reduced payment in exchange of the contract?	As before, KCC does not want to buy Children's Centre services.
Additional funding was provided to Millmead and Seashells to make them flagship services; had the Council decided at that point that contracts would not be renewed a year later?	The timeline has been set out at the Background section. Millmead and Seashells were test sites, not flagships.
Infant Feeding – where is the information – talking about parity but when will service be available and get communications out to new mums?	The Specialist Infant Feeding Service is provided by Kent Community Health, NHS Foundation Trust on behalf of KCC. The Specialist Infant Feeding Service works with families whose babies are experiencing feeding problems requiring more intensive or specialist support including:
	 difficulty with latch poor milk supply sore nipples or other breast problems slow weight gain or faltering growth breast refusal illness or condition

- suspected restricted frenulum (tongue-tie)
- induced lactation or re-lactation
- advice and guidance in the use of a supplementary nursing system (SNS).

The Specialist Infant Feeding Team includes lactation consultants and breastfeeding assistant practitioners. Information about the service can be accessed at: Infant feeding - Kent family
About Start for Life - Kent County Council
Your local family hub - Kent County Council

Millmead has no management costs, it is a fact that the management do not take wages. The management structure at Millmead is made up of a board of trustees and then various management and back office staff that all contribute to Management costs.

The board of trustees are all volunteers; however, they are supported by a Company Secretary whose main role and responsibility will be to service the board. This role is not voluntary and therefore draws a salary. The provision is further supported by a General Manager, Finance officer, Administrative Support, IT Support and Receptionist all of whom (as they are not part of the direct front line provision) form part of the overall management costs of the service. Recent disclosed figures for 'management costs' show an approximate spend of £101,000 for Millmead

For information, similar functions at Seashells total an approximate £100,000.

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