

Cabinet

Meeting to be held on 26 November 2015

Report of the Head of Wellbeing, Prevention and Early Help Service

Electoral Division affected: All

Proposals for Transforming Wellbeing, Prevention and Early Help Services for Children, Young People and Families in Lancashire (Appendices 'A' and 'B' refer)

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Executive Summary

This paper describes the implementation plan of the service offer proposals presented to Cabinet in February 2015. It includes a description of the current state of the services to be integrated and proposes a future service model to be delivered within a revised financial envelope of £17,230,000. This represents a £7.4million budget saving by 2017/18, based on current services spend (2015/16). The paper outlines the service delivery model proposal to transform and fully integrate a range of services within Wellbeing, Prevention and Early Help Service (WPEHS), which will be implemented subject to consultation. The resultant integrated delivery model will align existing core offers for Children's Centres, Young People's Provision, Prevention and Early Help and Lancashire's response to the national Troubled Families Unit national programme.

This will ensure effective delivery of a wide range of support across the 0 -19yrs+ age range within the context of a whole family response. This will also galvanise Lancashire's strategic approach to Wellbeing, Prevention and Early Help, strongly contribute to the delivery of Public Health responsibilities.

The proposal further aligns with the ongoing re-procurement of Public Health services and there will be future opportunities to consider the integration of other services like Health Visiting and School Nursing Services, alongside other wider Council Services.

Recommendation

Cabinet are asked to approve the implementation of the service offer proposals within the Wellbeing, Prevention and Early Help Services subject to consultation.

1. Background and Advice

The case for effective Wellbeing, Prevention and Early Help is well documented and understood and has been robustly made in the following key national reports;

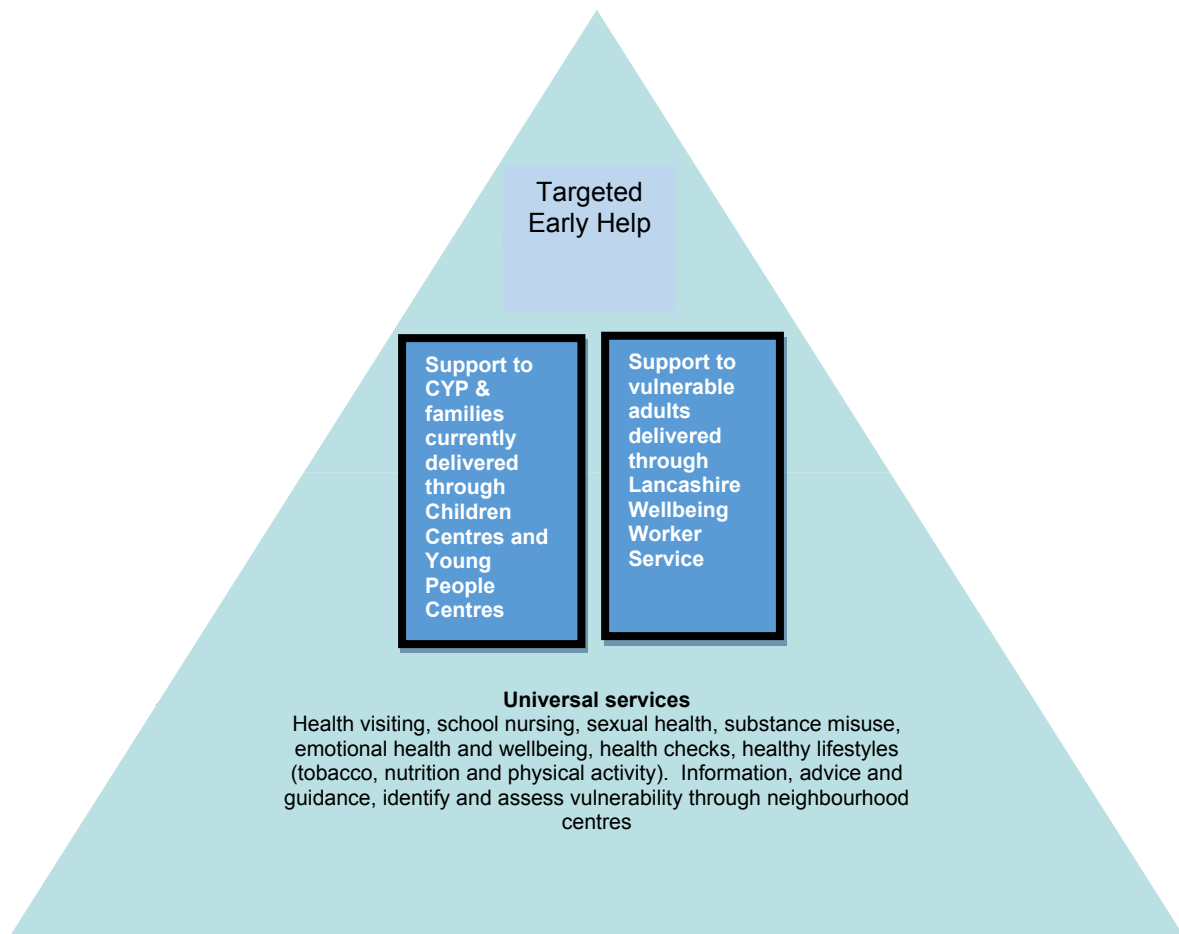
- Fair Society, Healthy Lives – Marmot 2010
- The Foundation Years, Preventing poor children becoming poor adults – Frank Field MP 2010
- The Early Years, Foundation for life, health and learning – Tickell 2011
- Early Intervention, The next steps – Graham Allen MP 2011
- Review of Child Protection – Munro 2011

The case is that Early Help for children, young people and their families does more to reduce the prevalence of abuse and neglect than reactive (costly) specialist statutory services. Effective Early Help requires a whole family approach and can encompass a multi-agency response for those with more complex needs. It contributes to meeting key targets focussed on improving the wider determinants for health, including economic, social and environmental improvement in both local and national context, including the key priorities of;

- Narrowing the Gap
- Reducing health inequalities
- Keeping children and young people safe from harm
- Improving school readiness and engagement
- Mitigating the effects of poverty
- Building resilience on an individual, family and community level.
- Parental skills and raising aspiration

Lancashire wellbeing, prevention and early help service is aimed at improving health and wellbeing and reducing inequalities. It comprises of activity at universal level as well as targeted to the most vulnerable.

The universal offer include a range of services currently resourced via the public health grant and includes health visiting, school nursing, and lifestyle services like sexual health services, substance misuse, and tobacco control programme etc. More details of this offer are presented in the diagram below.



The targeted early help services are aimed at identifying vulnerable residents and families with a view to offer a lead professional based support in improving the outcomes that are important to them, which will in turn contribute towards reducing the demand on high cost statutory services like children and adult social care as well as avoidable emergency admissions to hospitals.

Targeted early help is available across the life course as start well, live well and age well programmes. The start well element is mainly delivered in house whereas the live well and age well elements are mainly delivered through third parties, currently commissioned as the wellbeing worker service.

The focus on this paper is to transform the targeted early help offer for children, young people and families currently delivered through Children Centre or Young People Service.

2. Statutory Remit of the Wellbeing, Prevention and Early Help Service (WPEHS) for Children, Young People and Families

The council's statutory duties relevant to this service include:

- Delivering a 'sufficient' children's centre offer to meet local need so far as this is reasonably practicable (Childcare Act 2006). This is based on population and defined reach areas, with a consideration to retain universal services, whilst concentrating and targeting those children and families who are the most disadvantaged.
- Securing young people's access to 'sufficient' educational and recreational leisure time activities and facilities for the improvement of young people's well-being through the delivery of a 'Youth Offer' (Section 507b of the Education and Inspection Act 2006). This includes the duty on the local authority to consult young people about positive activities and other decisions affecting their lives and to publicise information on what positive activities are available in the county/local areas.
- Making available to young people below the age of 19 and relevant young adults (i.e. those aged 20 and over but under 25 with learning difficulties) support that will encourage, enable or assist them to participate in education and training (Section 68 of the Education and Skills Act 2008) and ensure that they promote the effective participation in education or training of young person's 16-17yrs and make arrangements to establish (so far as it is possible to do so) the identities of those young people who are failing to fulfil the duty to participate in education or training – thereby reducing the numbers of NEET young people (Raising the Participation Age).

3. Current Position

Over a period of time the services included in this model have evolved, operating in silos, often fragmenting the experience of our children, young people and families. The resources supporting these services, including finance and staffing, are allocated inconsistently and the current governance arrangements are varied. The services are delivered through a mixed model of both in-house and external partners (commissioning) e.g. schools and VCFS. There are limited resources to the county council to maintain these services in the way that they currently exist.

The budget across the services in 2015/16 is £24,413,125 which includes third party commissioning of some services.

WPEHS has a current total staffing establishment of approximately 750 full time equivalent staff. This includes staff currently employed by third parties in the delivery of Children Centres which are currently externally commissioned e.g. schools and VCFS (a detailed exercise is currently being undertaken to identify the exact staffing establishment which currently sits within the externally commissioned Children Centres).

The current delivery arrangements include the following estate;

Children Centres (79)		Young People (53)	
61 Children Centres	18 Satellite Centres	10 Youth Zones	43 Young people's centres
51 LCC Managed Centres	28 Externally Commissioned	10 LCC Managed	43 LCC Managed

4. What is the service offer?

The service will be delivered through a defined network of neighbourhood centres across the 34 service planning areas as referenced in the draft corporate strategy, and will continue to respond to key performance indicators, statutory duties and local priorities to improve outcomes for children, young people and their families.

The service will adopt a whole family approach to its work, working with children and young people across the 0-19yr+ age range (including young people up to 25yrs with SEND).

Key principles of the service offer include:

- Creating integration of service functions to streamline the response to families
- Targeting and prioritising resources towards working with children, young people, families and communities most in need of the councils help

The service will identify as early as possible when a child or family needs support, helping them to access services to meet their needs, and work together to ensure that this has maximum impact on achieving positive outcomes, offering the right help, in the right place, at the right time.

The service will offer an enhanced level of support to families through staff with a social work qualification.

The service offer based on the need and the resources available are described in the table below.

Continuum of Need (Level)	Service offer	Resources
Universal (Levels 0, 1, 2)	Registration of births and early identification of vulnerable CYP & Families Information, advice and guidance to young people Strengthening community resilience	Community/ voluntary networks Public Health advice and guidance Partner organisations i.e. schools etc. Health visitors, school nurses Public Health services commissioned through third parties

Targeted Early Help (Levels 3, 4a)	Lead professional model delivering targeted 1-1 and group support for children, young people & families, Troubled Family Unit, Family Nurse Partnership, Not in Education/Employment/Training, Children with Disabilities criteria. Integrated Wellbeing Worker Service NB: This will be in addition to the Children Social Care Strategy for CiN	Wellbeing, Prevention & Early Help Public Health services commissioned through third parties Health visitors, school nurses
Statutory services (Levels 4a,4b,4c)	Child Protection, Children Looked After. Child in Need	Support to statutory social care services

Lancashire Continuum of Need (CoN) levels.

- Level 1 Universal (thriving)
- Level 2 Additional Support Needs (just coping)
- Level 3 Complex Support Needs (struggling to cope)
- Level 4 Statutory (Not coping)

See Appendix 'A' for more details of each level of the Continuum of Need.

5. Who will it target?

The universal offer will be available to all Lancashire residents, the targeted early help offer will be delivered to those assessed as having complex or intensive needs aligned to Lancashire's Continuum of Need (CoN) at Levels 2, 3 and additional support to level 4a (CoN).

WPEHS will prioritise resources towards identified key priority target groups or individuals at risk.

6. Anticipated demand and resource allocation model.

Based on an assessment of current service demands, it is anticipated that WPEHS will need capacity to safely respond to approximately 10,000 cases each year, comprising a mixture of children, families and young people. This will incorporate Lancashire's response to the national Troubled Families Programme.

Further to this, WPEHS will allocate resources to enable centre based and outreach group activity which can cost effectively respond to defined needs and discharge an appropriate response to universal statutory responsibilities.

Resources will be deployed using a caseload allocation model which will balance the distribution of personnel resources in order to meet demand across the 34 Service Planning Areas identified in LCC Corporate Strategy.

7. Financial envelope and service establishment

Operating within a revised financial envelope of £17,230,000, WPEHS will work within a staffing establishment of 540 full time equivalent staff of which 482fte (89.2%) are frontline operational, 29fte are service management at Grade 9 and above (5.4%) and 29fte are operational delivery support (5.4%)

The proposed service redesign will create and support a number of personal development opportunities for staff to train and achieve qualified social worker status. This will be included in the scope of the service transformation and will include both internal personnel and those staff in externally commissioned partner organisations.

8. The service delivery footprint.

For organisation and management purposes, front facing service delivery will be structured around five areas which will form the service delivery footprints for WPEHS. The proposed service delivery footprints are;

- Lancaster, Fylde and Wyre (covering 9 Service Planning Areas)
- Preston (covering 4 Service Planning Areas)
- Chorley, South Ribble, and West Lancashire (covering 9 Service Planning Areas)
- Hyndburn, Ribble Valley and Rossendale (covering 6 Service Planning Areas)
- Burnley and Pendle (covering 6 Service Planning Areas)

These service delivery footprints are configured appropriately with other key operating frameworks such as Health economies/CCGs, Travel to learn areas and arrangements around Children's Partnership/ Health and Wellbeing Boards. This provides some level of future-proofing around planning alignment as well as operating efficiencies.

9. Where will services be accessible from?

It is anticipated that WPEHS will operate service delivery, including universal drop-in services and groups in the future, from 56 neighbourhood centres distributed across the 34 service planning areas in Lancashire identified within the corporate strategy.

WPEHS proposal is to provide at least one point of service access within each of the 34 service planning areas and distribute the remainder in relation to needs and deprivation with higher need areas having three or four points of access and the middle and lower need areas having two or one.

Neighbourhood centres will operate a flexible programme of delivery to meet the identified needs of children, young people and families in the local

neighbourhood. Each will work to a standard delivery specification where one identified neighbourhood centre in each 'district' area will provide an enhanced level of access to services (12 delivery sessions per week) whilst the remainder will deliver 7 sessions per week. This will enable 452 delivery sessions per week 'countywide', to be offered to targeted groups either through the neighbourhood centres or through outreach and detached delivery.

This specification will enable the service to balance access to services across 'reach areas' in proportion to need, complemented by the use of outreach/detached and use of community assets.

It is anticipated that points of access will be confirmed following the Property Strategy (Neighbourhood Centres) review, though it should be noted that some frontline delivery may operate on an outreach basis from within partner/provider properties within communities, including schools.

As the Property Strategy (Neighbourhood Centres) has not yet been approved, WPEHS is not able to specify and define at this stage from which properties it will operate service delivery in the future. Any working proposals indicated will be subject to consultation and will be aligned with the outcomes of the strategy and consequent review, once known. It should be noted however that in some circumstances;

- The property of another provider (e.g. externally commissioned children centre) may be more preferable to existing council estate in a given neighbourhood.
- A property within the wider council estate may be more preferable to an existing WPEHS estate e.g. local library.

The following factors, amongst others, will need to be part of any assessment in determining which combination of 'Neighbourhood Centres' are most suited to ensuring sufficiency of both 'access' and 'reach' within the future delivery model for WPEHS;

- Points of access within principle communities with good access and sufficient neutrality to ensure different communities will use the facilities.
- Spread of access points which ensure the ability to establish links to centres within defined reach areas (DfE defined/children centres)
- Gaps between provision – good practice for access within 30 minutes reasonable travel distance (walking)
- Buildings sufficiently flexible to respond to the diverse needs of 0-19+ and families, including discrete one to one spaces, flexible group spaces, adequate storage and access facilities etc.

10. Governance

WPEHS will report on its outcomes and performance through a multi-agency governance structure (Children's Partnership Board and where appropriate the Health and Wellbeing Board), aligned with service delivery footprints (County and local level).

The governance role will respond to both the national Troubled Families Unit programme in Lancashire and the 'advisory board' function for local 'Children Centre delivery', in line with statutory expectations, and aligned with appropriate clustering arrangements. This will meet the requirements of the revised statutory Ofsted Inspection framework (for 2016/17 academic year).

The governance structure will work to defined terms of reference and core suggested membership which will outline their role as providing 'challenge/scrutiny and support' to locally delivered WPEHS. They will not manage delivery of services nor any associated budgetary resources.

11. Focus on Outcomes

WPEHS will continue to report on key performance targets and indicators to the Dept. for Education, Dept. for Health, and the National Troubled Families Unit. WPEHS will be an outcomes focussed service focussed on securing five principal objectives;

1. Children and young people are safe and protected from harm
2. Children, young people and their families are resilient, aspirational and have the knowledge, capability and capacity to deal with wider factors which affect their health and wellbeing, life chances and economic wellbeing
3. Children, young people and families are helped to live healthy lifestyles, engage in positive social activities and make healthy choices
4. Children, young people and families health is protected from major incidents and other threats, whilst reducing health inequalities
5. By targeting those in more disadvantaged communities, the number of children, young people and families living with preventable ill health and dying prematurely is reduced

12. Consultations

Appropriate consultation on the proposed model will ensure that our children, young people, families, carers and local communities have an active influence over the future shape of service delivery, and that these are taken in equal account alongside the views of key delivery partners. This will include the required statutory consultation processes which may need to be undertaken in respect of any such impact on designated Children Centres. Key stakeholders include;

Internal	External	Public	Statutory
<ul style="list-style-type: none"> • Staff • Key aligned delivery partners in LCC • Elected Members 	<ul style="list-style-type: none"> • External commissioned organisations • Key aligned delivery partners e.g.: District Councils/Police/CCGs/Schools/VCF Sector etc 	<ul style="list-style-type: none"> • Service users and their families • Community Leaders • Service User Forum 	<ul style="list-style-type: none"> • Department for Education (with respect to Children Centres Ofsted)

The consultation process will:

- Review alignment and explore opportunities for merger of existing service provision outlets to improve service delivery and outcomes, whilst maintaining sufficient distribution of neighbourhood centres to meet reach and access requirements
- Re-align geographical reach areas to ensure that all families still have an identified "neighbourhood centre" linked to their community. This would see a service aligned with the Councils 34 service planning areas supplemented by a clear outreach support offer
- Review accountability and governance structures in line with realigned geographical reach areas
- Review the designation status of Children's Centres/ Young People Service in Lancashire as part of the development of neighbourhood centre
- Build upon established partnerships and engaging in new partnerships to benefit mutual working arrangements, shared expertise, skill sets and performance outcomes for the benefit of children and their families and also support the delivery of statutory social work.
- Review workforce development needs to ensure the service has the capacity and capability to deliver this wider service remit
- Develop training opportunities to allow staff to retrain and gain professional qualified social worker status
- Review and refine operational processes and procedures to enable "smarter" working outcomes
- Develop a 'fit for purpose' management information system to evidence the effectiveness of the service in improving outcomes for children, young people and families, contributing to the draft corporate strategic objectives

Given the financial imperative on the Council it is intended that the progression of this process is accelerated in line with the following proposed indicative timeline;

Timeline - Key Milestones		
Step 1 – Development October – November 2015	Step 2 – Consultation December 2015 – March 2016	Step 3 – Implementation April 2016 – March 2017
1. Proposal for development/consultation on model – Cabinet Item 26 th November 2015 2. Development of delivery model details	3. Consultation with key stakeholders including current providers, communities, key delivery partners 4. Review Findings and adjust model 5. Cabinet and Full Council Decision on finalised proposal	6. Progression of any TUPE responsibilities 7. Recruitment to LCC posts for WPEHS 8. New Service Model begins delivery

13. Implications

Finance

Sufficient financial resources to deliver proposed service model are already identified within the budget proposals in February 2015. Potential cost of transfer of undertakings including TUPE, redundancy costs prior to service redesign and increased demand might incur additional costs to the council. This will be kept under review and addressed throughout the implementation phase.

Legal and Procurement

Should the current externally commissioned VCFS organisations agree to undertake delivery of wider services in the Wellbeing, Prevention and Early Help service offer from April 2017, as part of a mixed economy of in-house and external service provision, this would be implemented following the completion of a compliant tender process. It is anticipated that the five organisations concerned will most likely take part in the consultation for the service redesign.

The County Council is under an obligation to procure goods, services and works through tender processes which are open, fair and competitive. A failure to continue the existing contract as proposed would invariably have a negative impact upon service users.

The risk of any legal challenge based upon the County Council's failure to comply with the Public Contract Regulations 2015 is mitigated to some degree by the fact that this extension is for a short period of time and potential bidders are less likely to mount a legal challenge.

In summary therefore, whilst it is recommended in this report that the County Council acts in a way which could be perceived as extending an agreement that had been established in a manner that is no longer lawful (albeit for a short period), the alternative would create a more significant risk for the County Council in terms of its ability to carry on performing key functions.

Property Asset Management

Adoption of the Property Strategy (Neighbourhood Centres) strategy and subsequent review and also remodelling of children centre provision with onsite day care may impact on childcare sufficiency and access to Free Early Years Education (FEE) places for 2 and 3yr olds. This will be kept under review and addressed throughout the implementation phase.

Equality and Cohesion

Members are asked to note that a separate report for this meeting has been prepared by the Director of Governance, Finance and Public Services. The report outlines in detail our obligations in terms of the Equality Act 2010 and specifically highlights section 149 of the act that refers to the Public Sector

Equality Duty (PSED). In addition, the report explains how the legislation is applied in practice.

An Equality Analysis can be found at Appendix 'B'. This reflects the need to review the potential impacts on people with protected characteristics following consultation on the proposed model of service delivery and the EA will then be amended, including any proposed mitigations. These impacts (along with any cumulative impacts identified in the refreshed Equality Analysis) will inform decisions regarding any changes to the proposed service delivery model which may be considered to be appropriate as well as future decisions regarding the location of neighbourhood centres and outreach services.

Personnel

The impact of the proposed service transformation on the workforce will see a reduction from approximately 750 full time equivalent posts to 540 full time equivalent posts (a total of 210 posts reduced).

We will develop workforce training opportunities to ensure staff have the capability and capacity to deliver the wider remit, across the whole service. This will be included in the scope of service transformation and will include both internal personnel and those staff in externally commissioned partner organisations.

There is a possibility of redundancy/VR/TUPE (TUPE from /TUPE to external providers) depending on the implications of consultation and resultant service transformation.

List of Background Papers

Paper	Date	Contact/Tel
Fair Society, Healthy Lives, Marmot	2010	http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review
The Foundation Years, Preventing poor children becoming poor adults Frank Field MP	2010	http://webarchive.nationalarchives.gov.uk/20110120090128/http://povertyreview.independent.gov.uk/media/20254/poverty-report.pdf
The Early Years, Foundation for life, health and learning – Tickell	2011	https://www.gov.uk/government/publications/the-early-years-foundations-for-life-health-and-learning-an-independent-report-on-the-early-years-foundation-stage-to-her-majestys-government
Early Intervention, The next steps, Graham Allen MP	2011	https://www.gov.uk/government/publications/early-intervention-the-next-steps--2
Review of Child Protection,	2011	https://www.gov.uk/government/publications/m

Munro

Lancashire County Council 2015
Corporate Strategy

[unro-review-of-child-protection-final-report-a-child-centred-system](http://lccintranet/corporate/staff_notices/main.asp?id=2015/08/19/79639&news=479&page=pr&_top5=y)
http://lccintranet/corporate/staff_notices/main.asp?id=2015/08/19/79639&news=479&page=pr&_top5=y

Reason for inclusion in Part II, if appropriate

N/A