

<b>Cabinet Member for Children and Young People</b>	<b>Ref No: CYP06 (18/19)</b>
<b>January 2019</b>	<b>Key Decision: No</b>
<b>Review and redesign of the Integrated Prevention and Earliest Help service into a targeted and focused early help offer</b>	<b>Part I</b>
<b>Report by the Executive Director of Children, Adults, Families, Health and Education</b>	<b>Electoral Divisions: All</b>
<p><b>Summary</b></p> <p>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.</p> <p>The service has now been in operation for approximately two years. The recent investment in children’s social care to better manage caseloads and recruitment and retention in response to rising demand, the development of place based models of service delivery and a place based focus for the Sustainability and Transformation Plan (STP), means that the time is right to undertake a review and redesign of IPEH to assess its effectiveness in meeting need, reducing demand for statutory services and demonstrating value for money.</p> <p>The review will be informed by the outcomes of a peer challenge and support event by the Local Government Association (LGA) in December 2018, benchmarking, financial data and best practice from other local authorities rated good and outstanding by Ofsted. 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 Directorate appropriately.</p> <p>Initial work will produce a set of principles and aims for the design and propose a plan and timetable for its delivery by March to enable member engagement before a decision is taken on the design of the new service and any changes it would need. That should enable any agreed proposals to start implementation from April 2019 with the implementation elements being phased to make sure that measures that are easier to achieve quickly are implemented and the opportunity for ongoing engagement and consultation facilitated to deliver the reinvestment opportunity in years 2019/20 and 2020/2021.</p>	
<p><b>West Sussex Plan: Policy Impact and Context</b></p> <p>IPEH has contributed to the council’s ambition to ‘Giving our children and young people the best start in life’ and towards ‘a prosperous place’ through support to families. The focus and effectiveness of contribution to the West Sussex Plan outcomes will be improved by the review. The revised early help offer will maintain its contribution to these aims of the Plan</p>	
<p><b>Financial Impact</b></p> <p>The review will result in a redirection and reconfiguration of the resources available</p>	

to the Children and Families Directorate to secure and sustain the investment made in children's social care and better manage demand for services.

### **Recommendations**

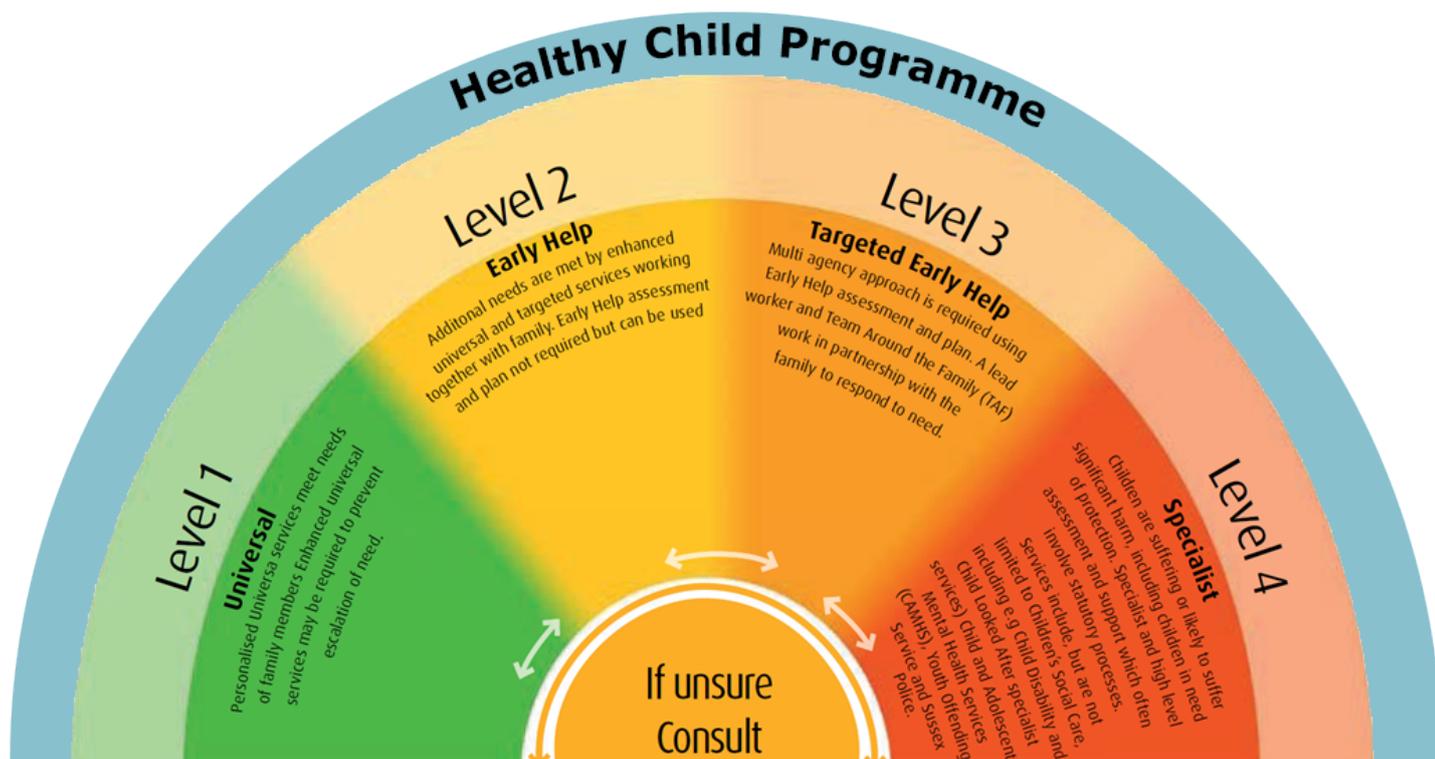
The Cabinet Member is asked to approve:

- (1) The commencement of a review to propose a redesign of the services provided as IPEH into a targeted, focused early help offer as detailed in this report and using the principles outlined in section 2 of the report,
- (2) That the proposed design and the plans for its implementation be prepared for approval by the Cabinet Member in March 2019 to enable the start of implementation from 1<sup>st</sup> April 2019.
- (3) That arrangements be made for engagement with partners and stakeholders and for scrutiny of the proposals which emerge to meet this timetable.

## **Proposal**

### **1. Background and Context**

- 1.1 Following recommendations from the Children and Young People's Services Select Committee on 8 September 2016, the Cabinet Member for Children - Start of Life approved in principle the creation of an Integrated Prevention and Earliest Help (IPEH) service. On 8 December 2016 the Select Committee previewed the decision on the redesign proposals and the proposals were subsequently formally agreed by the Cabinet Member for implementation and scrutinised at Select Committee in June 2018. 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.
- 1.2 Growth in demand for the Council's statutory children's social care services has required plans for additional investment. The plan is to enable this investment to be made without increasing the budget available to Children and Family Services. These plans for the review of IPEH, including reconfiguration and the rationalisation of services and resources will provide a significant contribution to that aim.
- 1.3 IPEH provides a wide range of services with various partner agencies; from level 1 universal services for all up to and including level 4 specialist targeted services for children needing to be looked after. The West Sussex continuum of need is illustrated below.



1.4 The service was launched on 1 April 2017 with the ambition that it would do more to ensure that all children and families have the 'best start in life', with;

- Healthy development from conception to birth,
- Support to adults to be confident and equipped for parenthood,
- Children are in education and ready to learn and play,
- Children grow up in safe, loving and nurturing homes,
- Children are resilient and have the opportunities to fulfil their aspirations,
- Children become adults who make a positive contribution to society

1.5 IPEH was formed from aligning services in the Children and Family Services directorate that were outside children's social care. IPEH also incorporated the integrated delivery of the Healthy Child Programme. These will be more fully described in the future project plan of the review and redesign plans.

1.6 IPEH has been in operation for approximately two years and a number of developments have taken place during this time which provide an opportunity to review the effectiveness and efficiency of the service, most notably that;

- a) It is good practice to review services to ensure they are meeting the needs of service users, are effective and are delivering value for money. When establishing IPEH, it was agreed that the service would be subject to regular reviews,
- b) A peer support and challenge event of IPEH was conducted by the LGA in December 2018. The initial findings of that event raise questions about the affordability of the service, whether the investment delivers sufficient reductions in demand for children's social care and the role of partners.
- c) The initial findings also deliver broad recommendations to refine the offer to focus on those services that will deliver the maximum impact on

demand for children's social care and consider whether more focus is needed at the threshold of children's social care. The final report is due to be delivered at the end of January 2019 and will be available to inform the detailed review planning and to aid decision making.

- d) The Partners in Practice (PiPs) programme is part of the DfE Innovation Programme and aims to be a genuine partnership between local and central government, bringing together the best practitioners and leaders in children's social care to improve the system. The council's participation in this programme has illustrated other models of early help and prevention, with alternative styles of delivery and investment which are delivering results, in particular, in Hampshire and East Sussex.
- e) In 2018 the council committed to a transformation programme called Unlocking the Power of Communities to remodel the way it works to prioritise the active building of stronger communities. This includes the community hubs approach to consider how and where services are delivered, the integration of service delivery, actively strengthening local communities and making best use of council and community assets. As IPEH is delivered mainly through children and family centres across West Sussex there must be a critical link between the redesigned service and the community hubs programme,
- f) In addition to the questions raised by the support and challenge event, initial benchmarking has indicated that some elements of IPEH are being delivered at a much higher cost than comparator councils and are not matched by similar levels of savings and benefits elsewhere in the system such as the management of demand in children's social care as was anticipated at its inception,
- g) A financial benchmarking report indicates that, for early help, the council has higher unit costs than other similar councils when compared to all in England. The report highlights a number of areas most commonly included in early help offers that, in comparison with statistical neighbouring councils, show that the West Sussex's spending position is higher. This would seem to indicate that the council spends significantly more on early help services although the data needs to be interrogated alongside additional benchmarking information that has been requested from the LGA.
- h) As part of the review there needs to be a deeper analysis of all benchmarking data in recognition of the fact that not all services are configured in the same way and will not be directly comparable.

## **2. Proposal Details**

2.1 In light of the opportunities set out in paragraph 1.6, it is recommended that a full review of IPEH takes place. This would be prepared for a further decision prior to any plans for implementation being approved although the plan is for the new service to begin to be implemented from April 2019. The principles of the review will be;

- **Early help and timely intervention:** resource and investment should be directed at preventing problems before they arise, reducing demand

on children's social care and preventing children from becoming looked after,

- **Place based and flexible:** West Sussex is a large and varied county and so there should be the flexibility to deliver services that meet the needs of different localities and provide differentiated support based on the needs of communities and individuals,
- **Reviewing best practice:** alternative models of delivery and best practice from other councils should be considered to ensure the council provides a targeted that meets the early help needs of the most vulnerable,
- **Community hubs:** the council has an ambition to support strong and self-reliant communities through the effective use of resources, the good use of local public assets and the further development of community hubs. As IPEH is delivered in the main through children and family centres, the review should include alignment and integration with the programme. This links with the council's strategic aim of integrating existing local services under one roof where possible.
- **Integrated working:** the council should work with multi-agency partners to deliver a whole system, early help offer that aligns services, uses community assets and makes the best use of resources and investment. This is consistent with the council's strategic aim of reducing duplication and improving co-location, collaboration and joint working with partners.
- **Efficiency and effectiveness:** the early help offer should deliver value for money from both financial investment and the use of resources and assets. This should include a review of the provision of universal services and take into account the current and likely future demand for targeted early help.
- **Investment in children's social care:** the targeted early help offer should deliver the requirement to further invest in a safe and sustainable service.

### 3. Consideration of other models

- 3.1 In considering the initial response to the LGA's findings, research on the delivery arrangements in place in similar councils has been undertaken. Of the council's nearest geographical neighbours, 2 authorities were judged as 'good' or 'outstanding' by Ofsted in 2018.
- 3.2 Although models of early help differ significantly across the country, from a desktop analysis of those councils with a 'good' or 'outstanding' judgement, the following features are evident;
  - Teams integrated and working in locally differentiated services through locality hubs, some with more advanced levels of integrated working,

- Coherent description of early help universal and targeted services that families understand how to access locally, irrespective of whether those services are delivered by different providers and partners,
- Children and families are offered targeted early help when needed or concerns are first identified which results in sustained improvement in the child's situation,
- Targeted tier 3 interventions work closely and systematically with children's social care to improve outcomes and reduce demand, while ensuring the interface between targeted early help and statutory work is clearly and effectively defined, and
- Strong offer of consultancy and advice to universal service partners which supports a good understanding of thresholds and how to access and provide targeted early help in a timely way.

#### 4. Draft Proposal – Direction of Travel

- 4.1 A draft model for a targeted early help offer is set out below, which draws on the models in East Sussex (outstanding) and Hampshire (good). Detail of their early help offer, which has informed this, can be found at Appendix B.

Tier (based on continuum of need)	Service description
Level 1: Universal	Healthy Child Programme (HCP) and core Public Health outcomes. Information advice and guidance across all age groups will be streamlined and provided through digital means with telephone support. Community hubs will provide early help preventative services in multi-service, integrated, accessible buildings.
Level 2: Early Help	Delivered through partner organisations with information, advice and guidance and termly conversations in education settings.
Level 3: Targeted Early Help	An enhanced service offer that extends the reach of early help and targets interventions to stop issues escalating. This will include children and young people on the boundary of children's social care, based on Think Family and edge-of-care services, and multi-disciplinary teams that focus on a range of complex issues including domestic abuse, drugs and alcohol and mental health. Youth Emotional Support (YES) will be delivered with the communities directorate.
Level 4: Specialist	Continue to support and provide additional capacity to children's social care statutory activities. For example, complex high risk adolescents.

- 4.2 The proposed model will make the best use of the opportunities available through digital channels and the delivery of the community hubs programme at level 1 and better partnership working and integration at level 2. This will free up capacity in both financial and asset terms to enable targeted early

help to concentrate on developing and providing an enhanced level 3 offer to support the improved delivery and demand management in children's social care at level 4. There will be clear proposals emerging from the review on this matter.

## 5. Consultation

- 5.1 Internal consultation will involve all of the required areas of engagement but the design of the plans will also require the support of colleagues in Legal, HR and Finance. Staff involved in the IPEH services will fully participate in the work on the review and the creation of the designs for the proposed new service model.
- 5.2 Consultation with stakeholders and partners will be built into the design planning from the start and ensure adequate time for such co-production. Mechanisms to engage stakeholders and to consult about the proposed model in the future will be required. There is a need for the council to consult service users and stakeholders before any significant changes are made to children centre provision. A number of stakeholders may be affected by the proposals and the council will engage them in the development of locality based, differentiated provision.
- 5.3 **Members:** The proposal is to engage with all members through the consultation process but also to formalise member scrutiny of the design of the planned review and its implementation through the Children and Young People's Select Committee, starting with its meeting in March 2019. This will enable the Cabinet Member, working closely on the design principles with the Director of Children and Family Services to consider all feedback and comments on the plans and their implementation prior to formal approval.
- 5.4 It is also planned that the Member Project Board overseeing the Community Hubs Programme will be engaged with the design and implementation of the review to ensure fully integrated and consistent planning and to meet the aims of that programme and their delivery. This relates both to the rationalisation of assets but also to the reconfiguration or integration of staff and other resources for service delivery.
- 5.5 The review and redesign will be led by the Director of Children's Services (DCS) and the timetable for engagement and consultation will be as follows;
- i. By 1<sup>st</sup> February plan staff engagement in design planning
  - ii. Plan and open on 4<sup>th</sup> February service user and stakeholder engagement,
  - iii. February/March work on co-production of service review and model,
  - iv. During March initial design model developed and phased plans to implement with ongoing and iterative engagement and development facilitated as plans progress,
  - v. During March member engagement and scrutiny of proposals,
  - vi. End of March key decision for service design and implementation plan,
  - vii. 1st April implementation begins to make sure that measures that are easier to achieve quickly are implemented in the initial stages.

## 6. Financial (revenue and capital) and Resource Implications

- 6.1 Work on the initial stages of the review suggests that a more targeted early help offer can be delivered within a reduced financial envelope to facilitate reinvestment, deliver better outcomes and stem demand for children’s social care. The aim is to achieve a model based on the initial draft proposal at 4.1 within the budget detailed below.
- 6.2 As set out in the draft budget papers presented to PFSC on the 17<sup>th</sup> of January 2019, additional resources of £5.5m have be allocated to Children’s Service to enable an increase in social workers to deal the growing demand. The revised targeted early help model will enable the reprioritisation of resources with the Children’s Services without requiring additional savings outside of the portfolio.
- 6.3 The gross budget for IPEH in 2018/19 is £17.6m. Taking into account the planned changes to funding contained within the medium term financial strategy (MTFS), it is proposed that the IPEH budget will reduce to £12.7m gross by 2020/21.

	2019/20 £m	2020/21 £m	2021/22 £m
Current budget for early help	17.59	14.64	12.69
Change in investment for revised early help model	-2.95	-1.95	0
Revised budget for targeted early help	14.64	12.69	12.69

**Capital consequences**

- 6.4 The IPEH service is currently provided across a range of Council assets and buildings and in other settings. The review will consider the need and value of such use and consider the optimum or most effective use of assets for the planned service. This work will be aligned with the work on the Community Hubs Programme which is over seen by a member Project Board. Capital consequences will be considered as part of the community hubs programme.

**Human Resources, IT and Assets Impact**

- 6.5 There will be points of staff consultation in the initial design work. This in turn will lead to a number of change proposals which will require more formal staff consultation. Changes requiring technical or IT solutions will require IT support but this has yet to be defined. It should also be noted that these various areas of impact will be reviewed as the targeted early help offer is developed and linked to the community hubs programme.

**Legal Implications**

- 6.6 The impact on delivery of statutory requirements is being assessed and will be managed through the design and implementation of the review.

## **7. Risk Assessment Implications and Mitigations**

- 7.1 A risk register is being developed to underpin the transformation proposed to deliver the savings required. Each risk is being tested and tolerance and mitigation plans are to be worked up against each one. The key themes emerging from the risk register relate to refocussing county council resources on a strengthened tier 3 offer which should manage the volume of referrals to children's social care more effectively. There will also be emerging risks related to managing assets through the community hubs programme and the engagement of partners.
- 7.2 How the reshaping of targeted early help aligns with the community hubs programme may impact on the pace at which the changes can be delivered. Further work to map the dependencies between the two plans will be undertaken as the work on the design and review proposals is developed.

## **8. Other Options Considered**

- 8.1 The council could choose not to review IPEH. However, as set out in paragraph 1.6, it is considered timely and good practice to review the service at this time. The review will enable the delivery of a targeted early help offer that aligns to changes that have taken place within the council and partners during this time. It will be designed alongside partners and stakeholders and will seek to accommodate the needs of other service providers.
- 8.2 The review will deliver a targeted early help offer that achieves better outcomes and reduces the demand for children's social care by considering best practice and high performing models in early help. Alternative ways of achieving these aims will be considered as part of the review.
- 8.3 The planned review aims to enable the reinvestment of resources to enhance the resources available for the aims and outcomes of critical areas of Children's Social Care and to enable the management of growth. Alternative options are limited given the scope of that challenge.

## **9. Equality and Human Rights Assessment**

- 9.1 The council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to: eliminate discrimination, harassment and victimisation and the need to promote equality of opportunity for those that share a protected characteristic and those who do not.
- 9.2 The model for targeted early help will be developed and an equality impact assessment will be conducted on completion of the review to fully understand the consequences.

## **10. Social Value and Sustainability Assessment**

- 10.1 This will be developed once the model for targeted early help has been developed.

## **11. Crime and Disorder Reduction Assessment**

- 11.1 Creating safer communities is a critical factor of the early help model and therefore the potential impact of implementing the revised model of early help will be developed in detail once the design and plans for early help in West Sussex have been agreed.

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**Appendices :**

Appendix A Models of Early Help from East Sussex and Hampshire

**Background documents:** None

**Appendix A**

<b>Local Authority</b>	<b>Early Help Model – as described by LA</b>	<b>OfSTED Most recent Children’s Services Inspection Rating and Comments in respect of Early Help</b>	<b>Comparative notes</b>
<p><b>East Sussex</b></p> <p>CIPFA Nearest Neighbour</p> <p>0-19 population 118,480</p>	<p>Universal /Level 1 - Some early help services are available to <b>all</b> children and young people. These include:</p> <p>Advice from Health Visitors; extra one to one support, and information for parents, provided by Early years education and childcare settings</p> <p>Groups and activities provided by Children’s Centres and community organisations-</p> <p>Support provided in school and by schools—for example pastoral care, parent information and nurture groups</p> <p>School Nursing and school health services; School Nurse text ‘ChatHealth’ in action</p> <p>Primary healthcare—such as GPs, walk-in centres, Dentists, Opticians and</p> <p>Pharmacists</p> <p>Parenting Groups—for example Incredible Years and STOP parenting programmes</p> <p>Support from voluntary and community sector</p>	<p><b>2018 Outstanding</b></p> <p>Arrangements to respond to the needs of children who require help or protection are reliably good in all parts of the service. Children and their families enjoy helpful and enduring relationships with practitioners, who provide consistently good or better support to meet children’s needs and to improve their lives. Children who are referred to the Single Point of Advice (SPOA) receive a timely and proportionate response. When their needs warrant consideration by the Multi-Agency Safeguarding Hub (MASH), senior social workers carefully RAG (red, amber and green)-rate all contacts, clearly recording decisions and next steps. Actions are progressed quickly. Thresholds are confidently and consistently applied at all levels of need. Decisions, actions</p>	<p><b>Differences to WSCC</b></p> <p>Single point of advice and assessment early help (EH) and children’s social care (CSC)</p> <p>Early Years managed via Education</p> <p><b>Other comments:</b></p> <p>EH managed under Early Help and Social Care</p> <p>East Sussex currently reviewing the integration of the Healthy Child Programme similar to arrangements in WSCC</p>

<b>Local Authority</b>	<b>Early Help Model – as described by LA</b>	<b>OfSTED Most recent Children’s Services Inspection Rating and Comments in respect of Early Help</b>	<b>Comparative notes</b>
	<p>groups and services</p> <p>Universal services work closely with targeted Early Help services and social care services if they feel families need more support and input, or children are at risk of harm, and continue to provide support if other services are also needed.</p> <p>NHS community services offer support across levels 1-4 of the Continuum of Need, including through Health Visiting, School Nurses, and Family Support Health Practitioners.</p> <p>0- 5 Integrated Health Visiting /Children Centres &amp; Family Key work service now fully integrated. 25 children’s centres in 6 locality areas – includes provision of child health clinics</p> <p>Considering models of integration for wider children services 0-19 services from April 2020</p>	<p>and intervention are swift where children are at risk of significant harm or are ‘in need’. Although all cases where children need early help are risk assessed and carefully overseen by managers, a small number of children and parents with lower-level needs experience delay in receiving one-to-one help. These families are offered alternative support, such as parenting programmes, while they wait for more targeted help</p>	
<p><b>Hampshire</b></p> <p>CS Statistical Neighbour/CIPFA</p>	<p>Hampshire has ten early help hubs. Each hub meets on a weekly basis to coordinate the multi-agency response for families with complex needs who do not meet the threshold</p>	<p><b>2014 Good</b></p> <p>Children and their families have access to a wide range of good and still improving early help</p>	<p><b>Differences to WSCC</b></p> <p>Single assessment process for EH and CSC</p>

<b>Local Authority</b>	<b>Early Help Model – as described by LA</b>	<b>OfSTED Most recent Children’s Services Inspection Rating and Comments in respect of Early Help</b>	<b>Comparative notes</b>
<p>Nearest Neighbour 0-19 population 313,916</p>	<p>for statutory social care. The hubs are coordinated by the Family Support Service (FSS) and involve a range of practitioners who contribute to the local Early Help offer.</p> <p>The Early Help Checklist is designed to help practitioners decide whether the early help assessment would be useful to help them to support the family.</p> <p>The Hampshire Early Help Model</p> <p>Level 1 – Universal (School, GPs, Health visiting, School nursing) i.e. partners plus The Family Information and Services Hub is where you will find information about what is going on in your area, details on how families can access services, organisations and activities in Hampshire, and available advice and support. Children’s Centre services are delivered by a range of providers including Health Visitors, Midwives, Family Support Workers and Adult Learning Providers. Some of these are accessed from the 11 children’s centre hub buildings, but the majority take place in community venues, with some services also available in the family home. Examples of the types of services provided include open access</p>	<p>services. Partners have carefully considered how thresholds for access to services, a single assessment process and the provision of early help can be further improved. As part of the Eastleigh Early Help Hub pilot, they have introduced a much clearer thresholds framework, a clear pathway for help and support and better assessment tools. Intuitive and well-coordinated processes are resulting in swifter provision of help to families, including those who have been stepped down from children’s social care. Partner agencies have signed up to the new process and there is a clear plan for the extension of this model to all areas in Hampshire by October 2014.</p>	<p>Health clinics delivered from community settings</p>

<b>Local Authority</b>	<b>Early Help Model – as described by LA</b>	<b>OfSTED Most recent Children’s Services Inspection Rating and Comments in respect of Early Help</b>	<b>Comparative notes</b>
	<p>groups such as songs and rhymes and child health clinics through to more targeted one to one family support and parenting programmes such as Family Nurture Programme for families with complex needs.</p> <p>Level 2 – Early Help (Single agency/partnership working – Schools, Local Partnerships, Health, Children’s Centres, Youth Support)</p> <p>Level 3 – Targeted Early Help (Coordinated multi-agency response – Early Help Hub provision)</p> <p>Level 4 – Statutory Children’s Social Care</p> <p>FSS is part of the ‘early help’ provision for Hampshire run by the County Council for families with children aged 0–19 years (or up to 25 for young adults with learning difficulties and/or disabilities) to provide a joined-up, whole-family service to those who have high levels of need.</p>		