

SURREY COUNTY COUNCIL**LOCAL COMMITTEE (GUILDFORD)****DATE: Wednesday 21 March 2018****LEAD OFFICER: Ben Byrne, Head of Early Help and Family Services****SUBJECT: Early Help priorities for Guildford****DIVISION: Guildford****SUMMARY OF ISSUE:**

Surrey County Council has been working together with partners across the county and in Guildford to transform the system of early help that supports children, young people and families who are in need. We need to do this to both improve outcomes for local families and also address more effectively a number of the demand pressures we are facing across the public sector in Surrey.

The Children and Young People's Partnership has the following overall vision: children and young people are happy, healthy, safe and confident in their future. In support of this vision, early help means providing support as soon as a problem emerges, at any point in a child's life, from foundation years through to teenage years. This is based on an understanding that it is better to identify and respond to need and signals of risk for children and families before these become more difficult to reverse.

To achieve this we are bringing together all partners who care about children and young people in local communities to provide the best possible support, through new Local Family Partnerships (LFPs). By sharing our resources and integrating the support we provide to families we will reduce duplication and improve the reach and effectiveness of our work for families.

This report provides local Members with an update on the new model that Surrey County Council and partners have been developing for early help for the county overall and how this is progressing locally in Guildford.

RECOMMENDATIONS:**The Local Committee (Guildford) is asked to:**

- (i) Provide feedback on the latest early help developments in Guildford, including proposed early help priorities for re-commissioning and the location of Local Family Partnerships
- (ii) Endorse the Local Committee representatives to the local Early Help Advisory Board, for the remainder of 2017/18 and 2018/19

REASONS FOR RECOMMENDATIONS:

We want Local Members to be informed about the proposals that we have been developing in partnership for the early help system in Surrey. We believe these

proposals will help us realise better outcomes for children and young people within the early help resources we have available. We also know however that early help is most effective when it is planned and delivered locally, so we are seeking the advice of the Local Committee to inform our identified local priorities.

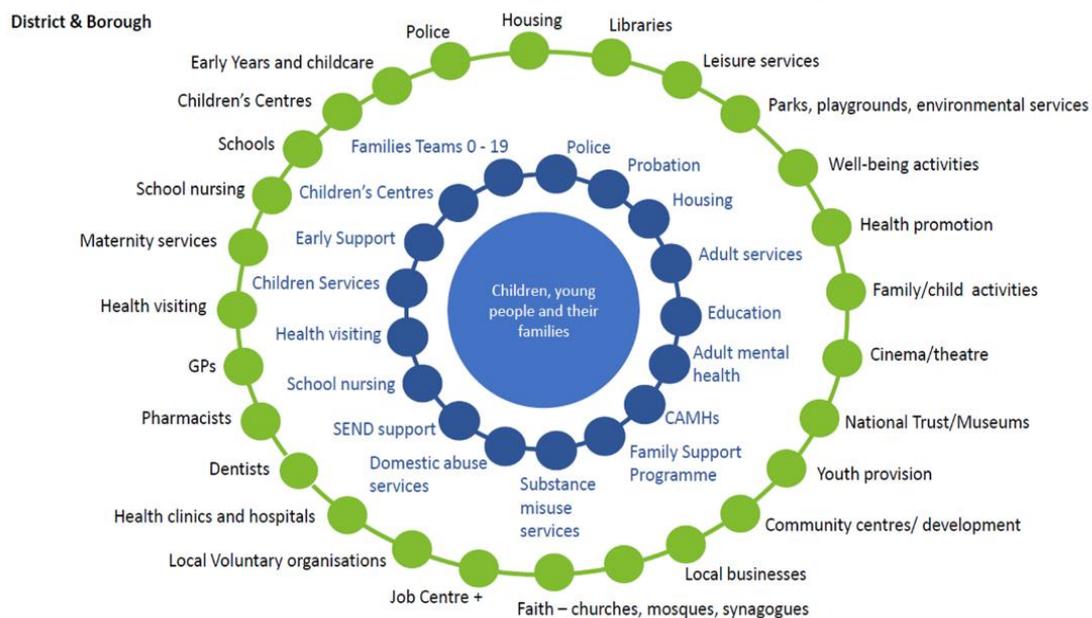
1. INTRODUCTION AND BACKGROUND:

- 1.1 Early Help means providing support as soon as a problem emerges, at any point in a child's life, from foundation years through to teenage years. We know that it is better to identify and respond to need and indications of risk for children and families early, before these become more difficult to reverse.
- 1.2 Whilst most children and young people in Surrey achieve good outcomes without the need for early help services, too many do not. Surrey was criticised in the 2014 Ofsted safeguarding inspection for its fragmented Early Help offer which left too many children waiting too long to receive the help they needed. The subsequent Department for Education Improvement Notice requires the county council to "*develop and implement a cohesive, collaborative Early Help offer delivered jointly by all partners*".
- 1.3 In response to this, to support better safeguarding decision-making and to ensure children receive the right help at the right time, Surrey established a Multi-Agency Safeguarding Hub (MASH) and four Early Help Co-ordination Hubs (EHCHs) in October 2016. As a result of the new arrangements more than 1,000 children are now receiving Early Help following referral to the MASH or step-down from Children's Service's each month.
- 1.4 Feedback from Ofsted's latest monitoring visit on 31 October and 1 November 2017 highlighted that the Council has made improvements in Early Help, due to work to review early help services, analyse need, establish Early Help Hubs and co-locate early help staff with those from statutory Children's Services in the MASH. However, it also highlighted significant concerns that "thresholds are not yet appropriately or consistently applied" and "an increase in demand for early help support has resulted in delays in the early help coordination hubs progressing referrals for the allocation of services".
- 1.5 As Ofsted's feedback suggests, Surrey County Council in isolation does not have the capacity to meet all of the demands for Early Help in Surrey. It is only by transforming the way we and other partners, who value Surrey's children as much as we do, work together that we can achieve the scale of impact we need, both to improve outcomes for children and families, and reduce demand for statutory services across the public sector in Surrey.
- 1.6 In Surrey, our partnership Early Help transformation is already well underway. In 2016, Surrey County Council implemented a number of service changes to improve its offer of proactive, appropriate, timely and preventative early help for children referred into Surrey Children's Social Care. In early 2017, the Council launched Surrey Family Services, with the aim of bringing together professionals working across early years and children's centres, the Family Support Programme, the Youth Support Service and the Community Youth Work service, in joined-up district and borough teams.
- 1.7 Partners have worked together to understand the early help needs of children and families locally, developed a shared vision for early help and designed a new model for the whole early help system to realise this ambitious vision for

early help – Local Family Partnerships. There is collective agreement between many partners that Local Family Partnerships are the model that will transform the early help system in Surrey and allow Surrey to realise its ambitious partnership vision.

- 1.8 Local Family Partnerships bring together a network of key stakeholders in a community who are involved in supporting the well-being and resilience of children and families. These include statutory, voluntary, faith and community organisations (including businesses) who either provide preventative activities for children and families or are responsible for targeted and specialist interventions to meet our statutory duties. All these organisations contribute to the Early Help offer and by binding them together at a local level we will provide a rich network of integrated provision to children and families in each Local Family Partnership. It is anticipated that each district and borough will be sub-divided into up to five Local Family Partnership areas, the locations of which will be locally determined, in response to the local needs of children and

Local Family Partnership



families.

- 1.9 The figure above is a visual representation of the sources of support for families that exist within communities and therefore Local Family Partnerships. The central (blue circle) represents targeted interventions, which tend to focus on particular individuals or families, and the outer (green) circle represents organisations that contribute to universal support in a community. The County Council has responsibility for ensuring that a cohesive and co-ordinated Early Help offer is in place with partners who make up the 'blue circle' of targeted Early Help. The 'green circle' is led by District and Borough Councils and is fundamentally about a place-based approach to ensuring that the local environment, infrastructure and services are conducive to family well-being. In this model strong partnerships are required at a local level between universal services, the voluntary, community and faith sector and the local authorities. The particular opportunity within Local Family Partnerships will be through developing effective local relationships between services that will enable the easy movement between targeted support for children and families at times of

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particular need and back into the 'green circle' of preventative support (and vice versa as required).

- 1.10 Working through the Early Help Advisory Board in Guildford, we are identifying and developing the locations of Local Family Partnerships and a number of key local priorities that will inform the future development of the local early help system. These priorities will specifically feed into the external re-commissioning of early help services that is currently underway, to award new grants and contracts to local providers from April 2019.
- 1.11 Guildford's Early Help Advisory Board met for the first time in November 2017 and has met twice since. The meeting has representation from health, schools, police, local faith and voluntary groups, local SCC services and from members. Since the first meeting, the board has agreed to develop 4 Local Family Partnerships, in the West, Central, East and Rural areas of Guildford. The board has completed an Early Help Plan for the borough, agreeing on 5 priorities to work towards over the coming years, based on an analysis of local needs. This plan is included in Annex 1.
- 1.12 Surrey County Council will align its resources to directly support this new partnership Early Help System in Surrey. Although a key aspect of the Local Family Partnership is that it allows for local flexibility, it is also important that there is countywide consistency in relation to key early help services provided by the County Council. In overall terms, this will be ensured through standard structures and processes for County Council services across Surrey, as well as developing transparent, needs-led approaches to allocate resources in districts and boroughs in response to the identified level of need. Some examples of the indicators that could be employed include the: level of deprivation; number of referrals to MASH; and number of children with special educational needs and/or disabilities.
- 1.13 There are three main strands of the County Council's contribution to Early Help that form part of the Early Help transformation. These are:
 - a. Surrey Family Services;
 - b. Surrey's Children's Centres; and
 - c. Externally-commissioned contracts and grants for local services.
- 1.14 SCC's in-house delivery of Early Help comes primarily through Surrey Family Services. In May 2017 Family Services brought together a number of different teams and programmes including: Youth Support Service; Community Youth Work; Family Support Programme; Children's Centres; practitioners from the Early Years and Childcare Service; and the Early Help Co-ordination Hubs, which together coordinate and deliver a significant proportion of the Early Help across the county. Importantly, Family Services also has responsibility for young people identified as requiring a statutory Child in Need social work service and those over the age of eleven who require an Edge of Care service. As part of the new Early Help operating model, Family Services staffing will be restructured to align to the Local Family Partnership model in the course of 2018 and a new locally integrated youth work offer will be developed with districts and borough, the voluntary sector and young people who use the services.
- 1.15 SCC also commissions Surrey's 58 children's centres, which are delivered by schools and voluntary sector providers. In the course of 2018 the County

Council will work with current providers, wider stakeholders and the public to re-shape a new children's centre offer to commence in April 2019. In developing the new model, we are committed to working with our partners in schools and the voluntary sector, who have a track record of delivering high quality early years services, to design a model which fulfils the children's centre core purpose around health, well-being and early education.

- 1.16 Through a new model for children's centres, we will continue to support children to have the best start in life, whilst also integrating services delivered into the wider 0-19 Local Family Partnership model. This may well involve developing greater flexibility of staffing at a Local Family Partnership and/or borough or district level to ensure services are resilient and resources are deployed where they are most needed. It is also envisaged that this new model of delivery will free providers from the requirements of children centre 'designation' as mandated in (now suspended) Department for Education guidance. Many local authorities already choosing this route to afford greater local flexibility to provide the services that are required to meet need. Through better integrating the children's centre offer with the work of other services, freeing providers to focus upon outcomes rather than process, and requiring children's centres to work together across a district/borough, the declining SCC revenue resource can go further in providing Early Help to meet the local needs of children and families.
- 1.17 Finally, SCC commissions a range of preventative and family support services from external partners, including jointly commissioned domestic abuse outreach services, primarily from the local voluntary sector. SCC's commissioning intentions for children are described in **SCC's Child First Commissioning Plan 2017**. The Early Help services will be recommissioned from April 2019 onwards as part of a joined-up pathway for families to meet local needs. The **Early Help Commissioning Plan** is currently being developed with partners, drawing on local priorities as identified by Early Help Advisory Boards, with a view to publication in March 2018.
- 1.18 **Working across Programmes:** There are many interdependencies between the Early Help Transformation and other change programmes ongoing across the Children Schools and Families directorate. The work to enhance Surrey's Early Help offer is an important component of the Safeguarding Improvement Programme and has already seen considerable progress in the ability to step-up to and step-down from Children's Services social work intervention. Work is also ongoing to align Early Help and SEND Transformation Programmes to ensure SEND services are embedded in the Local Family Partnership model. A further significant opportunity exists through ensuring Local Family Partnerships properly integrate with the health sector particularly through alignment of the Early Help Transformation with the Sustainability and Transformation Plans (STPs) for health.

2. ANALYSIS:

- 2.1 A summary local early help needs analysis for Guildford, based on the data we have available, has been attached as Annex 1. This data informed local conversations about what is most important in Guildford to identify locations of Local Family Partnerships and local early help priorities.

3. OPTIONS:

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- 3.1 The Early Help Advisory Board is in the process of identifying the Local Family Partnerships in Guildford. We are currently considering:

West – Ash, Tongham, Normandy, The Pilgrims and Pirbright

Central – Westborough, Stoughton, Onslow, Worplesdon and Shalford

East – Stoke, Friary & St. Nicolas, Holy Trinity, Christchurch, Merrow and Burpham

Rural – Lovelace, Send, Effingham, Tillingbourne and Clandon & Horsley

- 3.2 In addition, they have identified the following key local early help priorities:

- To improve family stability
- Promote adult and child mental health support
- Address financial issues and promote funding for families
- To promote successful transitions from adolescent to adult services
- Domestic abuse – to take a multi-agency approach

- 3.3 The Local Committee is invited to provide feedback to the Early Help Advisory Board in relation to the local priorities they have identified.

4. CONSULTATIONS:

- 4.1 Between November 2016 and March 2017 Surrey County Council and the 11 District and Borough Councils led on Local Early Help Partnership Events, engaging over 1,000 practitioners and other stakeholders. These events resulted in a shared development of the vision for Early Help Transformation Programme and the Local Family Partnership model and agreement to establish local Early Help Advisory Boards. These local Early Help Advisory Boards help to ensure a locally led implementation of the Early Help model. Initial activities include deciding priorities for their area including locations of local family partnerships.

- 4.2 Early Help Stakeholder events were held in Guildford on the 30th of November 2016 and the 11th of January 2017. The events were attended by representatives from schools, health, borough and county councils officers and members, voluntary groups and faith groups. Attendees were asked to contribute to an assessment of the needs of families in the area.

Currently stakeholders and community partners are supporting and developing the formation of the borough's Local Family Partnerships.

- 4.3 The Local Committee has identified two committee members to sit on the Early Help Advisory Board, to provide member input into local discussions and a link back to the committee. The members identified were Angela Goodwin and David Wright. It is intended that, as per recommendation iv,

these members will continue in their role for the remainder of 2017/18, and for 2018/19.

- 4.4 At a county level, the Early Help Transformation Programme Board, chaired by the Lead Member for Children, brings together senior partnership stakeholders on a six-weekly basis to oversee and shape key decisions relating to the transformation plans.
- 4.5 In September and October 2017, a series of workshops were held to further develop the blueprint for the Local Family Partnership model.
- 4.6 The Early Help Case for Change was considered and endorsed by the Children and Education Select Committee on Friday 17 November 2017.
- 4.7 A Surrey Family Services staff consultation for County Council staff started in January 2018 to consider proposals for service restructure.
- 4.8 Further partner and user engagement and subsequent public consultation will be required in 2018 to implement changes to community services resulting from the new Early Help operating model.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 There are no financial and value for money implications in relation to this report.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

- 6.1 A programme Equality Impact Assessment is being developed which will include all the key areas of the programme and their potential impacts on residents and staff. Evidence will be gathered during key consultation periods with the staff and public which are planned for 2018:
 - a. A Family Services staff consultation taking place in January 2018 will develop a key summary of impacts and actions relating to the impacts of the restructure. The initial EIA inputs to date based on early staff engagement and engagement with other stakeholders including the unions on the restructure can be seen in the attached first draft of the Programme EIA.
 - b. Once approval to commence work on the Children's Centre project has begun an EIA will be developed to provide a key summary of the impacts and actions relating to the potential re-design of Children's Centres.
 - c. An EIA has been drafted to support the re-commissioning of external early help services in Surrey.

7. LOCALISM:

- 7.1 The Local Family Partnership model is about building the resilience and wellbeing of individual children and young people, and the families and communities that they are part of.
- 7.2 Guildford's Local Family Partnerships overall aim is to bring together highly networked communities, who play a part in shaping their local area, to ensure

those who need it have the early help they require. We foresee a positive impact for communities, children and families, as support and resources will be targeted and accessed locally.

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	Set out below.
Sustainability (including Climate Change and Carbon Emissions)	No significant implications arising from this report.
Corporate Parenting/Looked After Children	Set out below.
Safeguarding responsibilities for vulnerable children and adults	Set out below.
Public Health	Set out below.

8.1 Crime and Disorder implications

Through establishing new Local Family Partnerships in Guildford, partners will work together better to prevent young people becoming involved in offending and anti-social behaviour and be able to provide holistic support to families where crime is an issue.

8.2 Corporate Parenting/Looked After Children implications

Effective Early Help has the potential to reduce the negative outcomes and experiences that can lead to children coming into care and thereby has the potential to reduce the number of children in the Council’s care.

8.3 Safeguarding responsibilities for vulnerable children and adults implications

The new Early Help operating model supports the Council to achieve key improvements in safeguarding vulnerable children. As the parents of these children are also often known to Surrey Adult Services the programme is being developed with colleagues in Adult Services and will have additional benefits for vulnerable adults through the development of Local Family Partnerships.

Ongoing developments to ensure that the Multi Agency Safeguarding Hub (MASH) and the Early Help Co-ordination Hub processes are integrated will have an improved impact on the timeliness and effectiveness of case management for vulnerable children and families. MASH and Early Help Co-ordination Hub processes have recently been reviewed to support quality, consistency of decision-making and provide more timely access to Early Help services. The programme has been developed to enhance the services available both to prevent children requiring statutory intervention where this can appropriately be achieved and to provide a robust Early Help network to support children stepping down from social work and other specialist services.

8.4 Public Health implications

The Early Help proposals have been developed with Public Health colleagues and support the Council's Public Health prevention priorities for children and families

9. CONCLUSION AND RECOMMENDATIONS:

- 9.1 The Local Committee is asked to note the overall proposals to develop the early help system in Surrey, as well as the summary of proposed changes to Surrey County Council's contribution to early help
- 9.2 **The Local Committee (Guildford) is asked to:**
- a. Provide feedback on the latest early help developments in Guildford, including proposed early help priorities for re-commissioning and the location of Local Family Partnerships
 - b. Endorse the Local Committee representatives to the local Early Help Advisory Board, for the remainder of 2017/18 and 2018/19

10. WHAT HAPPENS NEXT:

- 10.1 The Early Help Strategy will be presented to the County Council's Cabinet at the February meeting.
- 10.2 Feedback from the Local Committee will be taken away by the Local Family Service Team Manager to be shared with the Early Help Advisory Board and commissioners across different public sector organisations.
- 10.3 Members are invited to contribute to public consultation later in the year in relation to changes to other aspects of the early help system. In particular, a public consultation about proposals for changes to children's centres is planned for July, August and September 2018. The scope of this consultation may also be broadened out to include other aspects of early help provision.
- 10.4 Surrey Family Services will be launching its new staffing structure by October 2018 which will reflect new ways of working required within the early help system.
- 10.5 Members input and support in building the Local Family Partnership Networks will be valued throughout the first phase of implementation in 2018.
- 10.6 It is currently planned that the County Council's Cabinet will be asked to make a number of decisions relating to early help transformation in November 2018, with plans in place to implement any service changes by 1 April 2019.

Contact Officer:
Vicky Harris

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Vicky.harris@surreycc.gov.uk
07968834760

Consulted:

Early Help Advisory Boards
Members of the Early Help Transformation Board
Local partners and stakeholder
Surrey County Council Commissioners

Annexes:

Annex 1 – Borough Early Help Plan
Annex 2 – Early Help Advisory Board Terms of Reference

Sources/background papers:

- Not applicable
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