

PLYMOUTH CITY COUNCIL

Subject: Early Intervention and Prevention Strategy
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor Nicky Williams
CMT Member: Carole Burgoyne, Director for People
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Ref:
Key Decision: Yes
Part: I

Purpose of the report:

The report seeks agreement to the Early Intervention and Prevention Strategy (Appendix A). This Strategy has been endorsed in draft by the Children's Trust Partnership. This strategy has been jointly developed and committed to by all partners including: schools, police, VCS and health services. Subject to approval this Strategy will then be formally agreed by the Partnership.

The Strategy sets a new joint partnership system for investment that will meet the needs of families earlier and improve outcomes for children. Whilst at the same time allowing greater reach for valuable resources by achieving savings in the need for intensive support.

Early intervention is defined as responding as soon as possible to vulnerable children, young people and families. It aims to put services in place and offer support before things get worse, to help the family move on from their difficulties and lead happier and healthier lives. Early intervention aims to prevent families from needing more intensive and higher cost services in the future, such as children's social care or the criminal justice system.

The strategy sets out the evidence base for resource allocation to early intervention. The City has seen increasing need in families in the last two years and draws on work that has already begun to commissioning services for vulnerable families. This work has demonstrated initial impact shown through a reduction in youth homelessness for 16/17 year olds, an increase in breastfeeding, improved results in the Early Years Foundation Stage Profile (EYFSP), and a narrowing of the gap between the lowest achieving 20% in the EYFSP and the rest. However individual projects alone would not have the coordinated whole system approach that this strategy will achieve.

The number of children is set to rise in the city by 6.5% over the next four years. This rise shows a higher proportion rise in areas where children are more likely to experience vulnerability and poverty. It is expected that this rise in demand could have an impact on service demand with an estimated pressure on budgets of £6m by 2016. The forecast additional pressure is not including the anticipated impact of welfare reform on vulnerability factors. Therefore it is even more critical now to agree a joint approach.

The Strategy sets out the joint commissioning intentions for the Local Authority, Schools, Health Services and the Police and seeks to further engage providers including the Community, Voluntary

and Social Enterprise sector in delivering innovative family centered services through the early support model.

The Strategy is designed on commissioning principles. This results in flexible financial model with tight performance frameworks and evaluation of efficacy built in. All providers within the Early Intervention System are jointly commissioned against the same principles to meet need early, de-escalate vulnerability, cooperate at a multi-agency level and achieve the best outcomes for families with the most efficient use of joint resources (Programme Plan Appendix C)

The cost benefit analysis of the strategy sets out the investment profile needed to ensure that the right services are available for families to prevent this rise in vulnerable children. By de-escalating vulnerability this strategy will have a significant impact on the life chances, outcomes and aspiration of a whole generation.

Corporate Plan 2012-2015:

This Strategy seeks to deliver the Councils commitment to families and young people to make positive change to their lives together.

The Strategy will have a significant impact on Child Poverty and seeks to deliver the actions from the emerging Child Poverty Strategy also ensuring an enhanced approach for young people who are vulnerable through a caring role. The investment outlined within this plan of partnership resources ensures our ability to give children the best start in life with Early Years Early intervention being the most critical to achieve long term impact on outcomes for children. The partnership approach to this strategy with schools seeks to ensure that children with additional vulnerabilities are able to achieve and aspire.

The Strategy also delivers the Corporate Plan Priorities through:

Raise aspirations - by responding early to addressing difficulties experienced by children and young people that present barriers to achievement and aspiration.

Reduce inequality – by reducing vulnerability and improving outcomes for children, young people and families.

Deliver growth – by responding early to young people's needs to make sure they are equipped to make a successful transition to adulthood.

Provide value for communities – by delivering targeted and intensive support to address behaviours that have a negative impact upon communities and to prevent the need for high cost crisis interventions and engaging community and voluntary sector providers in designing innovative solutions with families.

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

There is considerable evidence indicating early intervention is cost effective and when delivered in a timely and effective way, will help to transform the lives of vulnerable young people, families and communities. Studies illustrate many examples of specific interventions preventing escalation of vulnerability. The effectiveness of investing in a parenting programme at £1,344 to divert from the long term costs of residential care for a young person putting themselves at significant risk due to their behaviour being in excess of £125,000.

Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) states that intervening later is more costly and the potential to achieve success is reduced due to the entrenched behaviours which become impossible to remedy.

The Local Authority budget (Revenue Grant, the ring-fenced Dedicated Schools Grant and the Early Intervention Grant) has a current allocation of £70m directed to early intervention services for children, young people and families. Of this £33m is spent on Targeted Support meeting need below the threshold for specialist interventions and working with complex children and families. £37m is directed to Early Support to provide short term interventions in universal settings.

The Strategy sets out how the partnership can maximise the resources available through joint working and how the total investment can work collectively to achieve greater impact.

The investment of £70m in Early Intervention compares with £32m in Specialist Services and £143m on universal services (including schools). On a triangle investment model this is an appropriate proportion allocation. 13% specialist, 28% targeted and early support, 58% universal.

Given the estimated 6.5% increase in demand for services the actions stated in the strategy set out how the demand for specialist services could be reduced therefore mitigating the pressure and in addition how the re-profiling of investment through a push back model could see overall savings during the three year period and increasing into years four and five of the strategy. This could address the £6m anticipated pressure on services and release savings or re-investment options. Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) recommends a 1% migration of resources and this could therefore result in 12% specialist, 27% targeted and early support and 60% universal.

The resources outlined in the cost modelling in this strategy currently relate to the Local Authority and School funding only. The Commissioning Intentions of the Strategy however include partnership resources and there is a strong commitment from partners to this strategy and to aligning investment and specifications for services to the single model. Further detail financial plans will be achieved through the implementation process.

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:

Implementation of this Strategy will ensure clear links to the work of the child poverty cross-party working group in the development of the Child Poverty Strategy: contributing to a comprehensive understanding of how early intervention and prevention resources are currently being commissioned against child poverty outcomes; ensuring the causes and effects of child poverty are tackled through the delivery of early and targeted support to families; and identifying areas and opportunities where further pooling and alignment of resources can be delivered.

Community Safety - the programme plan for implementing the strategy will seek to ensure interventions to minimise harm and prevent escalation of crime and disorder, domestic abuse and anti-social behaviour.

The Strategy has been developed with due regard to the Public Sector Equalities Duty and an Equalities Impact Assessment has been undertaken. No negative impacts identified; however performance monitoring arrangements will continue to assess any impact.

The Commissioning Plan for Domestic Abuse includes interventions to reduce the harm for children and young people experiencing domestic abuse, including Perpetrator Programmes and the Freedom

Programme for victims, delivered through partnership between children's centres and the Plymouth Domestic Abuse Service.

Recommendations & Reasons for recommended action:

Recommendations:

1. To agree the Early Intervention and Prevention Strategy.
2. In the light of this Strategy being agreed, commissioning and delivery plans are reviewed to ensure investment in early intervention and prevention minimises the need for high cost specialist interventions, with monitoring arrangements established through respective partnership boards.

Alternative options considered and reasons for recommended action:

None

Background papers:

None

Sign off:

Fin	PeopleF EC1213 003 AM 22/08/12	Leg	Leg LT 15420 (2)	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Dave Simpkins Acting Assistant Director Children's Social Care											
Have you consulted the Cabinet Member(s) named on the report? Yes											

Introduction

- 1.1 The report seeks agreement to the Early Intervention and Prevention Strategy (Appendix A). This Strategy has been endorsed in draft by the Children's Trust Partnership. This strategy has been jointly developed and committed to by all partners including: schools, police, VCS and health services. Subject to approval this Strategy will then be formally agreed by the Partnership.
- 1.2 The Strategy sets a new joint partnership system for investment that will meet the needs of families earlier and improve outcomes for children. Whilst at the same time allowing greater reach for valuable resources by achieving savings in the need for intensive support.

2.0 Making positive change for families together.

- 2.1 A structured programme approach to Early Intervention and Prevention has been designed to enable maximisation of changing partnership resources in this area of work. In Autumn 2010 the Early Intervention Grant (EIG) was introduced and required Local Authorities to continue to prioritise the early years offer through children's centres, focus on short breaks for disabled children and services for vulnerable children. This gave the opportunity to re-shape services and deliver improved outcomes for Plymouth families. The needs analysis for the Children and Young People Plan was used to inform this.
- 2.2 Having moved swiftly during spring 2011 to design and commission the offer through EIG it has then been important to align other provided and partnership commissioned services to a single model. This would enable maximum impact for the resources available. The strategy development process has sought to meet this and achieve clarity on the onward direction for the next three to four years. This also sets a structure for re-alignment of investment to early help and diverts demand from specialist services.
- 2.3 Some of the programmes of work already delivered in line with this strategy are:
 - The Children's Centre tender aligned to this with re-shaped services having greater emphasis on meeting the needs of the most vulnerable families. This was awarded in March 2011. Aligned to this is the expansion of the health visiting service led by NHS Plymouth delivered by Plymouth Community Health Care.
 - Continued commissioning of the Family Intervention Project
 - Alignment of the developments of the Families with a Future Project to this overarching Early Intervention approach.
 - Health continuing to commission the Family Nurse Partnership
 - Commissioning a Parent Alcohol Programme in line with the emerging Alcohol Strategy.
 - Commissioning Perpetrator Programme for Domestic Abuse and building capacity in services to deliver the early intervention model for Freedom programmes through partnership between children's centres and the Plymouth Domestic Abuse Service delivered by Sanctuary. This is in line with the emerging Domestic Abuse Commissioning Strategy.
 - Delivering Intensive Youth Support to de-escalate the needs of young people vulnerable to entering care due to homelessness. Developing an integrated offer with Youth Services and Secondary Schools to increase young people's participation in Education Employment and Training, including services currently provided by Careers South West.
 - Expanding the programme of short break opportunities for disabled children enabling them to participate in community based exciting opportunities
 - Commissioning school based services to meet the emotional well being and mental health of young people (TAMHS)

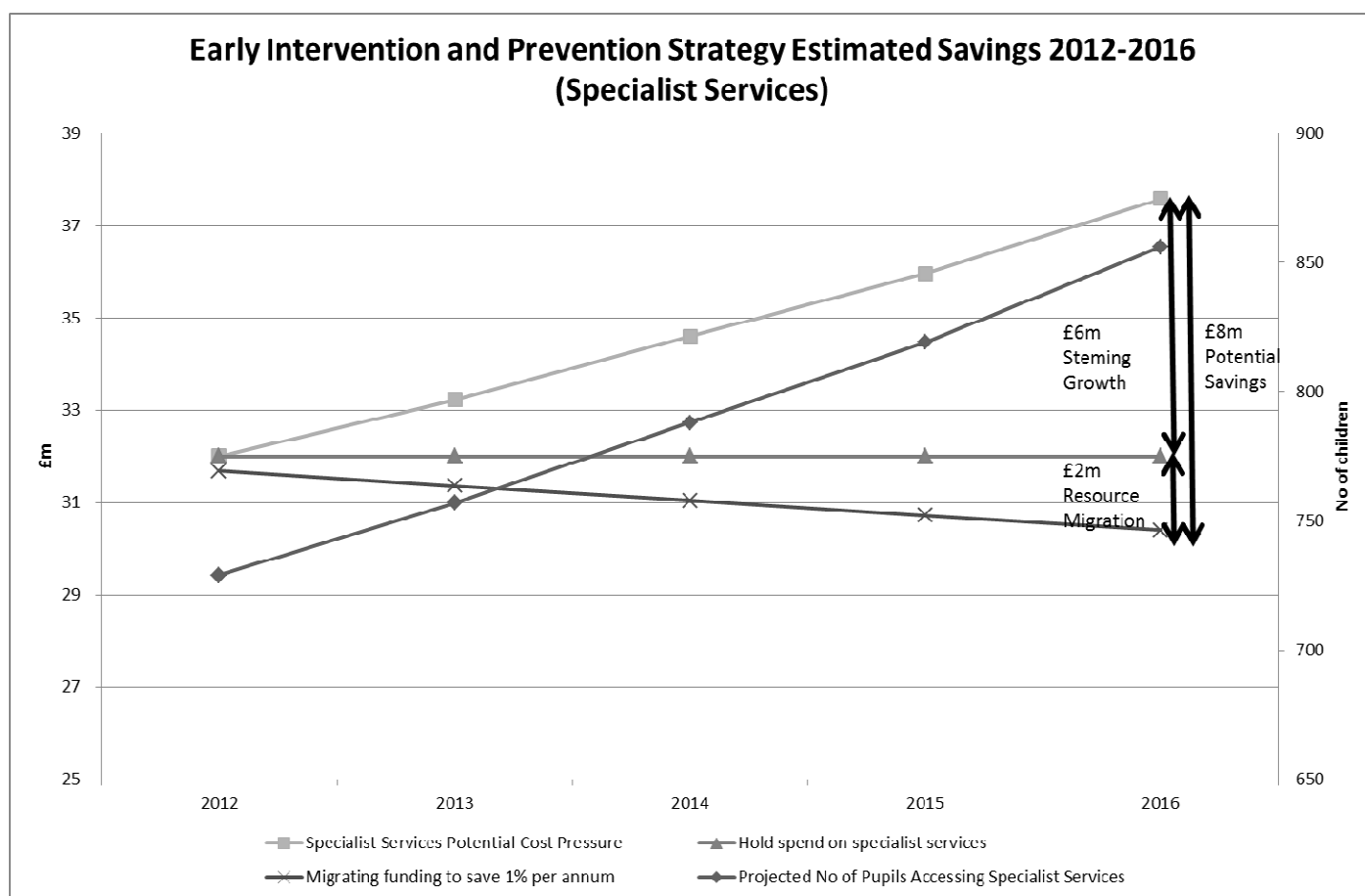
- 2.4 The Strategy been endorsed in draft by all partners through the Children's Trust and through the consultation (Consultation Plan Appendix B) the joint commissioning action plan has been agreed. The Strategy therefore sets out the joint commissioning intentions for the Local Authority, Schools, Health Services and the Police and seeks to engage providers including the Community, Voluntary and Social Enterprise sector in delivering innovative family centered services through the single early support model.
- 2.5 The strategy is designed on commissioning principles. The result is a flexible financial model with tight performance frameworks and evaluation of efficacy built in. All providers within the Early Intervention System are commissioned against the same principles to meet need early, de-escalate vulnerability, cooperate at a multi-agency level and achieve the best outcomes for families with the most efficient use of joint resources (Programme Plan Appendix C)
- 2.6 The joint commissioning intentions for 2013/14 include re-design of provided services to maximise impact. Significant areas for transformation for 12/13 is the re-design of the offer for children of primary school age 5-11 building on the existing design of the Multi-Agency Team delivered by the Excellence Cluster. Continuing to enhance and shape the youth offer for secondary school age children 11-19 and building greater partnership with schools in co-working with the most vulnerable and complex young people and their families. The Programme Plan for the strategy sets out the joint commissioning plans with Schools to meet this gap and a commitment from Schools Forum for the LA to retain funds to deliver this. Further priority areas of work are within youth services, and to implement the commissioning plans for domestic abuse and alcohol services.

3.0 Early Intervention Smart investment

- 3.1 There is considerable evidence indicating early intervention is cost effective and when delivered in a timely and effective way, will help to transform the lives of vulnerable young people, families and communities. Studies illustrate many examples of specific interventions preventing escalation of vulnerability. The effectiveness of investing in a parenting programme at £1,344 to divert from the long term costs of residential care for a young person putting themselves at significant risk due to their behaviour being in excess of £125,000. Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) states that intervening later is more costly and the potential to achieve success is reduced due to the entrenched behaviours which become impossible to remedy.
- 3.2 This is however a challenging time to determine the framework for investment and savings. It is increasingly difficult to achieve longer term planning of joint resources with partners. The Governments policy direction clearly indicates with reducing resources to public services it will be critical to release savings and achieve re-investment in the longer term.
- 3.3 The lessons from the last ten years show increases in vulnerability and demand on services as a result of economic downturn. Alongside this the expected impact of the welfare reform indicates a pronounced increase in complexity of vulnerability with also an increase in the numbers of people who are vulnerable. See page 8 of Strategy. The Strategy sets the joint commissioning of services with partners, including Health and the Police & Crime Commissioner that will achieve increased capacity to respond earlier.
- 3.4 The Local Authority budget (Revenue Grant, the ring-fenced Dedicated Schools Grant and the Early Intervention Grant) has a current allocation of £70m directed to early intervention services for children, young people and families. Of this £33m is spent on Targeted Support meeting need below

the threshold for specialist interventions and working with complex children and families. £37m is directed to Early Support to provide short term interventions in universal settings.

- 3.5 The investment of £70m in Early Intervention compares with £32m in Specialist Services and £143m on universal services (including schools). On a triangle investment model this is an appropriate proportion allocation. 13% specialist, 28% targeted and early support, 58% universal. This investment profile has been achieved over the last two years where as previously there was a gap in targeted support. The impact of the investment has been to mitigate the anticipated increase in numbers of children requiring Care Services.
- 3.6 This investment profile has been achieved over the last two years where as previously there was a gap in targeted support. The impact of the investment has been to mitigate the anticipated increase in numbers of children requiring Care Services.
- 3.7 The resources outlined in the cost modelling in this strategy currently relate to the Local Authority and School funding only. The Commissioning Intentions of the Strategy however include partnership resources and there is a strong commitment from partners to this strategy and to aligning investment and specifications for services to the single model. Further detail financial plans will be achieved through the implementation process.
- 3.8 Children experiencing vulnerability which would result in demand for specialist and targeted services is set to increase by 6.5 % in the next four years, as a result of the increased birth rate, which could equate to an additional pressure of £6m on budgets by 2016. The forecast additional pressure is not including the anticipated impact of welfare reform on vulnerability factors. Continuing to invest in early intervention and prevention should minimise increases in demand for specialist services and stem the escalation of growth.
- 3.9 In the report Early Intervention: Smart Investment, Massive Savings (Allen 2011) it states that “By building out the immense costs of failure, it is in fact the best sustainable structural deficit programme available”. The report recommends an incremental migration of 1% of late intervention budgets to early intervention at government department level.
- 3.10 Given the estimated 6.5% increase in demand for services the actions stated in the strategy set out how the demand for specialist services could be reduced therefore mitigating the pressure and in addition how the re-profiling of investment through a push back model could see overall savings during the three year period and increasing into years four and five of the strategy. This could address the £6m anticipated pressure on services and release savings or re-investment options. Allen recommends a 1% migration of resources and this could therefore result in 12% specialist, 27% targeted and early support and 60% universal.
- 3.11 The graph below demonstrates this long term financial plan. How the investment in the short term is critical to divert the long term pressure however through this investment the pressure is diverted and savings and re-investment plans can be achieved.



- 3.12 This can be achieved is through very small fluctuations in numbers of children receiving support through Children's Social Care. Where children are to be protected from harm the Permanency and Placements service ensure efficient move on for children. This is a critical aspect to this strategy alongside building capacity to meet need in families earlier therefore preventing intervention from Children's Social Care. Our robust monitoring of the services shows that demand for Children's Social Care continues to be high. It would be expected that this could therefore show an increase in the number of children with a Child Protection Plan and an increase in the numbers of Children in Care. The profile in the last twelve months overall suggests that early intervention services implemented in 2010/11 is having an impact to hold this steady.
- 3.13 The next step for the strategy is to respond to the needs of families prior to the need for a referral to Advice and Assessment. Our improved performance in the numbers of Common Assessment Framework (CAF) assessments undertaken indicates that the capacity to respond earlier is building in the right way. Ambitious targets for 2011/12 were achieved and the target for quarter one 2012/13 has been exceeded. The Strategy sets out the actions that will be taken to continue to build this capacity.
- 3.14 The cost benefit analysis of the strategy sets out the investment profile needed to ensure that the right services are available for families to prevent this rise in vulnerable children. By de-escalating vulnerability this strategy will have a significant impact on the child poverty therefore improving the life chances, outcomes and aspiration of a whole generation.