

From: Peter Oakford, Cabinet Member for Specialist Children's Services

Roger Gough, Cabinet Member for Education and Health Reform

Mike Hill, Cabinet Member for Community Services

Patrick Leeson, Corporate Director, Education and Young People's Services

To: Education and Young People's Services Cabinet Committee – 18 September 2015

Subject: Performance of Early Help and Preventative Services

Classification: Unrestricted

Summary:

Early Help and Preventative Services (EHPS) were integrated and formed as a new service in April 2014. They are designed to provide support for vulnerable, and at risk, children, young people and families who are most likely to experience poor social, emotional and educational outcomes. The services form a continuum of support with Specialist Children's Services as part of an integrated model encompassing universal, targeted and specialist provision. A range of support is provided by (EHPS) to children, young people and families, some of whom are known to Specialist Children's Services (SCS).

A key priority is to reduce the number of children and families that need the statutory intervention of Children's Social Care and to reduce the numbers in the social care system by stepping down cases safely and providing continuing support to those families that need it. A particular focus is reducing the number of children in care through:

- Earlier identification and response to need
- Prompt and proactive engagement of families
- Delivery of family focused approaches that build resilience and understanding of family responsibility

The services encompass parts of the portfolios of three Cabinet Members, and include Children's Centres, Youth Justice, Troubled Families, Youth Work, Attendance and Inclusion, Pupil Referral Units including the Health Needs Education Service, and integrated Early Help teams that operate on a district basis. The service is closely integrated with the work of schools and Early Years settings, that provide a range of early intervention themselves and contribute to the packages of support for families provided by the Early Help service.

This report sets out the progress made to date in delivering an effective Early Help

service, the current performance of the service and the performance monitoring arrangements that have been developed. The performance of this service is also scrutinised by Kent Safeguarding Children's Board, where regular reports are presented.

Recommendation(s):

Cabinet Committee is asked to note the progress to date, the current performance and the arrangements for monitoring performance through the scorecard attached as appendix 1.

1. Early Help and Preventative Services (EHPS) Overview

- 1.1 The vision of the Early Help and Preventative Services (EHPS) is that every child and young person, from pre-birth to age 25, and their family, who needs early help will receive support in a timely and responsive way, so that they are safeguarded and their educational, social and emotional needs are met with good outcomes. We work to ensure that children and young people contribute positively to their communities and are actively engaged in learning and employment to achieve adult well-being and independence.
- 1.2 EHPS aims to target early help services to the most vulnerable children, young people and families with complex needs and multiple disadvantage who require additional and intensive support, with a focus on delivering better outcomes. Children, young people and families should be able to access the right services at the right time in the right place. The service aims to place them at the heart of everything it does, working in a more integrated way and avoiding, where possible, lack of coordination or wasteful duplication.
- 1.3 The intention is to make a significant difference through early help, to prevent the escalation of needs wherever possible, and to reduce the likelihood of problems emerging in the first place. The service also works to make a significant difference in reducing demand for statutory children's social care and to help step-down social care cases where it is safe to do so.

2. EHPS Budget

- 2.1 The net budget for Early Help and Preventative Services in 2015 /16 is £29,297k. The service receives £18,019k income from grants and other income sources. The gross budget is £47,316k.
- 2.2 The net Budget for EHPS has seen a 37% reduction over the last three years as a result of efficiency savings, from £45,690k net in 2013-14 to £34,699k in 14-15 and £28,797k in 15-16. Proposed savings for 2016-17 will reduce the budget by a further 6% to £26,611k. This has been achieved by restructuring and integrating the service, and by removing duplication and layers of management.

- 2.3 By integrating services and ensuring reduced duplication and maximum flexibility the service is able to manage the demand for Early Help Services and deliver a range of opportunities and support for children, young people and families. Financial savings have been achieved without the loss of front line delivery to date, while maintaining careful management oversight of the capacity to deliver reductions in Children's Social Care. .
- 2.4 Table 1 below provides a breakdown of spend across service areas. The Early Intervention and Prevention Service budget includes youth hubs, integrated additional and intensive support (including Youth Justice, Attendance and Inclusion and Troubled Family work), the Family Liaison Officers and a range of commissioned services.

Table 1

	Gross	Income	Net
Children's Centres (excluding Property costs)	8,604.4	-1,576.5	7,027.9
Troubled Families	1,887.1	-1,887.1	0.0
Directorate Management & Support for Education & Young People Directorate	3,073.1	-1,159.7	1,913.4
Attendance & Behaviour	1,760.1	-1,621.5	138.6
Early Intervention & Prevention	20,209.7	-5,338.1	14,871.6
Youth Offending Service	2,373.1	-1,941.5	431.6
Youth Service	2,962.2	-1,726.2	1,236.0
Housing Support for Vulnerable Young People	3,677.9	0.0	3,677.9
Schools & High Needs Education Budgets - Exclusion Services	2,768.4	-2,768.4	0.0
TOTAL	47,316.0	18,019.0	29,297.0

3. Range of Provision in Early Help and Preventative Services

- 3.1 EHPS provides opportunities and support to children, young people and families across the range of safeguarding and well-being levels to help solve problems and find solutions at the earliest possible stage; and as a step down from Specialist Children's Services to maintain and support achievements made whilst statutory social care was involved.
- 3.2 Individual and family casework is arranged according to the Kent Safeguarding Children Board Inter Agency Threshold Guidance levels of need. The four levels of need are **Universal, Additional, Intensive and Specialist**. Cases are managed by Specialist Children's Services (SCS) or Early Help, according to appropriate application of the Kent Safeguarding Children's Board (KSCB) multi agency threshold framework
- 3.3 **Universal services** seek to meet all the needs of children, young people and families so they are happy, healthy and able to learn and develop securely. In Kent there is a good level of provision across the county, delivered where

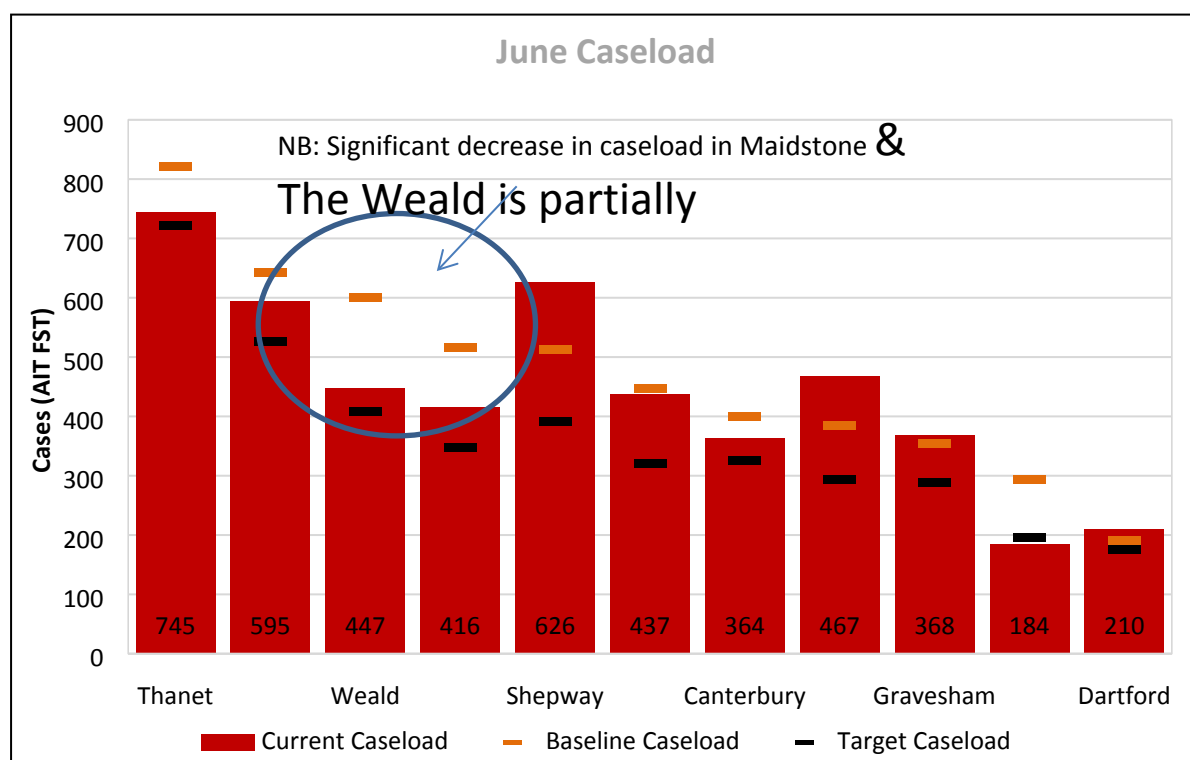
communities have the most need. EHPS resource is allocated to ensure that provision is targeted to children and families known to Specialist Children's Services and the most vulnerable children, adolescents and families. EHPS universal services are provided to all children and young people, for example in Children's Centres and Youth Hubs, including those with additional, Intensive or specialist needs.

- 3.4 The figures for children worked with in Children's Centres who are also known to SCS are as follows:

Target Group	KCC Baseline	Registered/ Worked With	Percentage
Children Known to SCS	2,319	1,721	74.2%
Children Known to Social Services (LAC)	171	131	76.6%
Children Known to Social Services (CP)	577	432	74.9%
Children Known to Social Services (CHiN)	1,583	1,169	73.8%
Children with Early Help Notifications	789	552	70.0%

- 3.5 Currently 17% of the SCS caseload for 12 -18 year olds is accessing a Youth Hub or commissioned youth service. Work is taking place to standardise the recording in Youth Hubs to ensure that all work undertaken in the Youth Hubs is captured. This should lead to an increase in this figure.
- 3.6 Children and families with **additional needs** are best supported by those who already work with them or in settings where they feel safe to make changes or resolve problems. This is often provided in universal settings or through targeted and outreach work to vulnerable communities or identified children and families. All EHPS staff providing open access universal provision are expected to undertake 20% of their work delivering targeted additional needs casework. This is often supporting statutory SCS intervention cases. There are 205 staff delivering open access provision and undertaking individual and family additional support. **This equates to 3198 children and families worked with per year.**
- 3.7 Where additional support is required for children known to SCS, in the form of targeted open access support, this arrangement is agreed locally between the respective EHPS and SCS district teams and put in place swiftly to complement the support being provided by the family's social worker. Examples of such work include a parenting course in a Children's Centre to increase parenting skills of teenage parents or a girls group in a Youth Hub to tackle sexual exploitation, low self-esteem and self-harm issues.

- 3.8 For children whose needs are **Intensive**, a multi - agency approach or team around the family usually achieves the best outcomes. The **Kent Family Support Framework**, which replaced the CAF, provides a clear pathway for Notification, Screening, Assessment, Planning, Outcome Tracking and Reviewing of Early Help cases. Early Help Units in each district work with children, young people and families requiring intensive support. They work in partnership with other professionals and the family to build resilience and develop solutions to problems the family may be experiencing. There are 44 Early Help units across Kent; the number allocated to each district being dependent on demography and levels of need. Each Early Help Unit consists of five members of staff, including a Unit Leader and Senior Early Help worker, coming from varying professional backgrounds. An additional 0.5 business support officer is allocated to each unit to ensure that professionals can undertake the maximum amount of time in direct contact work with children and families. Each member of the unit works with an average of 13 or 14 cases at any one time for an average duration of 20 weeks. **This equates to 6320 cases over a year**
- 3.9 Increasing proportions of cases closed to SCS are stepped down to EHPS (currently 27%). The chart below demonstrates the impact that working together in the West of the County has had on reducing demand in Specialist Children's Services



- 3.10 District panel meetings take place every week to discuss complex cases, the step-down of cases to ensure an integrated approach to working and to plan the appropriate handover of the case from SCS to EHPS.

- 3.11 By working together across all thresholds of need we seek to prevent more children and young people requiring statutory specialist social care interventions, at higher cost, and to promote the very best educational, health and emotional well-being outcomes for children and young people to ensure future adult well-being and economic independence.

4 Integrated Specialist Services in EHPS

- 4.1 In addition to the universal, additional and intensive work in EHPS, statutory Youth Justice and school Attendance and Inclusion work is integrated within the service. This enables the greatest budget efficiency and ensures that the service can deliver to maximum capacity and flexibility without unnecessary transfer of cases due to circumstances rather than the needs of the young person. The model also ensures that the minimum number of professionals is involved with a young person and that good working relationships form the basis of effective practice.
- 4.1 33% of the Youth Justice caseload is known to SCS. In Quarter 4 of 2014-15 this was 124 young people. The SCS social work teams work closely with the Youth Justice teams to ensure appropriate planning and support by both statutory services.
- 4.2 There is also a significant number of Other Local authority Children in Care on the youth justice caseload. In Q4 of 2014-15 there were 33, which added to the SCS cases means that 41% of the youth justice caseload is known to Children's Social Services in Kent or in other local authorities.

5 Joint Working between Early Help Triage and the Central Duty Team

- 5.1 In June the Early Help Triage team, responsible for receiving and assessing all Early Help notifications (referrals) moved to Kroner House to be co-located with the Specialist Children's Services' (SCS) Central Duty Team (CDT) and form part of the multi-agency Central Referral Unit (CRU). This co-location supports closer-working between the two services to ensure a swift and appropriate response to referrals by the correct service according to application of the KSCB thresholds.
- 5.2 Where referrals are made into Triage that actually meet SCS thresholds, then a consultation takes places and the referral is escalated quickly. Where referrals are made into CDT that do not meet their thresholds, an Early Help Notification is completed and screened by designated EHPS staff in CDT.
- 5.3 A key piece of joint working between Triage and CDT is around the notification, tracking and follow-up of children missing from home or care. Notifications from the Police go into CDT, and those missing children not known to SCS are passed to EHPS for follow-up. All information is recorded

on the Liberi data system by both services to ensure reporting captures all work undertaken with missing children.

6 EHPS Performance Monitoring and Summary data

- 6.1 Early Help and Preventative Services produce a monthly scorecard outlining performance against a range of Key Indicators. This includes a breakdown by age of reach and outputs for the County as a whole and each district. The indicators include output data for the number of notifications received, the number of open and closed cases, the number of cases stepped up or down to Specialist Children's Services, timeliness of responses and the percentage of cases closed with a positive outcome. The latest July EHPS scorecard, including data up to June 2015, is included at **Appendix 1**.
- 6.2 Overall 749 notifications were received by EHPS in June 2015. Of these 18.6% were for 0-4 year olds, 35% for 5-10 year olds, 38.1% were for 11-15 year olds and 8.1% were for over 16s. Fewer cases are stepped down from SCS in the older age range. Overall in June, 95 cases were stepped down to EHPS from SCS, compared to 87 in May. Of these 26 were in the 0 – 4 age range, 35 in the 5 – 10 group, 29 in 11 – 15 age range and only 5 in the 16 plus age range.
- 6.3 The effectiveness of EHPS relies on good throughput and positive outcomes being achieved. Overall data for EHPS for June 2015 evidences that significant progress has been made with the throughput of cases, with the number of case closures increasing by over 200 from last month, from 254 to 665. The percentage of cases closed with a positive outcome has also increased from 69.4 % to 73.7%.
- 6.4 In addition to the throughput and outcome data the scorecard focuses on key data for specific areas that impact on vulnerable children and young people. This includes Children's Centres, Youth Justice, NEETs, school attendance and exclusions data. More detailed data is also available in each of the service areas and outcomes are reported to their respective management boards, such as the Youth Justice Board and the Troubled Families Multi Agency Steering Group.
- 6.5 The Youth Justice work which is specifically with adolescents is showing good outcomes. The number of first time entrants to the Youth Justice System has fallen again this quarter from 581 to 445, a reduction of 136 young people. The number of fixed term exclusions within secondary schools has fallen by 156 episodes and permanent exclusions in Kent continue to decrease.
- 6.6 There remains a challenge with the NEET performance with current performance being at 6% (June 2015) of young people being NEET. The latest national scorecard data published by the Department for Business, Innovation and Skills reports Kent's annual NEET figure as 4.7%, which is in line with the national average. Good performance in this area is based on a range of complex interdependencies across a wide range of partners including

schools, colleges, work based training providers, employers, KCC services including Skills and Employability, Special Educational Needs, VSK, Youth Justice, Troubled Families and commissioned services. To address this area of work a high level cross directorate task and finish group is in place which will inform ongoing practice and performance with a new NEETs strategy in autumn 2015.

7 Early Help Intensive Casework

- 7.1 All Early Help intensive level casework is informed by an Early Help assessment and plan. The structure of the assessment is informed by Kent's model of practice, Signs of Safety. This ensures an accurate picture of the individual and family circumstances that informs the plan and its expected outcomes. The assessment and plan always involve the child, young person or family and all work is outcome focused
- 7.2 A revised Quality Assurance framework is in development to inform QA activity. Currently QA is undertaken by the Information and Intelligence team. The new QA framework will enable a greater volume of activity and ensure that all managers undertake quality assurance in a consistent way.
- 7.3 A detailed outcome tracker is being utilised by all Early Help Units to ensure that work load and throughput of cases is managed and work does not drift. The tracker enables the Early Help Unit leader to have an overview of activity for all cases and outcomes achieved. This focus has resulted in improved outcomes for children and young people, and increasing the number of cases closed with a positive outcome. In January 2015 49.2 % of cases resulted in a positive outcome with this incrementally improving over the following six months to an overall 73.7% of cases achieving a positive outcome in June 2015. Over the coming year we will further track this work to monitor the re-referrals to both EHPS and SCS, and better understand the factors for best practice. An example of the outcome tracker is provided at appendix 2.

8 EHPS Commissioned Services

- 8.1 Early Help and Preventative Services commission a range of provision that works with children and adolescents. Details about the commissioned services and the budget available, plus the plans to re-commission much of this provision is set out in another paper being presented to the Cabinet Committee.
- 8.2 Performance for the EHPS commissioned services has been measured through contract monitoring as either good or acceptable. However this has not always been outcome focused. A new commissioning framework is being developed which will ensure that for future EHPS commissioned services outcome focused, impact evaluations, where appropriate, are conducted which feed into an overarching evaluation framework

- 8.3 Commissioned services can also be structured in the Kent Safeguarding Children Levels of Need. The table below illustrates the volume of work (numbers of children and young people) across additional support provided by commissioned services. Whilst table 3 shows the support provided by VCS organisations at the intensive level of work.

Table 2

<u>Additional Support - either as a stand-alone case or alongside intensive or specialist casework</u>	<u>Per Year</u>	<u>SCS Step Downs</u>
Project Salus – Domestic violence	218	38
Rising Sun – Domestic Violence	313	12
Choices - Positive relationships (pregnancy, sex etc)	123	16
Barnardos – Positive relationships (as above)	91	1
Avante - Family Mediation	444	59
Imago – Young Carers	921	27
CXK - Parent Training Programmes	1716	2
CXK – Neet provision	1500K	unknown
TOTAL	5,326	155

Table 3

<u>Intensive VCS Casework</u>	<u>Per Year</u>	<u>SCS Step Downs</u>
Troubled Families FIP and FIP Light Casework	533	unknown
Family Action (Intensive Family Support)	285	67
Stonham (IFS)	502	63
Porchlight	1018	180
TOTAL	2,338	310

- 8.4 The new Commissioning framework will be in place for April 2016 with a phased approach to ensure alignment with the Emotional Health and Well-being strategy. The second phase will be in place for September 2016.

9 Summary

- 9.1 EHPS is committed to evidencing the impact of Early Help and Preventative Services. As the service develops and practice embeds, a greater richness of performance data across all fields of quality, outputs and impact will be available. Work is also underway to evaluate value for money, cost avoidance and the longer term impact of EHPS work for vulnerable children, young people and families.

Recommendation(s):

Cabinet Committee is asked to note the progress to date, the current performance and the arrangements for monitoring performance through the scorecard attached as appendix 1.

Report Author:

Florence Kroll, Director, Early Help and Preventative Services
Florence.kroll@kent.gov.uk, Tel: 03000 416362

Relevant Corporate Director:

Patrick Leeson, Corporate Director, Education and Young People's Services
Patrick.Leeson@kent.gov.uk Tel: 03000 416384