

**Report to the Cabinet Member for Children, Young People and Schools, and
Cabinet Member for Adult and Community Services**

**Report submitted by: Interim Executive Director for Children and Young
People**

Date: 12 January and 15 January 2015

Part I

Electoral Divisions affected:
All in Burnley, Lancaster,
and Preston

Early Response Service

Contact for further information:

Mel Ormesher, (01772) 580386, Directorate for Children and Young People,
mel.ormesher@lancashire.gov.uk

Executive Summary

The Early Response proposal has developed out of collaboration between Lancashire County Council (LCC) and Lancashire Constabulary. Both organisations share a strategic desire to manage and reduce demand on statutory services through prevention and timely, appropriate intervention.

This approach will provide enhanced out-of-hours support to prevent the need for statutory assessment or intervention. Through joint teams of the County Council and police officers, it will deliver rapid support that reduces immediate risk, along with follow-up to ensure de-escalation into core prevention and early help services. This initiative offers the opportunity to pilot a new way of working to provide prevention and early help out-of-hours which will assist members of the community to access appropriate levels of care, improving outcomes while preventing and reducing demand on statutory and crisis services.

As a pilot project, the service will investigate the potential for more effective and efficient service delivery through a different model of working. The areas of innovation to be tested include:

- The impact of out-of-hours support provided at below statutory level
- The impact of a rapid response to calls for service utilising a broad skills set
- The impact of short-term follow on support on the take up of prevention and early help services

The original funding allocation agreed for this project was a maximum of £3m for delivery over a period of three years. However, as part of the process of transforming the County Council's structure to ensure that it can deliver effective services for communities through a significantly reduced budget, the Early Response proposal has been revised accordingly. In reviewing the proposal, it has been possible to identify mainstream resource that can be used to support Early Response and this is detailed below.

This report sets out four options for the future funding of Early Response during 2015/16 and 2016/17, ranging from no investment up to a maximum investment of £1.3m. As such, a minimum of £1.7m saving has been identified that can be utilised to support the County Council's transformation process.

This is deemed to be a Key Decision and the provisions of Standing Order No 25 have been complied with.

Recommendation

The Cabinet Member for Adult and Community Services and the Cabinet Member for Children, Young People and Schools are recommended to:

- (i) Consider the report setting out the options for a revised financial allocation to the Early Response Service;
- (ii) Give consideration as to which of the options set out in the report should be approved.

1 Background and Advice

Early Response will be an integrated service where police officers and County Council staff work together to provide enhanced, out-of-hours support to calls for service. At the initial inception of the service it was proposed that the County Council resource should be comprised entirely of social workers. In exploring the evidence base for this proposal and examining police logs and activity in detail, it has become evident that the resource required is in fact Support Workers operating across children, families and adults, able to access sufficient statutory assessment capacity should that be required.

The principle function of this resource is to deliver an out of hours, rapid response to calls for service to the police and the County Council's Emergency Duty Team (EDT). The focus will be calls that are deemed to be below the statutory threshold for intervention but that would benefit from a rapid intervention either to prevent escalation into statutory services or to aid resolution of the immediate situation and facilitate de-escalation into universal and early help services. Three main areas of work will be included in provision: rapid response and follow-up, planned out-of-hours activity and step-down to core service.

The County Council resource committed to this service will be managed through the EDT which will provide statutory supervision and call taking functions, and receive

referrals from the Police Customer Access. Early Response officers will be collocated with dedicated police resource in each of the pilot areas of Burnley, Preston and Lancaster. As this is a pilot project, the resource could then be adapted and deployed across the wider county as the approach is developed.

In light of budget pressures, the service offer has been reviewed in order to identify any elements that could be provided through mainstream services, and to focus on those elements that could not be provided without use of the strategic investment reserve. As such, a range of options for delivery up to a total funding envelope of £1.3m have been identified below.

During the process of developing the Early Response proposal and the associated Social Care Front Door Review, there emerged an identified gap in 24 hour telephony provision which would significantly impact on statutory delivery by the EDT and so the ability to provide Early Response. It is proposed to address this gap through the Early Response project by funding up to five Customer Service Advisors (CSA) in order to provide an effective mechanism for receipt of out-of-hours calls for service and so free up duty social workers in EDT to focus on safeguarding duties.

Early Response could also provide a maximum 15 Support Workers (SuW) who would be able to address calls for service to the EDT that do not meet statutory thresholds but which could benefit from early help and support and so prevent any escalation of harm.

2 Revised Service Offer

The proposed options set out in the finance section of the report below range from nil investment to provision of between 9 and 15 Support Workers that could initially be deployed across the three target areas of Burnley, Preston and Lancaster. The Social Care Front Door Review has freed up capacity within the EDT (subject to provision of telephony referred above) to be able to provide assessment and decision making capability to the Early Response Service. As such, it will not be necessary to fund qualified social workers and approved mental health workers within Early Response. The SuWs would receive supervision and direction from the EDT whilst working jointly with Police Early Action teams in each division.

Alongside the development of the Early Response service there has been a review and restructure of the social care 'front door'. This has aligned several access points where calls for service are received by the County Council including the Contact and Referral Team (CART), Emergency Duty Team, Adult Intake and Assessment Service and the police Contact Management Unit. Combination of these access points will provide a key opportunity to hasten both service responses and to improve the multi-agency information available to responding officers in a timely manner resulting in synergies and potential cost savings which have yet to be fully quantified.

It is proposed that the Early Response project will support alignment within Prevention and Early Help services and closer working in other areas. A detailed outcome and performance framework is currently being developed against which financial performance will be measured and against which savings or demand control will be identified. There will be ongoing review to take advantage of

opportunities to mainstream activities. In order to ensure that this project contributes to the overall strategic re-alignment of the County Council the need for funds will be kept under review.

3 Interdependencies with other County Council Services:

The development of the Early Response service has taken place alongside the organisational transformation of the County Council. Learning has been shared across other service areas, and it has become clear that some elements of the original proposal can now be delivered through service areas identified in the new structure. These service areas include:

Wellbeing, Prevention and Early Help - will improve the access and quality of universal services provided to support healthy living and wellbeing services in Lancashire for children, young people, families and older people. Development and provision of targeted early help and support to vulnerable children, families and older people to improve resilience and prevent problems developing into a crisis. This service will provide clear pathways to support from the Early Response service. Consideration will also be given to how the service can extend beyond current working hours to incorporate the Early Response approach.

Safeguarding, Inspection and Audit (MASH/CART/EDT) – will manage, assess and coordinate referrals and enquiries via the Multi Agency Safeguarding Hub (MASH) to Children's Social Care or Prevention and Early Help including emergency response out of hours. This service will be able to provide management, statutory supervision and direction to the Early Response service.

Customer Access – is integral to the council's service offer and will be developed and operated in conjunction with operational services to provide an efficient and effective means by way our citizens will gain access to those services. By investing in additional customer access resource, this will free capacity within the EDT to manage and deploy the Early Response service.

Public Service Integration – will provide dedicated capacity to promote, facilitate and deliver the integration of public services to the citizens of Lancashire. This service will be able to support integration of Early Response into mainstream provision.

Consultations

Police partners are keen to progress this joint approach using the project as an opportunity to test both an integrated model of service delivery and the impact of providing early help and prevention services outside of daytime hours. They have secured £0.214 from the Police Innovation Fund in support of this project and will match any agreed County Council resource. They have been consulted on the proposal to review the funding allocation for Early Response.

Implications and Risk Management

This item has the following implications, as indicated:

Personnel

Development of the Early Response service will require the appointment of up to 15 Support Workers attached to the Emergency Duty Team. All posts will be recruited to in accordance with the authority's vacancy management policy. Existing job descriptions will be used for the Customer Service Advisor posts and the grade of the support worker will be determined in accordance with the authority's job evaluation process.

Crime and Disorder

This proposal supports delivery against the key priorities of Lancashire Community Safety Strategy Group set out in the strategy assessment. This includes reducing the impact and harm caused by: crime and anti-social behaviour (domestic abuse; violent crime and child sexual exploitation), through protecting and supporting vulnerable people and reducing reoffending.

Financial

The original proposal sought to draw down a maximum of £3.0m over the next three financial years from the Strategic Investment Reserve (£1.0m per year). The development of this proposal has been kept under close scrutiny to ensure that it aligns to the County Council's re-shaping and contributes to the delivery of the overall financial strategy. This is reflected within the revised funding options presented in the following options which also include the option for no investment:

Resource	Fte	Grade	Cost p.a. £	Time Frame	No. of years funding	Total Cost £
Option 1						
No Investment for Option 1						0
Option 2						
Customer Service Advisors	5.24	5	149,716	2015/16 & 16/17	2	299,432
Support Workers	9	6	298,602	2015/16 & 16/17	2	597,203
Total Cost for Option 2						896,635
Option 3						
Customer Service Advisors	5.24	5	149,716	2015/16 & 16/17	2	299,432
Support Workers	12	6	398,135	2015/16 & 16/17	2	796,271
Total Cost for Option 3						1,095,703
Option 4						
Customer Service Advisors	5.24	5	149,716	2015/16 & 16/17	2	299,432
Support Workers	15	6	497,669	2015/16 & 16/17	2	995,339
Total Cost for Option 4						1,294,771

This project can be considered a capacity building and transformation project as it will provide capacity within the County Council to address issues such as:

- Reducing demand on children and adult social care services; and,
- Improving outcomes for service users so that issues are addressed earlier in their development and at the "point of crisis" so contributing to demand control within more expensive care solutions.

Lancashire Constabulary is committed to providing a matched resource (non-cash) to develop the joint Early Response approach and so provide more effective and timely risk assessment of incidents supporting both the police decision making model and the County Council's commitment to providing early help where possible. The Constabulary has also successfully secured funding to support this approach through an application to the Police Innovation Fund. This will provide capital funding valued at £0.214m. This is a national funding pot aimed at supporting innovative approaches to enhanced collaboration and delivery of efficiencies.

List of Background Papers

Paper	Date	Contact/Directorate/Tel
Report to Cabinet - 'Early Action Response'	9 January 2014	Dave Gorman, Office of the Chief Executive, (01772) 534261
Report to Cabinet - 'Progress with Implementing Investment Proposals Contained in Budget'	10 October 2013	Dave Gorman, Office of the Chief Executive, (01772) 534261

Reason for inclusion in Part II, if appropriate

N/A