

Report for: CYPS Scrutiny Panel. 5th July 2016

Item number:

Title: Early Help and Prevention Service, performance update.

Report

authorised by : 
Gill Gibson, Assistant Director of Assistant Director for Children's Services - Quality Assurance, Early Help, and Prevention

Lead Officer: Gareth Morgan. Head of Service, Early Help and Prevention. 0208 489 4931 gareth.morgan@haringey.gov.uk

Ward(s) affected: N/A

**Report for
Non Key Decision:**

1. **Describe the issue under consideration**
To update members on the structure, performance and impact of the Early help and prevention Service in the first 6 months since launch.
2. **Cabinet Member Introduction**
3. **Recommendations**
To note the update and the progress made since the Service launch.
4. **Reasons for decision**
N/A
5. **Alternative options considered**
N/A
6. **Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

7. Background information

7.1 Since 5th October 2015, the Early Help and Prevention Service has been responsible for delivering Tier 2, holistic family support for vulnerable children, young people and families in Haringey. The service aim is to enable them to overcome multiple issues and sustain the improvements made, prevent escalation to statutory services and reduce demand on Children's Social Care. The secondary aim and the basis for the Locality delivery model, is to help build community resilience through the development of local networks of professionals, residents and voluntary and community organisations.

7.2 The Early Help and Prevention Service is the council's key resource contributing to the wider early help partnership, which is charged with delivering the

Early Help Strategy. It contributes to Priority 1 outcomes and addresses the government's Troubled Families agenda. Additionally, the service now incorporates both Youth Provision, including the Raising Participation Age and NEET responses, as well as three directly managed Children's Centres under Haringey's the 2016 Children's Centre commissioning arrangements.

7.3 The ambition of the service is:

To be recognised as a service and a partnership that delivers consistent, high quality, flexible and effective family support enabling Haringey families, children and young people to become self-sufficient, resilient and successful.

7.4 The service provides support for vulnerable families on a Locality basis, aligning early help resources with Network Learning Community boundaries, ensuring close links to schools and Children's Centres. Three Early Help locality teams provide coverage of the borough. Each team delivers holistic family support for families assessed as having needs categorised as Tier 2 (non-statutory) with family support workers and youth practitioners who are embedded in the team. Working to the principles of family support, the service adopts an holistic approach to families being supported, to ensure that we work together with the family and partners to address the issues which prevent the family from succeeding and thriving.

7.5 The Early Help Service strives to:

- Provide safe, high quality, responsive and time limited family support which enables and promotes behavioural change to achieve sustainable improvements in all aspects of family life.
- Promote well-being and enhance economic and social independence of young people and their families while reducing demand (future costs) on high cost services
- Maximise our resources, collaborate effectively and innovate.
- Develop and refine our own skills and practice through analysis and reflection
- Capture evidence of the impact of our services and support provided

8. Opportunities and threats.

8.1 It is widely recognised that effective early intervention services are key to preventing the escalation of problems faced by many vulnerable children and families and the subsequent, long-term reduction in demand and reliance on statutory and high costs services. The Early Help Partnership is working hard to establish coherent, strategic leadership in Haringey and enable the effective assembly and delivery of a collaborative early help offer.

8.2 The Early Help Service is one element of this partnership approach. By aligning resources around the locality model, we have a genuine opportunity to harness and focus resources from a range of partner agencies and stakeholders to achieve maximum impact.

8.3 The Service is currently funded from three sources which are both a strength and potential threat to its success. The overall budget of approximately £3.5m is provided through core council funding (32%) Troubled Families Grant funding (34%)

and a combination of Dedicated Schools Grant (10%) and the High Needs Block (HNB) via DSG (24%). Whilst this funding model provides collaborative resource which reflects the priorities and demands from the originators of many families requiring Early Help support.

8.4 The risks however relate to the additional tensions on funding sources where for example, DSG and the HNB are under pressure because of changes to the central government funding formula and increasing demand causing pressures within the broad schools agenda. The DSG and HNB are both agreed annually by Schools Forum and it is important to ensure that the Early Help Service is working closely with schools and demonstrating impact on the issues which affect education the most to secure funding year on year.

8.5 The national Troubled Families 'Payment by Results' programme is now in year five of an eight year programme. The service has planned and budgeted according to the initial targets set by government for turning families around, however this has been amended this month reducing Haringey's target by 110 families (3240 to 3130) across the next three years and consequently reducing the maximum potential income secured by Haringey by £190,000 across the life of the programme. A revised service development plan will be developed to ensure that the service continues to deliver support to vulnerable families whilst remaining within the agreed budget.

9. The role of the service in the achievement of budget reductions.

9.1 The service re-organisation was planned during 2015 and delivered on 5th October 2016. In so doing, savings identified in the MTFP were delivered and by adopting the locality model, further necessary savings for 2016/17 have already been achieved. This re-organisation also included the re-shaping of youth provision to achieve the required budget reduction of £1.5m allocated via the Youth and Community Participation Service. By embedding youth provision within Early Help Locality teams, these savings have been achieved whilst core youth provision has been maintained.

9.2 The impact of the Early Help Partnership and the alignment of resources are intended to reduce demand on young people being referred into Children's Social Care which will contribute towards reductions detailed in the MTFP. The trajectory for this demand reduction has yet to be fully calculated as early intervention is just one contributory element in demand on statutory services – what can be seen already is the high demand for early help support which is evidenced through the throughput to early help from the re-structured Single Point of Access to CYPS and Multi-Agency Safeguarding Hub (MASH). It is impossible at this early stage to calculate the savings accrued as a result of early help interventions; however emerging evidence of both need at this level and the positive, sustained outcomes being delivered is being seen.

10. Outcomes.

10.1 The Early Help Partnership has an outcomes framework which describes the measures and outcomes which the early help approach is delivering including the newly developed Heath Child Programme and Troubled Families outcomes, to begin to build a cumulative understanding of the impact of a collaborative approach. Troubled Families methodology focuses on the sustained benefits of early intervention by operating an holistic family approach to understand all the issues facing a family,

before co-designing action plans that enable families to become stronger and more resilient and reducing future reliance on expensive service provision and statutory intervention. To be able to claim outcome payments family progress measures have to be sustained for between 6-12 months which evidences increased family and individual resilience.

10.2 Since the Early Help Service began significant progress has been made in developing a more detailed baseline from which overall progress can be appropriately measured and improved analysis will help refine and develop the service to meet emerging or increasing areas of need.

10.3 Since October, the Early Help Service has supported;

- 716 families
- 1245 children as part of their family working.
- 38 children have been stepped-up into Social Care. (3%)
- 6 children have been re-escalated into Social Care following step-down (2.4%)

Attending

- 88 primary schools
- 49 secondary schools
- 3 special schools (in Haringey)
- 3 alternate provision (in Haringey)
- 19 colleges
- 100% of Haringey secondary schools
- 92% of Haringey primary and junior schools
- 91% of the Borough's schools overall.

10.4 Although it remains too early to give definitive figures in relation to the impact early help work is having on Children's Social Care, what can be seen is the ability of the service to work effectively with families and prevent escalation of risk to above the statutory threshold.

10.5 The earliest indication of this is the 'step-up' rate for families being supported by the Early Help service due to increased risk. Currently only 38 children (out of 1245) have been stepped up or 3% which, given the complexity of the issues facing families and the additional risk factors being identified, is a low figure which will be monitored closely in the coming months.

10.6 By contrast and an alternate measure of the impact the service is having, is the 'step-down' figure - families originally assessed at Tier 3 or above receive ongoing support from early help to prevent re-escalation. To date, 247 children (138 families) have been stepped down and of these, just 6 (2.4%) have be re-referred for statutory support following Early Help intervention activity in this period. This is emerging evidence of the services ability to maintain progress made by families and keep risk levels below statutory threshold.

10.7 In addition to statistical evidence, the service has commissioned the Outcome Star 'distance travelled' tool, which captures family/children's voices and also creates evidence of progress against key indicators for families during and after support plans have been delivered. This simple interactive approach enables families to visualise

progress, the service to evidence impact and also to address areas which require service development.

11. Partnerships.

11.1 The Early Help service is one element of the wider early help partnership which includes health, education, police and the voluntary and community sector. One of the key ambitions for each locality area is to develop an effective local network which maximises resource and minimises duplication, so that together we ensure families get the right support at the right time. In addition to the prevalence of the Team Around the Family (TAF) approach adopted by early help partners, there is a clear move to align resources appropriately around the locality model, to build capacity and increase collective intelligence, data sharing and maximising resources to ensure the service delivers in an intelligence led manner, responding appropriately to needs identified across the partnership.

11.2 Whilst Locality Networks beyond statutory services are slower to develop, the Health Visitor service has now aligned its teams to mirror the locality boundaries, increasing the collaborative opportunities including for example, delivering HCP checks at Children's Centres as part of the EH provision and using these sites as early help access points, enabling effective signposting, and the identification of vulnerable children and families from the earliest age. Furthering this ambition, Children's Social care teams are also now beginning a re-structure which will align statutory services around the same model.

11.3 The next step for Locality Service Managers is to utilise the headline information and data we have already captured in respect of areas of high need, demography and prevalence of key presenting issues to help create and refine Locality Plans which both reflect the local demography and structure, but also highlights specific community needs and the resources, groups and community capacity which can be brought together as part of the wider early help offer, in that particular part of the borough.

12. Contribution to strategic outcomes

The Early Help Partnership offer under-pins many of the strategic outcomes detailed in Priority 1 – Best start in Life. The early intervention and prevention approach being developed through the partnership contributes directly to each area of focus under Priority 1 and also through the prevention of escalation, seeks to contribute to the overall reduction in demand on high cost and statutory services.

13. Finance and Procurement

13.1 As discussed at 8.3 the service has a gross budget of £3.5 million and is funded by a mixture of funding sources: core council funding (32%) Troubled Families Grant funding (34%) and Dedicated Schools Grant (34%). It is noted that there is some risk regarding the grant related sources of funding, and that the service is revising the service development plan to ensure that it remains within the agreed budget. To date there have been no budget risks associated with this area.

13.2 One of the objectives of the service is to divert 'at risk' children from statutory services and reduce demand on Children's Social Care. If successful, the service will

therefore contribute to meeting the medium term savings targets for Children's services.

13.3 The aims of the Early Help Service are consistent with Priority 1 (Best Start in Life) objectives.

14. Legal

14.1 There are no legal implications at this stage

15. Equality

15.1 Our Early Help locality operating model aligns with all other service models and supports the principle of equality of access and provision across the Borough. The impact of this approach enables a timely response and support to be available at the appropriate level (Tier 2) whilst those families needing high level service are able to receive a statutory response, via the Single Point of Access. Working in an increasingly aligned structure, supports families with lower level needs to access universal service provision, which is often signposted following contact with the early help offer provider.

15.2 We do know that often, the most socially excluded residents predominantly have the protected characteristics defined in the Equality Act 2010. Our operating model has been designed to ensure that services are made clear and accessible to all groups in the borough, including those that are socially excluded and require either support or protection. We are increasing our profile as a service through a whole-systems approach across early help providers.

15.3 There has been no evidence to date of any differential impact upon the protected groups outlined in the Equalities Act 2010 as a consequence of the Early Help Locality structure. We will continue to develop our data collection and undertake analysis to provide assurance that the service delivery model does not impact upon protected groups.

Gareth Morgan
Head of Service
Early Help and Prevention.