

# EARLY HELP & TARGETED SUPPORT INITIAL BUSINESS CASE

Cabinet



Date: 09 July 2019

Title of Report: **Early Help and Targeted Support Initial Business Case**

Lead Member: Councillor Jemima Laing (Cabinet Member for Children and Young People)

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Your Reference: EHTS IBC

Key Decision: Yes

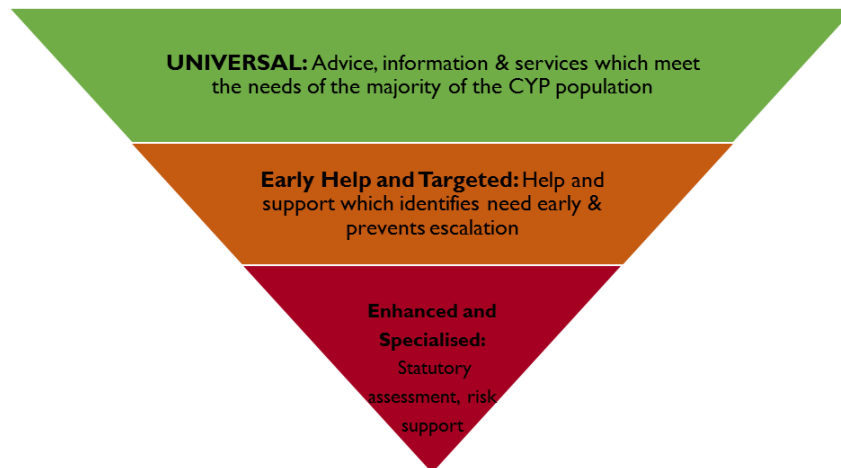
Confidentiality: Part I - Official

## Purpose of Report

*“Early Help means taking action to support a child, young person or their family early in the life of a problem, as soon as it emerges. It can be required at any stage in a child's life from pre-birth to adulthood, and applies to any problem or need that the family cannot deal with or meet on their own.”*  
(Early Help in Plymouth, as defined by the city's Early Help Champions)

This initial business case sets out the ambition to transform how Early Help and Targeted Support for children, young people and families is delivered in Plymouth, through the creation of a neighbourhood network of 0-19 Family Hubs (provisionally branded “Plymouth Family”) and Targeted Support citywide teams. This business case has been directly informed by consultation carried out with families and professionals during autumn 2018.

The provision of Early Help and Targeted Support can be seen in the context of the diagram below which sets out the range of need in children and young people in the city. Early Help and Targeted Support reaches down into universal provision to identify families with emerging needs and aims to prevent escalation into enhanced and specialist statutory services, such as Children's Social Care. Targeted Support also reaches up into enhanced and specialist services to enable children and young people to step down from statutory offers.



The redesign of Early Help and Targeted Support represents an opportunity to take decisive steps in investing in the development of an integrated system for children and young people in the city, to work in true partnership to improve the experience and life chances of families. This is also an opportunity to identify families earlier who need additional support, to prevent their situation deteriorating. The proposal is to enhance existing good practice, for example, building on the legacy of SureStart for families with children aged 0-5, and the innovative approaches taken in the creation of Access, for children and young people with additional needs. It also draws upon the learning and experience of transformation programmes and projects in health and wellbeing services for adults and children.

In November 2014 Cabinet approved a programme of work, aiming to “*develop and deliver new models of working with schools, health partners and other agencies who work with children and families in order to create cooperative, collaborative and effective services that are integrated and sustainable*”.

This paper describes *what* is being proposed to achieve this; the ambition for the creation of Family Hubs and Targeted Support Teams, and the scope of the resource available to support this.

If Cabinet approve the initial business case, following a period of consultation and service design, a final business case in autumn will describe *how* this will be achieved; including a proposal for any procurement, contract and partnership arrangements.

## Recommendations and Reasons

It is recommended that Cabinet approve the initial Early Help and Targeted Support Business Case and in particular the following actions:

1: **Engagement** to be carried out with children, young people and families and professionals (including schools), to cover the following aspects:

- Co-design the Family Hubs model to expand the use of Children’s Centre’s from a 0-5 year old offer to 0-19 year old Family Hubs, whilst retaining the specialism in Early Years and working with partners to deliver the 5-19 offer seamlessly to families. The partners will include currently commissioned services and the following in-house Plymouth City Council provision:
  - REACH function (missing children and those at risk of exploitation), prevention function of Youth Offending Team (YOT), Family Intensive Intervention Project (FIIP), Family & Community Solutions, Families With A Future (FWAF), Adolescent Support Team, Early Help Advice and Support, Community Youth Services and Crisis Intervention
- The name and branding of the proposed Family Hubs (during consultation in Autumn 2018, 74% of respondents liked the name Family Hubs, but this needs further testing):
- The location of future services and the neighbourhood coverage of these buildings (a map will be created to assist as a visual aid with the consultation,) including the completion of building surveys as part of the estates strategy:
- The location of the proposed Targeted Support teams and possible delivery sites including the completion of building surveys as part of the estates strategy:
- The interface with other built community assets such as Health and Wellbeing Hubs to maximise opportunities for the creative use of buildings.

2: **Hold co-design workshops** to begin to develop the service specification, outcomes framework and workforce development plan. This in turn will inform how effectively system partners are able to work collaboratively, which will determine any procurement options or other proposals for partnership arrangements. The workshops together with the consultation will be used to promote the idea that Family Hubs are a component part of the wider Early Help system for Plymouth. These workshops will also be delivered utilising the learning from research and local place based approaches such as the Together for Childhood pilot in Ernesettle.

3: Using the process and feedback from engagement as part of a statutory **consultation** (required by the Department for Education) where possible changes to the delivery of children’s centres are being considered, including changes to the range and nature of services provided. Any consultation is required to explain how the local authority will continue to meet the needs of families with children under five as part of any reorganisation of services.

4: **Return to Cabinet** in Autumn 2019 with a detailed final business case to describe the outcome of the consultation and co-design activity, and recommendations for options for procurement and organisational models.

A number of commissioned contracts linked to Early Help and Targeted Support are expiring. These include the Children’s Centres, young carers and Affected Others (which support young people with parents who have substance misuse issues). This represents an opportunity to reconsider how these services are provided, in a social and economic landscape which has changed significantly since they were first commissioned in July 2014. In addition, work is ongoing with the city’s schools to review

what is offered through Early Help currently and what is required for the future. There is an opportunity to align this (and other approaches) to deliver a joined up approach for Plymouth.

There is a recognition that Early Help is within the gift of every organisation working with children, young people and families, and therefore this project provides an opportunity to better understand and develop the wider Early Help offer. The Early Help Champions have recommended the development of a toolkit for assessing the volume and quantity of Early Help that is being delivered by organisations across the city. The suggested Early Help self-assessment framework will also help develop an information set which can help develop the Early Help system and subsequent strategy, by identifying good practice and gaps in the system. This will be an iterative process and would give partners the opportunity to self-assess on a regular basis, as well as informing the detailed business case for the development of the Family Hubs.

Work with partners to integrate services in Plymouth is already proving to be transformative and successful in delivering improved outcomes. It is therefore critical to consider these services as part of an ongoing system-wide approach to meeting the needs of children, young people and families, rather than in isolation.

### **Alternative options considered and rejected**

**Do nothing** – leaving existing services operating in relative silos would not further progress integration of the system for children, young people and families. Early Help and Targeted Support, if delivered effectively, should grow individual and community resilience, improve outcomes and reduce the need for more complex, intrusive and costly interventions.

**Reduce the offer to families in Plymouth to achieve greater budget savings** - In other areas of the country, significant cuts have been made to Early Help services, including the closure of a large number of Children's Centres. While these approaches have achieved savings in the short term, the mid to longer term impact in terms of unmet need is yet to be realised. Feedback from families tells us there are opportunities to improve how we deliver services in a sustainable way, to enable families to be supported while reasonable efficiencies can be made. Our system partners, including schools, tell us clearly that the provision of meaningful and well-co-ordinated Early Help is key to children's health, wellbeing, development and attainment. The LGA have recently published a research report<sup>1</sup> that supports the recommendation that a joined up approach is more effective at meeting needs.

### **Relevance to the Corporate Plan and/or the Plymouth Plan**

The initial business case helps to meet the priorities under Caring Plymouth:

Our Priorities	Delivery of the priorities through this project
A Caring Council	<p><b>Keep children, young people and adults protected</b> - this proposal aligns with the work of the PSCB and findings of Serious Case Reviews in considering how to improve understanding of contextual safeguarding for children and young people; knowing their communities and local needs, and supporting professionals in their competence and resilience.</p> <p><b>Improved schools where pupils achieve better outcomes</b> - the</p>

<sup>1</sup> Key enablers in developing an effective partnership-based early help offer: final research report (LGA, March 2019)

Family Hubs approach will wrap around all those working with a child and their family, with schools and educational settings as a fundamental part of this system. The aim is for schools to feel more supported in working with children and young people where their needs are emerging or more complex; in turn this will enable children to focus on their academic attainment.

**Focus on prevention and early intervention** - the development of Family Hubs and an integrated Targeted Support offer will enable families needing help to be identified earlier and offered the right help at the right time.

**Best Start to Life** - by identifying need earlier and intervening more effectively to build family resilience, we will support children to have a better start to life, including being better prepared to start their Early Years and school provision.

**People feel safe in Plymouth** - the provision of Family Hubs will ensure that a network of “safe” buildings for families remains in the city, building on the legacy of Children’s Centres. These will be non-judgemental, friendly and welcoming places where families can seek help. The Family Hubs will work with locally registered “Safe Place” locations.

**Reduce health inequalities** - the needs analysis identifies clearly the needs as well as assets across the city. This will help us to determine where resources need to be focused in order to address health inequalities.

**A welcoming city** - Family Hubs will be communicated as available for all families with children and young people aged 0-19. We will ensure that any branding associated with the Family Hubs encourages families to feel welcome, whether they are experiencing difficulties or not.

### Implications for the Medium Term Financial Plan and Resource Implications:

The current budget for all the services in direct scope of this initial business case is £7,414,783; this takes into account planned budget reductions for the 2019/20 financial year.

£7,414,783 includes the budget for a range of services providing Early Help and Targeted Support such as Children’s Centres (see Table 1). There is a need to ensure that the future budget for the service is sustainable and attractive to potential delivery partners, while enabling efficiencies through co-location of staff, shared assessment, planning and review tools, more efficient use of staff to prevent duplication of support to families (offering the right person at the right time). Any providers would also be required to actively seek other sources of income, working collaboratively to make joint bids (where appropriate) and accessing support of local VCS infrastructure organising where needed, to reduce levels of reliance on local authority funding.

It is proposed to achieve system savings in the first year of the new model in 2021 of 5%. The savings from Year 2 of delivery (2022/2023) onwards will begin at 4%, tapering by 1% per year for the next 3 years. This represents £1,050,840 of savings over a five year period. However, this does not include any savings which may be achieved in 2019/20 and 20/21 on existing services, prior to the new model beginning.

For illustration purposes the table below shows the indicative budget for delivery of the first 5 years of the new model. The final proposed budget and length of any contract will be determined in the final business case, following further consultation. There will need to be further consideration of the Targeted Family Support budget and which proportion of services will need to remain as part of the statutory social care offer.

**Table 1 Proposed spend and savings table for the Family Hubs**

Spend Area	2021/22 (Year 1) 5% savings	2022/23 (Year 2) 4% Savings	2023/24 (Year 3) 3% Savings	2024/25 (Year 4) 2% Savings	2025/26 (Year 5) 1% Savings	Total
Initial budget Family Hubs including Targeted Support*	£7,414,783	£7,044,044	£6,762,282	£6,559,414	£6,428,225	34,208,748
Savings	£370,739	£281,762	£202,868	£131,188	£64,282	£1,050,840
Revised budget	£7,044,044	£6,762,282	£6,559,414	£6,428,225	£6,363,943	£33,157,908

Note: \*Includes budgets for commissioned services (Children's Centres, Young Carers, Affected Others, Young Person Substance Misuse) and in-house services including Targeted Family Support (Family and Community Solutions, YOT and REACH) and Parenting Programmes.

### Department for Education (DfE) Clawback Costs

44% of the current designated Children's Centre sites (fifteen buildings) and outreach/satellite buildings (three buildings) will have received a DfE grant to build or renovate premises from where they are currently operating. A change of use of the Children's Centre buildings (specifically no longer being used for early years support) could have implications to pay back this grant. Finance teams are currently validating the clawback figures which will be included in the final business case and considered as part of the future use of the buildings.

### Carbon Footprint (Environmental) Implications:

At present there are no environmental implications, but this will be monitored on an ongoing basis.

### Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.

The proposal links to Child Poverty by ensuring that health and economic inequalities, needs and assets are recognised across Plymouth neighbourhoods. The network of Family Hubs will ensure a community based resource is in place for families to access, supported by a multi-agency team of professionals.

As part of the development of the Family Hubs, links will be encouraged with community police officers to share information about any emerging community safety issues and ensure an appropriate response is in place to address this.

The changes to the delivery of Early Help and Targeted Support aim to have positive implications on the rest of the system in Plymouth. The interfaces and interdependencies have been summarised in figures 1 and 2, such as the Wellbeing Hubs and the 0-19 CHWB & SEND Support Service.

## Appendices

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Early Help and Targeted Support Initial Business Case							
B	Equalities Impact Assessment (mandatory)							
C	Data Protection Impact Assessment							

### Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

This initial business case drew upon the following published papers:

- Family Hubs: The Future of Children’s Centres. Strengthening family relationships to improve the Life Chances of everyone. APPG on Children’s Centres (July 2016).
- Key enablers in developing an effective partnership-based early help offer: final research report (LGA, March 2019)
- Children and Young People Integrated Commissioning Strategy
- Early Help Strategy (currently being developed)
- Business Case for Wellbeing Hubs
- Other policy and literature from the CHWB&SEND procurement and business case

This initial business case included reviewing relevant practice and research to inform the strategic direction of travel. This process will be iterative and will inform the final business case.



**Sign off:**

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Originating Senior Leadership Team member: Anna Coles, Interim Director of Integrated Commissioning											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 28/03/2019											
Cabinet Member signature of approval: Jemima Laing Date: 21/06/2019											