

## **Children and Young People's Services Select Committee**

**Date 15<sup>th</sup> May 2019**

### **Redesign of the Integrated Prevention and Earliest Help Service (IPEH)**

**Report by Executive Director Children, Adults, Families, Health and Education**

#### **Summary**

The Integrated Prevention and Earliest Help (IPEH) service was launched on 1 April 2017, following the alignment of a number of separate council services in order to deliver better outcomes for children, young people and families. The model was set up to meet the needs of those aged from 0-25 years with a preventative focus.

In January 2019, the Cabinet Member for Children and Young People published a decision approving the commencement of a review to propose a redesign of the IPEH services provided (decision reference CYP06 (18/19)).

The aim of the review is to design and plan to implement a targeted early help offer that delivers improved outcomes, reduces demand for children's social care and directs the financial resources available within the Children and Families Directorate appropriately.

The review started in February 2019. However, the Ofsted inspection, which ran from 25th February to 8th March 2019, has provided the Council with an opportunity to reflect on the whole range of services for children, including IPEH, test the effectiveness and impact of those services and better embed the voices of children and families who use these services. In the context of the Ofsted inspection, it's now important that the review is integrated into the plans for improvement and investment in children's services that are being developed and overseen by the Council's Improvement Board.

The focus is on redesigning the best possible pathway for our children with our partners. It is not financially driven at this point and will form a critical part of our whole improvement journey across all children's services. However, where financial efficiencies are identified as part of that redesign then there is a commitment to realising them. The purpose of the review remains to improve the pathway children and families take into and out of services and develop a more targeted early help offer, particularly at the edge of care, which is flexible to local need. The engagement work is set out in the **appendix**.

#### **The focus for scrutiny**

The Committee is asked to consider;

- 1) The effectiveness of the consultation/engagement process with the stakeholder groups (see the appendix)
- 2) The opportunities that are emerging - whether they will meet the key purpose of the review, and
- 3) Advise the Cabinet Member how the select committee proposes to be involved in the ongoing design and implementation of early help services as

part of the wider improvement work required.
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## **1. Background and Context**

- 1.1 The Integrated Prevention and Earliest Help (IPEH) service was launched on 1 April 2017, following the alignment of a number of separate council services in order to deliver better outcomes for children, young people and families. The model was set up to meet the needs of those aged from 0-25 years with a preventative focus.
- 1.2 In December 2018, a decision was taken to make changes to the IPEH services to accommodate the loss of £560k Troubled Families grant from April 2019. Members were advised through that decision of how those changes would be managed to minimise service disruption but also of the need to review IPEH in the future to ensure longer term sustainability, efficiency and effectiveness.
- 1.3 In January 2019, the Cabinet Member for Children and Young People published a decision approving the commencement of a review to propose a redesign of the IPEH services (decision reference CYP06 (18/19). This redesign was tasked with initially identifying and realising £4.9m of efficiency savings over a 2 year period.
- 1.4 On 25<sup>th</sup> February, Ofsted conducted a full inspection of the Council's Children Social Care Service. At this point it was decided to pause engagement with staff and partners on the redesign of IPEH to allow officers to focus on the Ofsted inspection.
- 1.5 The Ofsted inspection has provided the Council with an opportunity to reflect on the range of services for children, including IPEH, test the effectiveness and impact of those services and better embed the voices of children and families who use our services. In the context of the Ofsted inspection, it is now important that the review is integrated into the plans for improvement and investment in children's services that are being developed and overseen by the Council's Improvement Board. A separate report to the Committee deals with the outcome of the Ofsted inspection.
- 1.6 The review recommenced after the inspection was completed with a focus on redesigning the best possible pathway for our children with our partners. It is not financially driven at this point and will form a critical part of our whole improvement journey across all children's services. However, where financial efficiencies are identified as part of that redesign then there is a commitment to realising them.
- 1.7 The project has embarked on a wide ranging set of engagement activities with both staff and partners. Our work to date has identified a range of opportunities which will now be considered as part of the redesign. This is set out the attached appendix.

## **2. Proposal**

## 2.1 Approach

The approach to the project has three main parts, shown below.



### 1. Qualitative data analysis

Widespread engagement through various channels

### 2. Quantitative data analysis

Analysis of various sets of data on productivity, spend, demand etc.

### 3. Best Practice Research

Consideration of a number of other delivery models

## 2.2 Qualitative Analysis

This took the form of 1:1 interviews with Senior Management Team, System Hub leads, visits to different locations within each Hub across the Council alongside wider staff and partner engagement which are detailed in section 2.2. At these site visits, staff in various roles were spoken to in order to understand current working practices, challenges and opportunities in their working environments.

## 2.3 Quantitative Analysis

In addition to the qualitative assessments, various data sets were analysed to gather a greater understanding of the service, these included analysing data about performance, productivity, demographics, and demand for services, processes, costs and service user contact.

## 2.4 Best Practice Review

In order to incorporate learning and best practice from elsewhere, a number of other Councils' early help services were reviewed, alongside work that the LGA has recently published, on what makes an effective early help service, so that this could be compared to the current IPEH offer and configuration.

It should be noted that a like for like comparison with these authorities is very difficult to make as almost every local model is configured differently and the drivers for services and responses to them are all different. However, the models have provided helpful insights on features that can be incorporated into future redesign.

Four counties were selected as comparators and these were Essex, North Yorkshire, Hampshire and East Sussex, on the basis of;

- High performing early help services,
- Ensuring a breadth of differences in the operating models and approach to service delivery

## 2.5 Engagement

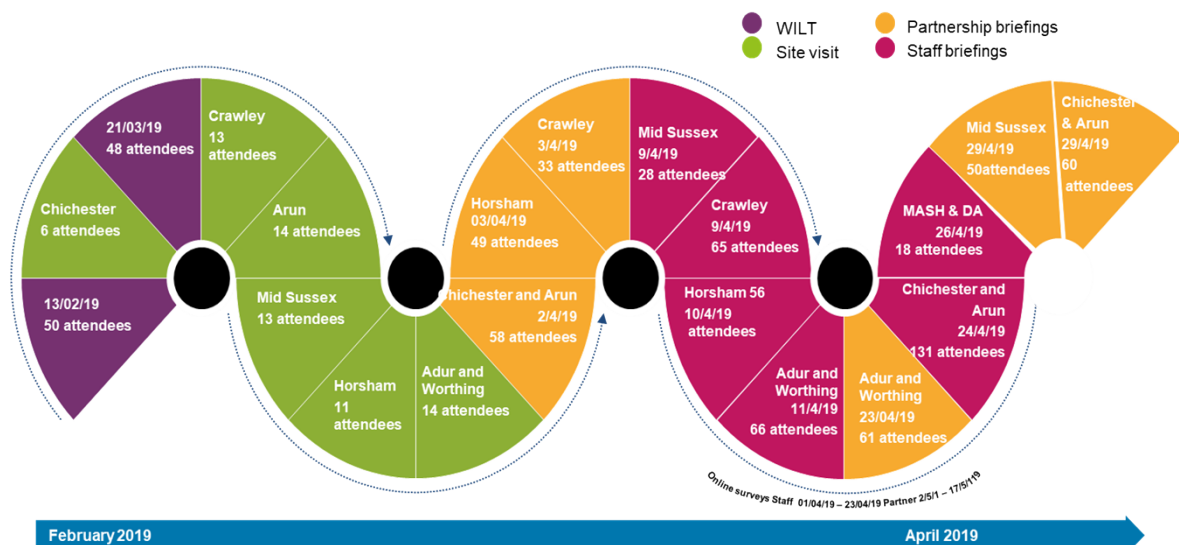
A comprehensive engagement plan was developed for the work. The plan involved engagement with both staff and partners and started at the completion of the Ofsted inspection. Service users have not yet been formally engaged but existing feedback that is collated on a regular basis has been incorporated. This will be a key element of engagement for any future stages of redesign work.

Engagement has taken place with the following people in the following ways;

- One to one meetings with the Cabinet Member and the Executive Director of People
- Online surveys for IPEH and HCP Staff
- Online survey for Partners
- Site visits by the project team to each hub location
- Staff briefing sessions
- Partner briefing sessions
- Feedback forms from service users
- Regular email communications to both staff and partners
- Frequently asked questions updated regularly for both staff and partners
- Attendance at IPEH Leadership Team Meetings (SMT, ILT, WILT)

The diagram below sets out the engagement journey and highlights the number of people who have been engaged;

- 364 IPEH staff attended face to face briefing sessions,
- 300 partners have attended face to face briefing sessions,
- 380 IPEH staff completed an online survey, and
- 29 HCP staff completed an online survey



## 2.6 Opportunities

Whilst the current IPEH model broadly aligns with good practice and need, the project has identified a number of opportunity areas that should be considered in the redesign work. These opportunity areas have been identified from both the analysis of the service, through data and interviews, and engagement with staff and partners.

The opportunities are described in groupings in the diagram below.

A number of areas of good practice has been identified in the IPEH Services, below are eleven opportunities that have emerged from the review which will be incorporated within the redesign.



There was significant support expressed to maintain a place based/locality presence for any future model.

## 2.7 Next Steps

Following Select Committee's consideration of this report it is proposed to start to develop a number of options that;

- Focus on prevention and early intervention services that benefit from being delivered in a locality setting and in partnership,
- Are aligned and integrated with the overarching Children's Services Improvement plan, with a redefined and improved pathway for the child and are integrated with the Healthy Child Programme,
- Further align prevention and early intervention with education and public health priorities as described in the Health and Wellbeing Plan

- Strengthen children and family pathways in order to ensure children are safer and avoid requirements for statutory interventions

The approach that will be used to design the models in detail will be based on co-production, focusing on incorporating the views of service users and staff.

### **3. Resources**

- 3.1 Resource implications will be considered as the options are developed.
- 3.2 In January 2019 the Cabinet Member for Children and Young People published a decision approving the commencement of a review to propose a redesign of the IPEH services (decision reference CYP06 (18/19). This redesign was tasked with initially identifying and realising £4.9m of efficiency savings over a 2 year period. A saving of £1M has already been generated so resources can be redirected to fill the gap resulting from the reduction in government grant for the Troubled Families Initiative.
- 3.3 The savings, given the service wide redesign work that needs to be undertaken following Ofsted, of which the review of IPEH is part, will now be considered as part of the children's services improvement plan. Where financial efficiencies are identified as part of that redesign they will be released appropriately. The improvement plan will be the vehicle that will drive efficiency and effectiveness and, most importantly, improved outcomes.

## **Factors taken into account**

### **4. Issues for consideration by the Select Committee**

- 4.1 The Committee is asked to consider the following;
  - 1) The effectiveness of the consultation/engagement process with the stakeholder groups
  - 2) The opportunities that are emerging - whether they will meet the key purpose of the review, and
  - 3) Recommend to the Cabinet Member how the select committee proposes being included as part of the ongoing design and implementation of early help services as part of the wider improvement work required.

### **5. Consultation**

- 5.1 Proposals have been published in the County Council's Forward Plan of Key Decisions and each of the draft Cabinet Member reports sets out the methodology and process of engagement with stakeholders and elected members.

### **6. Risk Management Implications**

- 6.1 A risk log has been developed and this will be developed further as the options are crafted in more detail

## **7. Other Options Considered**

- 7.1 As stated in this report a range of options have been investigated including best practice within West Sussex and externally.

## **8. Equality Duty**

- 8.1 An Equality Impact Assessment will be developed alongside the options for remodelling

## **9. Social Value**

- 9.1 Social Value will be considered alongside the options for remodelling

## **10. Crime and Disorder Implications**

- 10.1 Crime and Disorder Implications will be considered alongside the options for remodelling

## **11. Human Rights Implications**

- 11.1 Human Rights Implications will be considered alongside the options for remodelling

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## **Appendix A: Summary of IPEH engagement Select Committee 15 May**