



Mayor and Cabinet

Report title: Lewisham's Early Help and Prevention Strategy and Commissioning Intentions

Date: 09 December 2020

Key decision: Yes

Class: Part 1

Ward(s) affected: All

Contributors: Executive Director for Children and Young People

Outline and recommendations

This report provides Mayor and Cabinet with the context for Lewisham's Early Help and Prevention Strategy. It asks for Mayor and Cabinet to agree to the strategy that has been developed and to agree a number of specific service developments that will support the delivery of this strategy. Once the strategy has been agreed there will be further engagement with a range of stakeholders to develop an operational delivery plan.

The Early Help and Prevention Strategy is a result of a wide-ranging programme of work since 2019. It aims to improve outcomes for our children and families, through building on the strengths of our existing services and drawing them together under a common vision to secure greater impact from the available resources. Investment in a strong Early Help and Prevention offer supports the delivery of our corporate priority to give children and young people the best start in life. At present the Council has a higher than average number of children in care and is projecting an overspend on care placements. A strategic and stronger in house offer will increasingly enable the Council to flex services to meet the full range of needs of families earlier and prevent some of them from requiring a more intensive and more expensive intervention later on. The strategy also addresses the concerns raised by Ofsted in the 2019 inspection of Children and Young People's Services.

Mayor and Cabinet are recommended to agree to the strategy attached as Appendix 1

The strategy will take a number of years to deliver, however key changes are achievable in the short term, and so in order to progress the vision and aims as set out in the strategy, there are a number of specific contract decisions Mayor and Cabinet are asked to agree:

1. For the provision of Children's Centres services:
 - 1.1 to extend and vary the current contract with Pre School Learning Alliance (known as Early Years Alliance) from 01/04/21 to 31/03/22 at a maximum cost of £1.3m
 - 1.2 to extend and vary the current contract with Dowlerry School from 01/04/21 to 31/03/22 at a maximum cost of £200,000
 - 1.3 to extend and vary the current contract with Eliot Bank and Kelvin Grove from 01/04/21 to 31/03/22 at a cost of £170,000
2. For the provision of Youth Services:
 - 2.1 that the Council uses available resources more flexibly to develop a borough wide targeted youth work offer, which will be delivered by a wider range of youth organisations across the borough, including the Council itself through Family Thrive; and accordingly:
 - 2.2 to award a contract for youth services to Youth First for four years, from 01/04/21 to 31/04/25 with an option to extend by up to two years at a cost of £1.3m per annum, and £7.8m for the full six year term
 - 2.3 to extend the current liability arrangements relating to pensions for the life of the contract
 - 2.4 to the contract being offered with renewed lease arrangements, providing Youth First with 10 year leases at a peppercorn rent for at least two sites in the borough, with the final decision on these sites and lease arrangements being delegated to the Executive Director for Children and Young People in consultation with the Director for Regeneration and Place and the Director of Law, Governance & HR
 - 2.5 that Honor Oak Youth Club is retained by the local authority for alternative youth provision, including access by Youth First staff.
3. For the provision of Health services:
 - 3.1 to extend and vary the current contract with Compass to deliver the Young People's Health and Wellbeing Service for 12 months from 1st April 2021 until 31st March 2022, at a value of £746,000. The LBL contribution is £552,000.

Timeline of engagement and decision-making

Please see Appendix 2

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1. Summary

- 1.1. This report provides Mayor and Cabinet with the context for Lewisham's Early Help and Prevention Strategy. It asks for Mayor and Cabinet to agree the vision, aims and approach for early help in Lewisham, and to approve the direction of travel across key areas for improvement in order that there is a clear Early Help and prevention approach and service offer in Lewisham.
- 1.2. Further, Mayor and Cabinet are asked to agree a number of specific service developments as key steps toward the delivery of this strategy. Once the strategy has been agreed there will be further engagement with a range of stakeholders to develop an operational delivery plan.
- 1.3. In addition, this report asks for Mayor and Cabinet agreement to a number of contract decisions that are required in order to deliver the priorities as set out in that Strategy. These are presented in Section 2 and 6 below.

2. Recommendations

2.1 It is recommended that Mayor and Cabinet agree:

2.1.1 to the strategy attached as Appendix 1

2.1.2 For the provision of Children's Centres services:

- to extend and vary the current contract with Pre School Learning Alliance (known as Early Years Alliance) from 01/04/21 to 31/03/22 at a maximum cost of £1.25m
- to extend and vary the current contract with Downderry School from 01/04/21 to 31/03/22 at a maximum cost of £190,000
- to extend and vary the current contract with Eliot Bank and Kelvin Grove from 01/04/21 to 31/03/22 at a cost of £170,000

2.1.3 For the provision of Youth Services in Lewisham:

- that the Council uses available resources more flexibly to develop a borough wide targeted youth work offer, which will be delivered by a wider range of youth organisations across the borough, including the Council itself through Family Thrive; and accordingly:
- to award a contract for youth services to Youth First for four years, from 01/04/21 to 31/04/25 with an option to extend by up to two years at a cost of £1.3m per annum, and £7.8m for the full six year term
- to extend the current liability arrangements relating to pensions, as set out in paragraph 6.33 of this report, for the life of the contract
- to the contract being offered with renewed lease arrangements, providing Youth First with 10 year leases at a peppercorn rent for at least two Youth sites in the borough, with the final decision on these sites and lease arrangements being delegated to the Executive Director for Children and Young People in consultation with the Director for Regeneration and Place and the Director of Law, Governance & HR

2.1.4 For the provision of Health services:

- to extend and vary the current contract with Compass to deliver the Young People's Health and Wellbeing Service for 12 months from 1st April 2021 until

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31st March 2022, at a value of £746,000. The LBL contribution is £552,000.

3. Policy Context

- 3.1 The Early Help Strategy, and the related commissioning intentions set out in this report are consistent with the Council's Corporate Strategy. Specifically the priority "Giving children and young people the best start in life."
- 3.2 It also supports the delivery of our Children and Young People's Plan (2019-22), which establishes how we will continue to work to improve outcomes for our children and young people so that:
- Children and young people have the best start in life and are protected from harm
 - Children and young people have good physical and emotional health
 - Children and young people develop, achieve and are ready for adulthood
 - Children and young people feel listened to and respected
- 3.3 The need for an increased focus on early help, intervention and prevention within the family was reinforced by Professor Eileen Munro in her 2011 review of child protection. In setting out the principles of an effective child protection system, Munro highlighted that 'preventative services can do more to reduce abuse and neglect than reactive services'.
- 3.4 The revised Working Together to Safeguard Children 2018 guidance re-emphasises the role of effective early help. It focuses on the collective responsibility of all agencies, to identify, assess and provide effective targeted early help services.
- 3.5 Ofsted inspections of local authority early help and protection arrangements began in January 2012 and have featured in all subsequent frameworks. Following our Inspection of Local Authority Children's Services in 2019, Lewisham is anticipating a further inspection in early 2021 which is likely to consider how we are delivering an effective Early Help service..

4. Background

- 4.1 A review of our Early Help arrangements was undertaken in June 2019. Whilst the review found "a good range of services" and strength within the early help partnership, there was evidence of "silo working" and "practice that was not flexible in meeting families' needs."
- 4.2 The July 2019 Inspection of Local Authority Children's Services found that:
- Early help services were still underdeveloped, and some recommendations from the previous inspection had not been fully implemented.
 - When children do receive a service, the assessments were weak and do not include basic information, such as the reason for the assessment.
 - The lack of capacity in the service, which is externally commissioned, means that children and families had to wait for up to two months to receive help.
 - Management oversight of the waiting list at the time of the inspection was not sufficiently rigorous.
 - Senior managers were aware that commissioned services such as early help and placements for children in care are not consistently delivering effective services for children and their families.
- 4.3 The findings of the early help review were presented to CYP Select Committee in late 2019 and in January 2020.

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- 4.4 The Early Help & Prevention Improvement Programme was established in July 2020 to align activity and provide robust governance to ensure whole-system objectives are met, these include but are not limited to, the following:
- Improved outcomes for children and families.
 - Improved outcomes for children and families who are disproportionately likely to experience poor outcomes.
 - Greater awareness of the impact of interventions on children and families.
 - Greater consistency in the understanding of early help and the use of language.
 - Clear routes for children and families to access the right support for them at the right time.
 - A comprehensive 'early help offer'
 - A reduction in the number of children and family requiring statutory interventions.
 - In the long term, a reduction in spend on s17 and placements for children in care.

5. Early Help and Prevention Strategy

- 5.1 A commitment to providing help early and preventing the escalation of needs has been at the heart of Lewisham's Children and Young People's Strategic Partnership and our Plans for many years. Our Early Help and Prevention Strategy places this front and centre and sets out Lewisham's vision for and commitment to early help & prevention. The draft strategy can be found in Appendix 1.
- 5.2 The strategy establishes how the Council will work with all partner agencies (including schools) to improve those outcomes through an identity and approach for Early Help and Prevention in the borough (Prevent, Identify, Respond), and a framework by which to deliver the change (the i-Thrive framework).
- 5.3 The Early Help & Prevention Strategy sets out our improvement plans through seven priority areas, which will be underpinned by similar and sometimes linked activity to improve services. These are:
1. Information, Advice & Support (including referral arrangements)
 2. Targeted Early Help and Family Support
 3. Children's Centres
 4. Targeted Youth Services
 5. Health
 6. Children's Social Work
 7. Contextual Safeguarding

6. Implementation and commissioning intentions

Information, Advice and Support

- 6.1 Our activity for improvement will focus on strengthening our information, advice, support to families, including our referral processes and pathways and consideration of how the Family Information Service connects with the MASH.
- 6.2 Mayor and Cabinet are asked to agree the direction of travel as set out in the Strategy, including:
- the development of an Early Help Access point; a contact point for information and support for families who are struggling but who do not meet the threshold for a social work intervention;

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- extension of our current programme of parent champions to expand the engagement of parents across Lewisham who are able to provide peer support to families;
- a review of data systems in use with a view to supporting meaningful access and use, and rationalisation where possible; and
- a programme of workforce development for Early Help and Prevention

Targeted Early Help and Family Support

- 6.3 Targeted Early Help and Family Support refers to the support provided to children and families at risk of poor outcomes who identify themselves, or are identified as being in the 'vulnerable' level, or level 2 of our Threshold Document, or the "Getting Help" domain of the i-Thrive framework.
- 6.4 Current provision is managed by the Family Information and Support Service (FISS) – a service created in April 2020 as part of our Covid 19 response. The FISS receive referrals through the Lewisham MASH and ensure that a support package is put in place for these families, tracking the outcomes and quality of this work. The team currently also has three social workers who undertake direct work with families.
- 6.5 Following the Mayor and Cabinet's decision on 9th July 2020 to pursue an in-house service, notice was given on the contract with Core Assets Ltd on October 12th 2020, and officers are now undertaking a due diligence process around the transfer of staff to the Local Authority, which will take place on 12th January 2021.
- 6.6 Officers have been developing the model for "Family Thrive"; a locality based, multi disciplinary unit to provide intensive support to those families where children's needs are either not known or unclear, or are not being met, and coordinated, multi-agency support through an Early Help Assessment (EHA) is required. Children and young people at this level do not meet the threshold for statutory intervention by Children's Social Care.
- 6.7 The in-house Family Thrive service is being developed as follows:
- We will develop our FamilyThrive Service delivering in locality based teams in our Family Hubs, consulting and engaging with partners and families throughout so that there is a clearly defined and widely understood scope and practice model. It is intended that the new service will be launched in April 2021.
 - We will refresh our Early Help Assessment, co-produced with partners and families and aligning with our referral processes and paperwork, alongside a review of our Troubled Families Outcomes Plan, bringing the two together.
 - We will review the interface with other services (including Children's Social Care, Schools & Inclusion, Health services, Youth Offending, Safe Space, and Housing) so that an improved and effective pathway between statutory and non- statutory services is implemented, families receive consistent approaches, and duplication is reduced
 - From our stronger central provision of targeted family support, we will commission evidence based programmes and family support interventions – including through developing community based support - to meet locally and individually defined needs as necessary to ensure our families achieve sustained improvement in their outcomes, and our communities are strong and resilient.
- We will consider re-establishing locality based panels and "Team Around" partnerships so people who know them are able to spot the signs of worry for more children and families and those families have their needs met sooner by people

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they know and trust.

- 6.8 Children and Family Centres (CFC) providers also currently deliver a limited targeted family support offer. The capacity for targeted family support via the FISS from our Children and Family Centres is approximately 100 families a year. Referrals from all partners are also accepted as part of our wider early intervention and prevention offer and the CFC open family support caseload in 19/20 was over 600.
- 6.9 It is recommended that the contract for Children and Family Centres providers is varied in 21/22 to remove the targeted family support element, and retain the released budget to contribute to the funding of a more comprehensive 'one stop shop' Family Thrive Service. Please see paragraph 6.17
- 6.10 This change in contract may bring about a TUPE obligation on the local authority with a potential transfer of staff in April 2021.
- 6.11 It is also recommended that part of the current youth services budget is retained by the local authority to be allocated to the Family Thrive service in order to secure specialist youth workers in the Family Thrive units.

Children's Centres: Family Hubs

- 6.12 We will develop a new delivery model for Children and Family Centre Services, with particular focus on integration of a phases of childhood model and services across health, education, care and support and opportunities for the better use of our buildings, including a review of services which are accessible and delivered from our current Children and Family Centres
- 6.13 Mayor and Cabinet are asked to note and agree to the direction of travel so that officers can begin to:
- Review and refresh our outcomes framework and pathways for children and families for each phase of childhood identified in our life cycle approach, beginning with our 0-5 offer and using this to develop the same for 6-11 years olds, seeing our children and families through the transition to secondary school.
 - Further integrate our pathways and provision of support between Maternity, Health Visiting, Children's Centre Services and Early Years providers and particularly with community health provision such as speech and language therapy to improve child development outcomes and reduce toxic stress in the first years of a child's life
 - Design a core 0-5 offer, that includes evidence based programmes that meet the needs of Lewisham families, such as: (HENRY) Healthy Eating and Nutrition for the Really Young, Seeds of Empathy, the Freedom Programme, and Mindful Mums, and explore ways to review and refresh this provision each year, and informed by locality based need
 - Undertake a review of buildings across the borough and their use, informing the development of an area/locality hub approach, expanding the number and range of services available in neighbourhood settings, and improving access to support for families across a range of services and needs.
- 6.14 In order to deliver both the Family Thrive service and the Family Hub approach, a full redesign of Children's Centre services and Health Visiting will need to be carried out.
- 6.15 To support a redesign alongside Health Visiting in the medium term, the contract for Children and Family centres will need to be extended by a period of 12 months, bringing both contracts to an end on 31st March 2021,
- 6.16 In this short term period, funding currently allocated to Children and Family Centre providers for Targeted Family Support will need to be redistributed to the Family Thrive service.

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- 6.17 Mayor and Cabinet are therefore recommended to agree:
- to extend and vary the current contract with Pre School Learning Alliance (known as Early Years Alliance) from 01/04/21 to 31/03/22 at a maximum cost of £1.3m.
 - to extend and vary the current contract with Donderry School from 01/04/21 to 31/03/22 at a maximum cost of £200,000.
 - Mayor and Cabinet agreed to extend and vary the current contract with Eliot Bank and Kelvin Grove from 01/04/21 to 31/03/22 at a maximum cost of £170,000.
- 6.18 As a result of this contract variation, and in order to mitigate any impact of the reduced value as far as possible, Children & Family Centre services providers will be asked to reduce the targeted family support offer currently delivered, as this function returns to the local authority in the Family Thrive service.
- 6.19 Some staff may be eligible under TUPE to transfer to the local authority. The cost of any staff transferring to the Council would be covered in the identified budget.
- 6.20 This proposal delivers the proposed £200k saving to the General Fund, and a further £220k to be re-allocated to Family Thrive and cover any resulting staff costs from TUPE.
- 6.21 This proposal will further support us to meet the capacity gap identified in our 2019 review of Early Help and address the recommendation arising from our 2019 Ofsted ILACS inspection.
- 6.22 New tendering for services, including Health Visiting, as part of a broader Family Hub offer is anticipated to commence in summer 2021.

Youth Services

- 6.23 The 1996 Education Act established that a local authority in England must, so far as reasonably practicable, secure for young people in their area access to:
- (a) *sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities, and*
 - (b) *sufficient recreational leisure-time activities which are for the improvement of qualifying young persons ('Qualifying young persons' are those aged 13–19, and up to 24 for young people with a learning difficulty or particular disabilities.)*
- 6.24 Recently, there has been increased discussion by the government on the role and importance of youth work and provision for young people. In part, this relates to the rise in serious youth violence, but not solely.
- 6.25 The scope of this workstream is to develop a collective vision for youth work in Lewisham, demonstrating its impact on our Corporate priorities and relevant supporting strategies, and to design and deliver a new model for youth services, ensuring that we are better able to meet the targeted needs of our young people. Maximising income generation and a review of our buildings are key focuses in this work.
- 6.26 We will work with our existing and new providers to redesign and remodel services to ensure they meet need, and where appropriate, move away from largely open access youth services to provision of more targeted services to our most vulnerable young people, and their families. This will include targeted interventions, reducing disproportionality for our young people who are impacted by racism, maximising reach, and participation and engagement.
- 6.27 Youth services in Lewisham are almost entirely delivered by Youth First, an employee and young people led mutual though there are a number of other organisations and services in Lewisham that deliver youth work, including elements of the Young Mayor's team, Mentoring provision, Red Thread, and a breadth of activity in the voluntary and community sector.

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- 6.28 Following a failed procurement in November 2019, officers entered into direct negotiations with Youth First for a future contract.
- 6.29 Whilst the bid received from Youth First was broadly acceptable, the volume of clarification needed, and the gap between Lewisham's vision and the bid response, was great enough that officers sought to end the procurement and, within regulation 32 of the Public Contracts Regulations 2015, negotiate with Youth First as our preferred provider to secure a youth service that delivered what we needed, and represented value for money to the Council.
- 6.30 Officers planned to return to Mayor and Cabinet in April 2020 with recommendations on any future contract award, however this was critically impacted by the Covid 19 pandemic, and officers sought a third extension to the end of the 20/21 financial year. The extension was requested in order to ensure the viability of Youth First and their staff, and to help to protect services for young people at this time.
- 6.31 At the same time, the local authority was able to further develop options for youth service provision in Lewisham via a review undertaken by an HMI seconded to London Borough of Lewisham as part of Ofsted's own redeployment of staff.
- 6.32 This review highlighted three key areas for Lewisham to consider to improve the quality and effectiveness of our youth provision:
- Leaderships, commissioning and demonstrating impact
 - Provision and delivery
 - Partnerships and capacity building
- 6.33 Regulation 32 allows contracting authorities to negotiate directly with a single supplier where an open tender has previously been carried out and no suitable tenders have been received, provided the initial requirements of the procurement are not altered substantially.
- 6.34 The specification for youth services in the November 2019 tender was developed alongside the National Youth Agency and refreshed to better meet the targeted needs of young people in the borough, and our vision for youth work to be more outcomes focussed.
- 6.35 The specification asked for a service that provided:
- an engaging, high quality universal offer at sites across the borough
 - outreach and engagement that responds flexibly to changing needs
 - a targeted offer for more vulnerable young people and families (c150 young people)
- 6.36 The recommendations in this report are consistent with Regulation 32, and deliver our ambitions as set out in our November 2019 specification and further developed in the 2020 options paper for youth provision in Lewisham
- 6.37 The Mayor and Cabinet are recommended to agree:
- that the Council uses available resources more flexibly to develop a borough wide targeted youth work offer, which will be delivered by a wider range of youth organisations across the borough, including the Council itself through Family Thrive; and accordingly:
 - to award a new contract for youth services to Youth First for a period of four years from 01/04/21 – 31/03/25 with an option to extend for a further two years at a maximum cost of £1.3m per annum, and £7.8m across the full six year period.
 - to extend the current liability arrangements relating to pensions for the life of the contract. The current indemnity that the Council provides to Youth First is in relation

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to any deficit in the pension fund on termination of the contract, for whatever reason, provided that Youth First complies with its obligations under the admission agreement.

- that the contract is offered with renewed lease arrangements, providing Youth First with 10 year leases at a peppercorn rent for two Youth Clubs in the borough with the final decision on these sites and lease arrangements being delegated to the Executive Director for Children and Young People in consultation with the Director for Regeneration and Place and the Director of Law, Governance & HR. These are suggested to be Bellingham Youth Club, in the south of the borough, and Riverside, in the north of the borough pending the outcome of the current redevelopment bid to the Football Foundation (due for decision in January 2021).
- 6.38 Under the previous contract with Youth First the Council agreed to indemnify Youth First in relation to any potential deficit in the pension fund on termination of the admission agreement provided Youth First complied with its obligations under the admission agreement. Other ways to cover any liability of a service provider in relation to any pension deficit would be to put bond in place that the Council could call on should there be a deficit. Youth First have explored the possibility of securing a bond to cover any potential deficit, but this has been unsuccessful, with bond providers being unwilling to agree due to the level of risk, the lack of assets owned by Youth First, and the shorter term nature of the contract with the Council.
- 6.39 By not continuing to provide the current indemnity arrangements, should there be a deficit on termination, this may lead to Youth First having to wind down at which point the Council would be liable for any deficit in the pension fund anyway.
- 6.40 Extending the current provisions, including not allowing new staff to join the scheme would facilitate an end to the scheme naturally and continue to lower the liability over time.
- 6.41 Providing leases for 10 years for two sites, and therefore lasting beyond the life of the contract in the report is recommended in order that Youth First are further supported as an organisation – providing security of a base from which to operate independently from any contract with the local authority, and also to support their income generation activity.
- 6.42 Officers are continuing to work with Youth First to secure the most mutually beneficial arrangements for the remaining two youth clubs (Woodpecker and TNG), and the adventure playgrounds (Richard MacGiver, Home Park, The Dumps, Ladywell, Honor Oak)
- 6.43 This contract will provide open access youth clubs and activities as in their current model, and delivering the first element of youth provision as set out in the November 2019 specification
- 6.44 Additionally, a workforce development approach will build the qualifications and better reflect the skills of youth workers in the service, specifically to be able to provide 1-1 case work as part of our targeted early help pathways.
- 6.45 Youth First will continue their efforts to bring additional resource into the borough to supplement this offer
- 6.46 Mayor and Cabinet are also asked to note that in the next year officers will:
- develop a play strategy that sets out our ambitions and delivery options for children of all ages, with recommendations for the future utilisation of the five adventure playgrounds
 - explore the feasibility for a Youth Foundation in Lewisham as an organisation to bring all organisations working with Lewisham Young People together - with

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young people - to develop and deliver a vision for youth work in the borough, to provide a framework for delivery and standards – including skills & workforce development, and to generate income for our young people, A Youth Foundation is an independent charity, and there would need to be an ongoing financial commitment from the Local Authority estimated to be £75k;

- 6.47 This budget allocation sees 67% of the total budget for youth services allocated to Youth First for open access youth provision, of which 5% is towards facilities maintenance, 29% allocated to targeted provision by the Council and other organisations, and 4% allocated to partnership development and available to contribute to improving the Council's internal leadership capacity for youth work

Health Services

- 6.48 Our strategy is underpinned by a relational and trauma informed approach. Children who develop healthy attachments with their parents / carers in the early years of life develop the foundations for healthy development into adulthood. They learn to regulate their emotions and develop the resilience to thrive despite the ups and downs of life.
- 6.49 The national i-Thrive model initially rolled out across emotional and mental health services, has been adapted to include all services providing early help and support to children, young people and families. Through this model, we aim to provide the support to help families, children and young people to build the resilience to thrive into the future. We believe that by focusing on understanding the reasons for the behaviour, rather than just the result of the behaviour, families will be supported to make more sustained change
- 6.50 Following completion of the NHSI and member-led reviews of children's mental health provision in Lewisham in 2019, we have made significant improvements to our children's and mental health pathways over the last 12 months, including our mental health support teams (MHSTs) in schools, the identification of a GP lead for CYP emotional and mental health, the development of a common referral form, and our first youth clinic.
- 6.51 As part of the delivery of the Early Help and Prevention Strategy, we will continue to progress all areas of the CYP emotional and mental health improvement programme.
- 6.52 The borough has seen a marked improvement in CAMHS waiting times and performance against the national mental access target
- 6.53 Mayor and Cabinet are asked to note :
- that, together with the South East London Clinical Commissioning Group (SEL CCG) and increased investment from the NHS nationally for CAMHS services, we are moving towards an 'all age' Mental Health Provider Alliance, which builds on the approach which has been developed in adult mental health and aims to bring providers of mental health together effectively to achieve better integration of services across statutory and voluntary sector services.
 - that in 21/22, officers will review provision of pre-CAMHS emotional and mental health support for young people including care leavers and children and young people with SEND including by piloting more integrated delivery models with Family Thrive;
 - the ongoing delivery of our BAME health action plan, and develop targeted programmes to address long term health inequalities. We have seen significant improvements in relation to the recording of ethnicity data, currently 97.4% of CYP

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referred to CAMHS have ethnicity data recorded, against a target of 95%. However, there is still work to be done to increased representation of BAME CYP in the service. We will work with CAMHS and non-NHS providers to improve engagement with children and young people who are from BAME communities;

- the roll out of the SE London Behaviour Support pilot for young people with ASD/LD and mental health concerns to prevent placement / family breakdown and crisis A&E admissions;
- development of a social prescribing model for children and young people, incorporating the newly developed Youth Clinic (Forest Hill ward) and using the i-Thrive framework. Social prescribing processes are being developed to support early access into a range of services across a wider age range of 0-25, to support transition into adulthood;
- a wider review of Short Breaks provision resulting in an improved and developed offer within wider commissioning and services; and
- the re-commissioning of the post-diagnostic ASD service to ensure adequate links to the ASD pathway.

Young People's Health and Wellbeing Service (Compass)

- 6.54 The Young People's Health and Wellbeing Service (YPHWS), delivered by Compass, was developed in 2017 as a response to local need and financial drivers.
- 6.55 The YPHWS is commissioned jointly by the Local Authority and the SE London CCG (Lewisham), with the CYP Joint Commissioning Team holding contract lead responsibilities. The service is commissioned via a local authority contract.
- 6.56 The YPHWS delivers a variety of interventions and was designed to provide a universal and targeted offer that widens access to health and wellbeing support for young people, and contributes to a reduction in demand for specialist services. The aim is to lead to the following outcomes amongst young people:
- Improved sexual health and relationships
 - A decrease in the level of substance misuse
 - Improved mental health and wellbeing
- 6.57 Over the last 18 months of the service (notwithstanding the impact of COVID-19 detailed below) we have seen an increase in the number of young people accessing support for emotional wellbeing and structured support for substance misuse. However more work is required to increase the number of young people accessing the service, particularly for support with risky sexual behaviour and substance misuse.
- 6.58 The provider was previously granted a one-year contract extension from 1st April 2020 to 31st March 2021, with additional staff capacity and ambitious new targets and priorities set for the service. A comprehensive service development plan was put in place, which focuses on increasing the number of young people accessing support for substance misuse and sexual health and relationships, and increasing the visibility and accessibility of the service across Lewisham, specifically through assertive outreach and engagement with young people that may not otherwise be referred or engage with the service.
- 6.59 It is recommended that Mayor and Cabinet agreed to extend and vary the current contract with Compass to deliver the Young People's Health and Wellbeing Service for 12 months from 1st April 2021 until 30th September 2021, at a value of £746,000. The LBL contribution is £552,000.

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- 6.60 This extension period would allow time for a review of the YPHWS offer to be carried out, commencing January 2021. This review will look at the impact of the service, including from the perspective of service users and stakeholders, and more broadly the effectiveness of an integrated service model in meeting needs around sexual health, substance misuse and emotional wellbeing. A decision will be needed by April 2021 on whether to re-commission an integrated health and wellbeing offer for young people.
- 6.61 The extension requested in this report is a permitted extension within the terms of the contract. The contract was awarded on 1 May 2017 for a period of three years (until 31 March 2020) with an option to extend for a further two years.

Edge of Care

- 6.62 The Local Authority intends to strengthen the family support provided to families in Children's Social Care by developing an enhanced in-house service with a view reducing the number of children who become looked after.
- 6.63 This will be achieved by expanding the services provided by the Meliot Family Centre and First Response (Safe Space) to enable more children/young people to stay safe within their families and reduce the need to come into or stay in Local Authority care.
- 6.64 The Local Authority recognises the challenges faced by some parents/carers caring for children/young people with complex emotional and mental health needs, this is exacerbated by the lack of adequate preventative mental health services for children. To this end, clinicians will form an integral part of the staffing structure in the expansion of the Meliot family centre and First Response Team.
- 6.65 We will also review the existing services commissioned and spot purchased by Children and Young People Services with a view to establishing cost effective measures of securing those services which need to be purchased on an ongoing basis.
- 6.66 Mayor and Cabinet is asked to note the direction of travel for Edge of Care improvements which will deliver positive impacts for children and reduce dependence on high cost spot purchased services such as family support, contact and assessments.

Contextual Safeguarding

- 6.67 Being and feeling safe impacts on our young people's health and wellbeing, ability to feel connected to their communities, and their being able to achieve and enjoy life. We know that young people in Lewisham have a number of contextual risks to their wellbeing and addressing these is a major part of a coordinated approach to supporting young people in their personal and social development.
- 6.68 This priority focuses on ensuring the contextual safeguarding of our children and young people in their local communities and in Lewisham.
- 6.69 Contextual Safeguarding moves the focus of intervention away from the individual child, and towards the context in which risk, abuse or exploitation happens. For example, for safety concerns arising for young people in School at particular times of the day, or on journeys to and from school, the response is to work with the School and pupils to develop a School Safety Plan.
- 6.70 Since May 2020, we have been developing our Child Exploitation Strategy, due to launch in Spring 2021. This has included service mapping, consultation with groups of young people. It includes an analysis of workforce development needs across the Lewisham Safeguarding Children Partnership to identify where a stronger offer is required.
- 6.71 Further engagement and coproduction will take place, alongside awareness raising across communities and professionals working in Lewisham on our "Prevent, Protect,

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Restore, Pursue” approach

- 6.72 Officers are also considering options for and potential impact of a multi-agency Adolescent Safeguarding / Rapid Response Team to respond to intelligence and reports of predicted, emerging or occurring exploitation and violence in real time in Lewisham
- 6.73 In addition to the Child Exploitation Strategy, we are delivering contextual safeguarding approaches in schools, in social media and online, and in care and support.
- 6.74 Mayor and Cabinet are asked to note the direction of travel for Contextual Safeguarding.

7 Funding summary

- 7.1 To deliver on the Early Help and Prevention Strategy, the report notes the use of various funding streams. These are summarised in the table below

Service Area	Family Thrive	CFCs & Family Hubs	Youth Services	YPHWS	Total £,000
Budget line	£,000				
Troubled Families Grant	500				500
CSC (GF)	145				145
Youth Services (GF)	150		1,793		1,943
Children & Family Centres (GF)	546	920			1,466
Public Health Grant		950		552	1,502
CCG funding				150	150
Provider carry over				44	44
Total Budget	1,341	1,870	1,793	746	5,750
Expenditure					
<i>Family Thrive</i>	<i>1,341</i>				
<i>CFC services - EYA</i>		<i>1,300</i>			
<i>CFC services – Downderry</i>		<i>200</i>			
<i>CFC services - EYA</i>		<i>170</i>			
<i>CFC buildings and ICT support</i>		<i>200</i>			
<i>Youth First contract</i>			<i>1,300</i>		
<i>Youth Foundation</i>			<i>75</i>		
<i>Targeted Youth commissioning</i>			<i>418</i>		
<i>YPHWS contract</i>				<i>746</i>	
Total Expenditure	1,341	1,870	1,793	746	5750

- 7.2 At the time of writing, it has been confirmed that the Government’s Troubled Families Programme will continue in 21/22, though Lewisham’s allocation, and any future beyond this extension has not been confirmed.
- 7.3 The final costs of the service are to be determined following TUPE and service design, but will be delivered within budget in 2021/2022

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8 Financial implications

- 8.1 The table under section 7 clarifies the level of spend required to deliver on the various aspects of the strategy. The final costs of the service are to be determined following TUPE and service design, but will be delivered within budget in 2021/2022
- 8.2 All contract extensions are within the current budget provision
- 8.3 The main area of risk remains the level of external funding required to support the service. Whilst the Public Health Grant is expected to be available at its current levels, the Troubled Families Grant which will not be confirmed until the comprehensive spending review and following financial settlement. Exit strategies and alternative methods of funding or service delivery will need to be considered.

9 Legal implications

Youth Services

- 9.1 Following a failed procurement officers negotiated directly with Youth First in relation to the provision of youth services. Under Regulation 32 of the Public Contracts Regulations 2015 where no suitable tenders have been submitted in response to an open procedure, provided that the initial conditions of the contract are not substantially altered, a contracting authority may negotiate directly with one company.
- 9.2 Following negotiations officers are now recommending the award of contract to Youth First for a period of 4 years with the option to extend for a further 2 years. The potential value of the contract including the extension exceeds £500,000, which means that this is a Category A contract for the purposes of the Council's Contract Procedure Rules and one which is to be awarded by Mayor and Cabinet
- 9.3 If the proposal to award contracts is approved, award notices must be published on OJEU and Contracts Finder in the prescribed form.
- 9.4 The report sets out what has been agreed between the parties. As part of the negotiations Youth First have requested that the Council indemnifies them for any potential deficit in the pension fund on termination of the contract provided they comply with their obligations under the admission agreement. The reasons for the request are set out in the body of the report.
- 9.5 This decision is a Key Decision under Article 16.2 (b) and Article 16.2 (c) (xxiii) of the Constitution as it has a value of more than £200,000. It is therefore required to be contained in the current Key Decision Plan.
- 9.6 This report also sets out proposed lease arrangements with Youth First. Whilst most properties will only be leased for the life of the contract and linked to the provision of services under the contract, it is proposed that at least two of the sites will be leased to Youth First for 10 years for the reasons set out in the body of the report. This means that it is possible that these sites will remain with Youth First beyond the life of the contract, which is for a maximum of six years. The terms of the leases will be negotiated and agreed under delegated authority but will need to ensure that the sites can only be used for uses agreed with the Council.
- 9.7 Under Section 123 of the Local Government Act 1972, the Council may not dispose of non-housing land otherwise than for the best consideration reasonably obtainable except with the consent of the Secretary of State. This also applies to any lease for more than 7 years. It is proposed that the 10 year leases to Youth First will be at a peppercorn which means that the Council may not be receiving best consideration for the leases. However

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the Secretary of State has issued a general consent under Section 123 which applies where:

- (a) the authority considers that the purpose for which the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or all or any of the persons resident or present in its area:
- the promotion or improvement of economic well-being
 - the promotion or improvement of social well-being
 - the promotion or improvement of environmental well-being; and
- (b) the difference between the unrestricted value of the land to be disposed of and the consideration for the disposal does not exceed £2,000,000.

If best consideration cannot be satisfied, the Executive Director for Children and Young People will need to be satisfied that the grant of the leases to Youth First on the terms proposed will contribute to the achievement of one or more of the above objects.

Children's Centre Services and Young People's Health and Wellbeing Service

- 9.8 The Council's Constitution contains requirements about how to procure and manage contracts. These are in the Contract Procedure Rules (Constitution Part IV), some of which are requirements based on the procurement Regulations (Public Contracts Regulations 2015) with which the Council must comply. Those requirements were complied with when the contracts for Children's Centre Services were awarded and when the contract for Young People's Health and Wellbeing service was awarded.
- 9.9 All contracts were procured on the basis of a 3 year contract with the option to extend for 2 years. The recommendation in the report is to extend the contracts with the extension period. This is a 'Permitted Extension' under the Contract Procedure Rules, being one which was clearly provided for in the original procurement and contract documents (as set out in Rule 17 of the Contracts Procedure Rules, and Regulation 72 of the Procurement Regulations 2015).
- 9.10 The report sets out the reasons why the extensions are proposed. It notes that the performance of the incumbent provider is satisfactory, and that the future of the service will be considered during the extension period.
- 9.11 The extensions of the contracts are not Key Decisions under the Constitution because the approval to award the contract on the basis of the extension was approved at the point the contract was awarded. However, where the value of an extension to a services contract is more than £500,000, the decision on the extension is reserved to Mayor and Cabinet.
- 9.12 The Council has a public sector equality duty (the equality duty or the duty - The Equality Act 2010, or the Act). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 9.13 It is not an absolute requirement to eliminate unlawful discrimination, harassment,

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victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above. The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. The decision maker must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

- 9.14 The Equality and Human Rights Commission (EHRC) has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance. The Council must have regard to the statutory code in so far as it relates to the duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found on the EHRC website.
- 9.15 The EHRC has issued five guides for public authorities in England giving advice on the equality duty. The 'Essential' guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice.

10 Equalities implications

- 10.1 A full EAA is being completed for each operational delivery plan underpinning the seven work streams in the Early Help and Prevention Strategy. Across all work addressing disproportionality and racism is a key priority, and key actions in youth services and contextual safeguarding specifically contribute to addressing this.

11 Climate change and environmental implications

- 11.1 Environmental implications will be considered as far as possible within our developing Early Help and Prevention Strategy. In considering alternative uses of our buildings, we will consider environmental factors such as transport and green energy.

12 Crime and disorder implications

- 12.1 The services in this report play a significant role providing positive activities for young people, and in reducing the chances of them being involved in anti-social behaviour or criminal activity. It is a key provision in the Local Authorities Public Health Approach to violence reduction.

13 Health and wellbeing implications

- 13.1 The Early Help and Prevention strategy plays a significant role in promoting the health and wellbeing of our young people. We have prioritised emotional wellbeing through the use of the i-Thrive Framework and will ensure that health and wellbeing outcomes are prioritised through the delivery of services, and that the impact of this

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provision on these outcomes can be measured.

14 Social Value implications

- 14.1 Public Services (Social Value) Act 2012 requires that the council considers, before commencing a procurement process, how wider social, economic and environmental benefits that may improve the wellbeing of the local area can be secured.
- 14.2 The tender directly sought responses from organisations on social value. Tenderers were required to submit details of how they will deliver social value within the local area and social value carried a 10% weighting in the tender evaluation process. This will be further explored during the negotiation period.
- 14.3 The council is also an officially accredited London Living Wage (LLW) Employer and is committed to ensuring that, where appropriate, contractors and subcontractors engaged by the council to provide works or services within Lewisham pay their staff at a minimum rate equivalent to the LLW rate. Successful contractors will be expected to meet LLW requirements and contract conditions requiring the payment of LLW will be included in the tender documents.

15 Background papers

- 15.1 CYP Select Committee, 17/09/19, Lewisham's Early Help Review:
<http://councilmeetings.lewisham.gov.uk/documents/b17940/CYP%20Select%20Committee%20-%20Supplementary%20agenda%201%2017th-Sep-2019%2019.00%20Children%20and%20Young%20People%20Select.pdf?T=9>

16 Glossary

Term	Definition

17 Report author and contact

- 17.1 Catherine Bunten, catherine.bunten@lewisham.gov.uk, 02083146577

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Appendix 1: Early Help and Prevention Strategy

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Appendix 2: Timeline of engagement and decision-making

Engagement

October and November 2020: partnership workshops – Draft Early Help and Prevention Strategy

February 2020: partnership workshops – vision setting

10th February 2020: i-Thrive partnership event on data and outcomes

16th October 2019: i-Thrive partnership launch and engagement event

17th September 2019: CYP Select Committee Findings from our Early Help review report

July 2019: Royal Borough Greenwich Peer Review

March 2019: partnership workshops to develop shared needs analysis

Decision-making

Mayor and Cabinet, 13/05/20, *Permission to extend current Youth Services contract for a period of eight months at a cost of £1.476m*

Mayor and Cabinet, 5/2/2020, *Permission to extend contract for Youth Services for a period of four months at a cost of £880,000 and to negotiate with Youth First for the delivery of youth services in Lewisham*

Mayor and Cabinet, 20/11/20, *Early Help Support Services – Review and permission*

Mayor and Cabinet, 18/09/2019, *Future of Youth Services: Decision to procure youth services*

Mayor and Cabinet, 13/03/2019, *Request for extension of Youth First contract: Decision to extend existing contract for youth services for a period of seven months*

Mayor and Cabinet, 13/07/16, *Youth Service Mutual – Pension Liability: Decision to indemnify Youth First (subject to the conditions of the Admitted Body agreement) in relation to pension liability resulting from any potential gap in the pension fund at the end of the three-year contract.*

Mayor and Cabinet, 01/06/16, *Youth Service Mutual – Award Of Contract: Decision to award contract for provision of youth service to Youth First for three years, from 1 September 2016 to 31 August 2019*

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