

Children and Young People Select Committee Supplementary Agenda

Wednesday, 12 June 2019
7.00 pm, Committee Room 1
Civic Suite
London SE6 4RU

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This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed except for item 8 on the Agenda. For legal reasons, that item will be considered in private with the press and public excluded.

Part 1

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Report to CYP select committee			
Report Title	Lewisham's Early Help Approach: Update and Priorities in 2019/20		
Key Decision	No	Item No.	6
Ward	All		
Contributors	CYP Joint Commissioning		
Class	Part 1	Date	12/06/19

Reasons for Lateness and Urgency

This report was not available for the original dispatch in order for officers to ensure the detail contained within the report is a full and accurate summary of the work in the Early Help Review. The report is urgent cannot wait until the next meeting of the CYP Select Committee on July 11 2019 because key decisions relating to the services in scope of the report need to be made by Mayor and Cabinet prior to this date.

Where a report is received less than 5 clear days before the date of the meeting at which the matter is being considered, then under the Local Government Act 1972 Section 100(b)(4) the Chair of the Committee can take the matter as a matter of urgency if he is satisfied that there are special circumstances requiring it to be treated as a matter of urgency. These special circumstances have to be specified in the minutes of the meeting.

1 Purpose

- 1.1 The purpose of this report is to provide CYP select committee with an update on the development of Lewisham's Early Help Approach.
- 1.2 This report summarises the context in which our review of Early Help takes place and the drivers for this. It sets out the definition and scope of Early Help, together with the key programmes of activity being undertaken to improve and strengthen our approach, and the priorities to deliver in 2019/20. There is a Part 2 to this report which relates to the procurement of services.

2 Recommendations

- 2.1 It is recommended that CYP Select Committee notes the content of the report and informs priorities for 19/20.

3 Policy Context

National Policy Context

- 3.1 The Early Help review and our developing approach takes places in a context of national uncertainty, with the withdrawal of the UK's membership of the European Union still not finalised and changing dynamics in Parliament, a lack of confirmation on the

continuation of the Government's Troubled Families programme, and the lasting impact of a decade of austerity, with future funding to local authorities – such as the public health grant- uncertain.

Local Policy Context

3.2 An effective Early Help approach supports the Council's Corporate Strategy 2018-2022, specifically the following priorities:

- Giving children and young people the best start in life
- Delivering and defending: health, social care and support
- Building Safer Communities

3.3 Early Help additionally supports the delivery of the following commitments in Lewisham Mayor's manifesto:

- Giving children and young people the best start in life: *Protect our Sure Start Centres, help every family access their entitlement to free childcare, and continue to provide high quality early years education so that parents and children can get the support they need; Work with parents and schools to reduce exclusions as they impact disproportionately on black pupils. We will review the strategies in place to narrow the achievement gaps that affect minority communities and poorer pupils; and Promote more high-quality mentoring by working with community and voluntary groups, and businesses to help our young people increase their resilience and open access up to employment opportunities.*
- Protecting our NHS and social care: *Do our utmost to defend health and social care services that protect the most vulnerable communities in our borough; Promote healthy lifestyles by.....supporting 'The Daily Mile' initiative for all our school children and sign up more local businesses to reducing sugar in their meals; We need genuine parity of esteem for mental health services. Inspired by the Black Thrive model we will ensure that Black, Asian and minority ethnic groups gain appropriate access to mental health services and we will campaign for fair funding of mental health services for all; and Make our sexual health services easier to access, offering choice and quality throughout the borough. And we will work with schools and other providers to encourage accessible relationship advice and support for our young people.*
- Building Safer Communities: *Develop a public health approach to youth violence and knife crime that looks at tackling the root causes. We will ensure all agencies – social services, schools, police and our NHS work together while involving parents and local communities; Seek funding from The Mayor of London's £45 million 'Young Londoners Fund' to support youth services that turn children away from crime and provide early intervention; Further our work to combat sexual violence and domestic abuse; and Continue with efforts to combat child sexual exploitation and peer-on-peer abuse.*

3.4 Our Early Help approach is the delivery model by which we will deliver the vision as set out in our Children and Young People's Strategic Partnership (CYPSP) Children and Young People's Plan: *Together with families we will improve the lives and life chances of the children and young people in Lewisham*

4 Drivers to the Early Help Review

4.1 The drivers behind the current review of Lewisham's Children and Young People's Strategic Partnership Early Help strategy and approach are:

- The existing Early Help Strategy expires this year, there has been lots of learning and change since its launch in 2017, including a better understanding of the nature and volume of demand for services below the threshold for statutory interventions
- In view of the council's wider budget challenges, 2018/19 savings proposals for the CYP directorate included £800,000 related to a number of commissioned services that are integral to our provision and offer of universal and targeted support for children, young people and their families. This proposal was not taken, pending the outcome of the review.
- NHSE and a local, Councillor-led review of mental health and emotional wellbeing for children and young people recommended strengthening Lewisham's Early Help offer for improved outcomes and access/pathways to mental health/wellbeing provision.
- Lewisham's developing Public Health Approach to Violence
- Growing evidence around the importance and value of contextual safeguarding approaches
- Ofsted inspections 2015 and 2018, our CSC improvement programme and our re-launched LSCB thresholds

4.2 The initial review is part of a longer term vision and plan to ensure that an early help approach is embedded across Lewisham. The review began in January 2019 and some of the initial findings and progress checks are outlined in this report as well as key milestones and our short and medium term priorities.

5 What is "Early Help"?

5.1 Early Help:

- is an approach, not a team or a service
- is all support available to children up to the level of a formal statutory intervention and therefore includes universal services accessible to all children – e.g. health visiting and GPs, as well as 'early intervention' and targeted or more intensive support for those identified as being need of extra support and/or with a clear need for a coordinated, multi-agency plan.
- is for all children and young people, from 0-19 (25)

5.2 The terms 'early help' and 'early intervention' are used in different ways in different local areas, and sometimes interchangeably, but there are differences between the two with early intervention being an aspect of early help. Early Intervention is support provided to children *identified as being at risk of poor outcomes* (e.g. poor mental health, poor academic attainment, or involvement in crime) to help them avoid these poor outcomes and/or *targets specific, identified issues* to prevent problems from occurring, or prevent problems from getting worse.

5.3 Effective Early Help works to reduce the risk factors and increase the protective factors in a child or young person's life. Risk factors can threaten a child's development, limit their future social and economic opportunities, and increase the likelihood of poor outcomes in later life. Protective factors are the characteristics and conditions that can mitigate risk factors.

5.4 An early help approach empowers children, young people and their families and encompasses communities and a range of services and partners working together. It is a system level programme of work.

- 5.5 More work will be undertaken, as part of our development of Lewisham’s Early Help offer, to increase understanding of the language of early help and its cross cutting importance, value and impact across all outcomes.
- 5.6 Lewisham’s emerging model for the delivery of our Early Help approach:

Lewisham's Early Help approach sets out how we will work together - children, families, communities, and all services across our Partnership - to achieve the vision of our CYPP. The key purpose of the approach is to maximise positive outcomes for all our children and young people by preventing needs from arising, and where needs are identified, by intervening early and preventing those needs from escalating.

Our aim for Early Help in Lewisham is for children and young people to be resilient, knowing when and where to go for help and support when faced with challenges and adversities as they arise. We will achieve this by working together to build that resilience – not only of children and young people, but crucially of their families, and of the communities and neighbourhoods in which they live.

<p><i>Predict and Prevent</i> (<i>universal/primary prevention</i>)</p> <p>CYP, their parents and carers, communities and the workforce are equipped to:</p> <ul style="list-style-type: none"> • Identify risks to wellbeing and development and mitigate them • Identify protective factors in Lewisham and strengthen them 	<p><i>Target & Respond</i> (<i>targeted/secondary prevention/early intervention</i>)</p> <p>CYP, their parents and carers, communities and the workforce are equipped to:</p> <ul style="list-style-type: none"> • Identify and respond to needs that aren’t being met • Target the children, young people and families who need us the most • Provide timely access and clearer pathways to evidence based support
<p>So that children, young people and their families receive:</p> <ul style="list-style-type: none"> • The right support • At the right time • In the right place 	

6 Priorities and Deliverables for Early Help in Lewisham in 2019/20

- 6.1 The vision for a strong and effective Early Help approach is that children and young people in Lewisham are resilient, knowing when and where to go for help and support when faced with challenges and adversities as they arise. Parents, carers and families will be empowered to make the decisions that make the difference for their children. They will be part of active, participative and skilled communities that clearly understand the role they play in helping children to lead healthy and happy lives.
- 6.2 More confident parents, more capable communities and more appropriate support from peers as well as from statutory agencies, will mean that a greater number of children and families will have their needs identified and met earlier and more effectively, with fewer children escalating to the point where statutory services are required, and with a lasting positive impact for children and their families.
- 6.3 This lasting impact will be apparent both operationally - in improved outcomes for individuals and families, and strategically in the way in which our Early Help approach is expanded across the system, as well as in the way that it involves and empowers young people, parents and communities, in decisions about the care and support required.
- 6.4 In order to achieve this vision, the following programmes of work are being delivered:
 - **A clear understanding of need:** what does our data tell us – what do our children and young people experience, what are the needs that most often arise, what is the current offer of support to address these needs – and where are the gaps.

What is the evidence base for interventions and support to deliver lasting impact, and what do our CYP, families and communities tell us that they want?

- **Designing our offer:** co-design of the services and pathways we provide, ensuring that we involve parents and communities in the development of our approach, and that the demographic needs of the borough are met. Developing our existing services and systems so that we provide seamless information, advice and support for children and families, and ensuring that public services support interventions that make the difference for both children and young people and build the capabilities and resilience of families and communities.
- **Implementing the change:** community engagement and development, and ensuring that access to reliable information is a fundamental part of our offer, setting out our vision in an accessible Early Help Strategy using a shared language. Continued investment in delivering a culture change, with workforce development across the Partnership. Defining clearer roles and responsibilities, referral pathways and thresholds. Implementing service change through procurement and contract variations where appropriate.
- **Evidence our impact:** developing the case for change (social and economic: what will the impact be for children and young people and what outcomes are we seeking to improve – and how will we know we have been successful?). What are the financial benefits and risks of different Early Help offers.

6.5 To be fully effective, Early Help must be a system level approach, and one that is co-designed, co-owned and co-delivered with children, young people and families themselves, in and with the communities and neighbourhoods (context) in which they live. For this reason- and because the context in which we are working is rapidly changing and uncertain - our approach is a long term, continual and iterative one that intends to make ongoing improvements, informed by learning as changes are made and implemented.

Understanding our needs

- 6.6 A public health needs assessment to inform the early help review began in 2019. This focuses on four key lines of enquiry to establish the most appropriate response to the needs and assets regarding early help within our local population:
- Population Need – *statistical analysis of indicators of current need for early help in the Lewisham population.*
 - Population Views – *stakeholder engagement (including residents, providers and the voluntary sector) on what they perceive are the needs for early help support in Lewisham, how those needs would best be met and what assets are available within the borough to help meet those needs.*
 - Evidence Base – *A review of existing evidence (research findings, practice guidelines, professional expertise).*
 - Current provision – *mapping of commissioned and non-commissioned early help support currently available to Lewisham residents and the community assets available to support people prior to the need for service intervention.*
- 6.7 We have also undertaken benchmarking visits to other local authorities including Lambeth, Brent, Islington and Greenwich, with further visits planned to Bromley and Camden.

- 6.8 Additionally, our needs analysis is informed by performance data produced by our existing services. It is worth noting that much of our provision has delivered good outcomes for Lewisham children and families and our providers have responded flexibly and positively to changing needs.
- 6.9 Our needs analysis, performance monitoring and data tracking, and our engagement events have helped identify a number of gaps and challenges in our early help offer, including:
- analysis of data has indicated some key outcomes need to improve as part of our “predict and prevent” delivery model, for example maternal obesity, vaccinations, childhood obesity. We also need to meet the challenge of responding to wider determinants of health and wellbeing such as housing and poverty.
 - understanding of the referrals coming through our Early Help team, and the reporting from our services demonstrates increasing caseloads and demand. There was a 37% (245) increase in total referrals through the early help process in 18/19 compared to 17/18 (424 to 669)
 - analysis of referrals and feedback from partnership events has also informed where we need to focus in 19/20 in order to meet gaps in provision, or gaps in knowledge on available provision, and to respond to ‘non family support’ needs that are identified as part of our “target and respond” delivery model. (Non family support needs that have been identified include: self-harm; suicidal ideation; sexualised behaviour; criminality; exploitation; youth violence; domestic abuse; adult mental health; positive aspiration)
 - a need for improved pathways, and better communication and information on available pathways

Design our offer

- 6.10 Co-production is vital to ensuring an effective Early Help approach. To date, our co-production has been focussed on our needs analysis, and has included: three partnership engagement events with over 100 partners (including VAL forum); Early Help training developed and delivered in partnership with the Early Intervention Foundation for members; presentation of the early help review at YOS Performance board, School Inclusion board and Schools Participation and Engagement Group; development of a young people’s engagement plan in partnership with Young Mayor’s Advisors and Youth First Young People’s forum
- 6.11 We are also delivering a co-production pilot focused on Evelyn Children and Family Centre to help develop a model of engagement with local residents and users. The findings and outcomes of this pilot will be available in early July and help shape future service models.
- 6.12 Whilst recognising that an effective Early Help offer is one that delivers a system level approach, encompassing services across the private, voluntary and public sectors, there are a number of services that are directly involved in delivering improved outcomes for our children and young people and that form a core part of an Early Help delivery model
- 6.13 For Lewisham’s CYP Strategic Partnership, these services are: Youth Services; Children and Family Centres; Health Visiting; School Health Services; Targeted Family Support; various Parenting Support offers; and the Young Person’s Health and Wellbeing Service.

Implementing the change

- 6.14 The success of our Early Help approach is dependent on good implementation. We need to invest in engagement with the children, young people and families who access support, and the communities in which they live to ensure that our vision of seamless provision, and access to the right support, in the right place at the right time is made real by understanding local and neighbourhood level assets and needs, and designing pathways collectively.
- 6.15 We know that access to information is crucial – both for children, young people and their families to be able to meet their own needs, and for professionals to be able to support the families they work with.
- 6.16 We also know that in order to be able to identify risks to child wellbeing and development, and to be able to address needs as soon as they arise, we need to ensure the development of our workforce and of parents and carers
- 6.17 Development of our evidence base and benchmarking has highlighted the need to improve the pathways that support professionals and develop and agree a common language. Other boroughs have used this process to simplify roles such as the lead professional and processes such as early help assessments.

Evidence our impact

- 6.18 The case for Early Help has been made nationally, setting out that as well as benefiting individuals, early help can build healthier, happier and more productive communities, and can produce a range of economic benefits to society that significantly outweigh the cost of intervening. It is important to be clear however that whilst early help can reduce pressure on public services, this is more likely to occur in the long-term.
- 6.19 Additionally, the problems that some children face are so complex/entrenched that early help support is unlikely to reverse their trajectories in a short period of time and early help (and other) services often need to work with children and their families over months or years.
- 6.20 A conservative estimate of some of the costs and potential early help cost savings for 10 young people is provided below.

Estimated Cost (annual)	Estimated Cost (per case)	Preventative Saving (10 cases)
Cost of child taken into care	£52,676	£526,760
Cost to NHS of alcohol dependency	£2015	£20,150
Cost of drug misuse including offending	£3727	£37,270
Cost per 18-24 year old NEET	£4637	£46,370
Cost of persistent truancy	£1878	£18,780
Cost of first time entrant to criminal justice system	£4637	£46,370

*Home Office Unit Costs Estimates

It is important to note that the longer term savings and benefit of these intervention will often be found outside of the children and young people realm, and includes areas such as housing, criminal justice and the NHS. This is why early help has to be an approach that is collectively owned, embedded and delivered across the system.

7 Priorities in 2019/20

- 7.1 Achieving our ambitions for Early Help in Lewisham is a longer term approach, and requires a continual commitment to learning and change. There are, however, several actions we can take in 2019/20 to immediately deliver improvements in our offer, and have a positive impact for our children and young people. These are:
1. Complete the 2019 public health needs analysis – with inclusion of service level data, neighbourhood needs analysis, and information from further young people and parent engagement events
 2. Continue to develop our model for Early Help in Lewisham using the outcomes of our Early Help Peer Review in June 2019, benchmarking with best practice boroughs.
 3. Improve how we engage and co-design our early help approach with young people by establishing governance and operational mechanisms to ensure embedded and ongoing co-production, co-design and co-ownership.
 4. Develop and adopt Youth Engagement Guarantee
 5. Complete an Equalities Act Assessment for Early Help in Lewisham
 6. Review the access points and pathways to support and services
 7. Publish a new CYPSP Early Help Strategy in Autumn, together with partnership engagement and support to embed a shared language and understanding, and to support new ways of working
 8. Complete a consultation event to inform the future delivery of I-Thrive in Lewisham
 9. Undertake a Partnership workforce training needs analysis for the delivery of our Early Help approach
 10. Develop a Lewisham cost/benefit model for Early Help, which provides a clearer expectation for the impact of Early Help on improved outcomes for children and young people, and provides a financial case for investment in Early Help to avoid cost pressures later on.
 11. Produce outcomes frameworks, in line with the new CYPP, that demonstrate our theory of change, and how we can measure success and impact
 12. Improve data collection across services to ensure: commonality in reporting across services; that we are able to track families and measure the success and impact of both individual interventions and our Early Help approach as a whole by demonstrating that needs have been effectively addressed below the levels of need for statutory interventions, and that this has had a lasting impact – with fewer re-referrals to higher need services (clinical CAMHS provision, YOS, CSC etc.); we need to be able to access ‘live’ information that supports our understanding of demand, changing needs and delivery.
 13. Reconfigure relevant council teams to provide strategic ownership and oversight of the early help offer to improve co-ordination, signposting of pathways and ability to meet new and emerging needs.

8 Financial Implications

- 8.1 The development of our Early Help approach takes places in a challenging financial context. With reducing budgets across local authorities, and our key partners, the case for change is imperative.

9 Legal implications

- 9.1 Legal implications are as set out in the report. To the extent that the matters raised in the report result in any substantial service change and/or procurement or variation of

contracts, decisions on those matters will need to be made in accordance with the Council's constitution and on the basis of full reports.

10 Equalities implications

- 10.1 The Council's Comprehensive Equality Scheme provides an overarching framework and focus for the Council's work on equalities and ensure compliance with the Equality Act 2010.

11 Environmental Implications

- 11.1 There are no environmental implications arising from this report.

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CYP select committee			
Report Title	Exclusion of the Press and Public		
Key Decision	No	Item No.	7
Ward	All		
Contributors	CYP Joint Commissioning		
Class	Part 2	Date	12/06/19

Recommendation

It is recommended that under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs [3, 4 and 5] of Part 1 of Schedule 12(A) of the Act, and the public interest in maintaining the exemption outweighs the public interest in disclosing the information

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