

Although a formal committee of the city council, the Health & Wellbeing Board has a remit which includes matters relating to the Clinical Commissioning Group (CCG), the Local Safeguarding Board for Children and Health Watch. Papers come from a variety of sources. The format for Health & Wellbeing Board papers is consequently different from papers submitted to the city council for exclusive city council business.

1. Early Help and the Stronger Families, Stronger Communities programme

- 1.1 The contents of this paper can be seen by the general public.
- 1.2 This paper is for the Health & Wellbeing Board on the 9th December 2014
- 1.3 This paper was written by:

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2. Summary

- 2.1 To seek agreement to proceed with the next stage of the children's Early Help Partnership Strategy and the expanded national Troubled Families programme.
- 2.2 In January 2014 the council and our partners published a Partnership Early Help Strategy setting out 5 priorities to improve Early Help services for families.
- 2.3 Since then we have worked with the Local Safeguarding Children's Board (LSCB) to publish a 'Thresholds document' which describes when to refer a child or family to child protection or early help services. We have set up a new Multi-Agency Safeguarding Hub (MASH) and an Early Help Hub (EHH) to deal with those referrals.

- 2.4 We have also successfully delivered a Stronger Families, Stronger Communities (SFSC) programme - our local version of the national Troubled Families programme. The national Troubled Families Unit has therefore offered us the opportunity to become an 'early starter' for the new expanded national programme from January 2015.
- 2.5 This report summarises the changes we have made to our local infrastructure and makes recommendations about the next stage of the Early Help Partnership strategy and the expanded troubled families programme.

3. Decisions, recommendations and any options

That the Board:

- 3.1 Gives agreement to proceed with the next stage of the strategy to inform the re-design, commissioning or de-commissioning of future early help services for families. Some of these services sit within the council and some are delivered externally.
- 3.2 Supports the council's decision to become from January 2015 an 'Early Starter' for the expanded national Troubled Families programme (commencing April 2015).
- 3.3 Gives agreement to hold local discussions about the opportunities presented by the new 'health offer' developed by the national Troubled Families Unit to support the expanded programme.

4. Relevant information

- 4.1 The strategy sets out 5 priorities:
1. Via the establishment of an Early Help Hub, to improve the assessment of problems facing children and families and to ensure prompt access to the right support services.
 2. To deliver evidence-based Early Help of high quality and value for money.
 3. To implement a workforce development strategy to support the delivery of priorities in the Early Help Partnership Strategy, focussing on building capacity and skills of the children's workforce to deliver effective Early Help.



4. To develop parenting capacity across the city and increase the engagement of all parents and carers.
 5. To improve services around key issues for parents and families which impact on outcomes for children and young people.
- 4.2 Following publication of the strategy we have improved our local infrastructure i.e.

4.21 A Threshold document:

The LSCB published Brighton and Hove's Inter-Agency Threshold of Need and Intervention Criteria in July 2014. The document provides guidance for both professionals and services to:

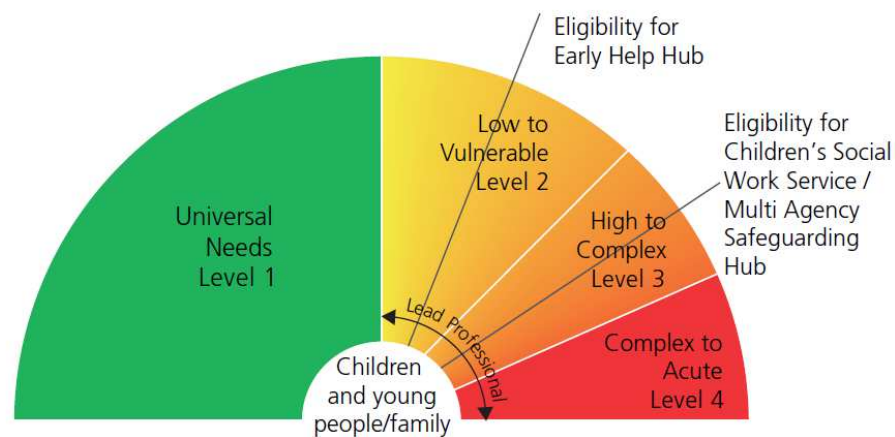
- Identify and assess levels of individual need;
- Clarify the circumstances in which to refer a child to the Multi-Agency Safeguarding Hub (MASH), the Early Help Hub (EHH) or to a specific agency to address an individual need

The document's describes thresholds in the following way:

Most children and young people have a number of basic needs that can be supported through a range of universal services (Level 1). These services include education, early years, health, housing, youth services, leisure facilities and services provided by voluntary and community organisations. However, some children have additional needs (Level 2) or complex needs (Level 2 and 3) or require specialist services to support them (Level 4).

This can be represented diagrammatically as:





4.22 A Multi-Agency Safeguarding Hub:

Located in the east of the city the Multi-Agency Safeguarding Hub (MASH) consists of: social work staff; police officers; staff from Housing; Education; Youth Offending and Probation; a range of Health providers, and members of the Early Help Hub. Team members continue to be employed by their own agencies but are co-located in one office to offer an integrated service.

The hub deals with all notifications relating to safeguarding or the welfare of children. Staff work together jointly to assess all referrals sharing information and working to an agreed process for analysing and assessing risk.

4.23 An Early Help Hub:

Staff in the Early Help Hub provide professionals in universal services with a new route for advice and referral about families that do not meet the threshold for the council's social work service. The EHH coordinates information about each family and, through weekly multi-agency meetings, identifies the most appropriate response. The purpose of the EHH is to improve our understanding and management of need, enabling the right support to be provided earlier to prevent families' problems from becoming more serious.

- 4.3 Stronger Families, Stronger Communities (SFSC) is Brighton & Hove's version of the national Troubled Families programme. The first phase of the national programme began in April 2012 and was

originally scheduled to end in April 2015. It reflected significant cross-agency work to understand and address the effects of multiple-deprivation on vulnerable families and communities in the city. Building on the council's successful Family Intervention Project we used Payment by Results income, and generous secondments from partner agencies, to set up a new Integrated Team for Families (ITF) to work with partners to provide a 'tiered' service i.e. intensive, supportive, mentoring and monitoring interventions based on the Troubled Families Unit family intervention model.

- 4.4. SFSC has been integral to the development of the Early Help Strategy and the Early Help Hub, and is overseen by the Early Help Partnership Board, chaired by the Director of Children's Services.

The programme is funded by a payment by results model in which a fixed maximum amount of money is paid to the Local Authority for each eligible family that achieves two or more proscribed outcomes. Brighton and Hove is on track to meet the target of 'turning around' 675 families during Phase 1 of the programme (by April 2015).

- 4.5 As a result of this success the council has been asked to become an 'Early Starter' in January for the expanded national programme which is due to commence in April 2015 for 5 years (funding beyond 2015/16 is subject to the next Spending Review). We are seeking the Board's support to deliver an even more challenging Payment by Result scheme across an expanded set of eligibility criteria, directly relevant to the remit of the Health and Well Being Board i.e.

- Parents and children involved in crime or anti-social behaviour;
- Children who have not been attending school regularly;
- Children who need help;
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
- Families affected by domestic violence and abuse;
- Parents and children with a range of health problems.

- 4.6 As part of building the expanded national programme the Troubled Families Unit published a new 'health offer' on November 5th 2014. Agreed with Public Health England, the Department of Health, the Local Government Association and NHS England the offer includes:



- a leadership statement from the Department of Health, Public Health England and NHS England setting out for health partners the importance of working with the programme;
- a practical data sharing protocol with a working example of how families can be identified for the expanded programme. This was developed with the Department of Health, Public Health England and, crucially, with advice from Dame Fiona Caldicott (Chair of the Independent Information Governance Oversight Panel);
- access to specialist health training.

4.7 As well as providing support to individual families, the strategic purpose of SFSC is to evaluate our impact to support whole systems change, including:

- Working with partners, including Public Health, to maximise our learning from the participation in the national Troubled Families evaluation and the local multi-agency research pilot ‘Beating the Odds’ led by the University of Sussex.
- Organising a multi-agency workforce conference in May 2014 focussing on the Family Coaching intervention promoted by Troubled Families Unit and developed locally by the council based multi-agency Integrated Team for Families (the key delivery arm for SFSC).
- Developing the SFSC Partnership into the city’s Early Help Partnership.
- Transferring staff from the ITF into the new Early Help Hub to provide expertise in performance and data collection, and to provide mentoring support to other agencies.
- Developing the secondment arrangements with our partners which underpin the ITF and EHH, including with: Police; Probation; Housing; Adult Social Care; the Youth Offending Service, and the Children’s Services Children In Need Team.

4.8 As part of the partnership approach set out in Connected City, the council’s Corporate Plan and the Children’s Services Plan, including the work of the newly formed Children’s Partnership Forum and the Health and Well-Being Board itself, we are seeking the Board’s agreement to proceed with four initiatives:

4.8.1 The next stage of the Early Help Partnership Strategy, i.e.: Priority 2 “To deliver evidence based Early Help of high quality and value for money”. Activity will include a partnership approach to the mapping of relevant service pathways; the assessment of need; and the evaluation of the impact and outcomes of interventions



leading to the re-design of commissioning or de-commissioning of early help services for families.

- 4.8.2 In liaison with the SEN and disability review, one theme that is emerging that we will need to consider is our emotional wellbeing and mental health pathway. It's likely that we will need to make some changes to the services that we deliver and commission.
- 4.8.3 Preparation to become a national Troubled Families 'Early Starter' for the expanded national programme commencing in April 2015. This will include agreeing a local 'outcomes plan' to track and meet the eligibility criteria set out in paragraph 4.5. This work will be overseen by the Early Help Partnership Board.
- 4.8.4 Local discussions with relevant local health organisations to take forward the opportunities in the new 'health offer' described in paragraph 4.6.

5. Important considerations and implications

5.1 Legal

- 5.1.1 The Early Help Partnership Strategy aims to improve the assessment of problems facing children and families and to ensure prompt access to the right support services, and develop parenting capacity across the city. The expanded Troubled Families programme works with families where children are not attending school, young people are committing crime, families are involved in antisocial behaviour and adults are out of work. As a matter of statutory duty local authorities are in any event obligated to work with families to offer services which address these issues, and to promote the wellbeing of young people in partnership alongside other agencies (Children Act 1989, and Children Act 2004). The strategy identified in this paper offers a methodology of promoting the well-being of adults and children, addressing a range of different needs which are understood to contribute to a risk of family breakdown. In offering early help it is to be hoped that the numbers of adults and children who may otherwise be required to be offered a higher level of statutory intervention will be reduced, so promoting the European Convention Article 8 right to family life.

Legal comments from Natasha Watson, 28/11/14



5.2 Finance

5.2.1 The Early help Strategy is underpinned by funding through the national Troubled Families Programme grant. The funding received for phase 1 of this programme covered the period April 2012 – March 2015 and is anticipated to total £1,425,600 (attachment funding) + £826,400 (results funding, based on a 65% success rate) + £300,000 (for co-ordinator's post) = £2,552,000. The estimated grant for Phase 2 is £4,320,000 over the 5 year period from 2016 and is broken down into £1000 attachment fee per family and £800 payment by results per family.

5.2.2 There are a number of services encompassed within the Early Help Strategy. The key areas identified within the report are the Multi-Agency Safeguarding Hub (MASH), The Early Help Hub (EHH) and the Integrated Team for Families (ITF). The funding arrangements for these services are shown in the table below:

Service	Gross Budget	BHCC contribution	Grant	Other funding
M.A.S.H.	£0.423m	£0.423m	n/a	
E.H.H.	£0.811m	£0.532m	£0.204m	£0.075m (via the Dedicated Schools Grant)
I.T.F	£0.840m	£0.347m	£0.223m	£0.270m (carry forward of 2014-15 SFSC grant)

5.2.3 The MASH and EHH have agreed funding for 2015-16 and, as such, no significant financial risk is anticipated in respect of these components of the overall programme. It is expected that through a combination of Payment by Results income, carry forward of unspent grant from 2014-15 and the core council funding, the ITF will secure the level of budget required for the financial year in order to deliver against the expanded Trouble Families programme (TF2) and sustain the team in advance of the new grant funding coming on stream in late 2016. Pending confirmation of the carry forward of un-ringfenced grant to 2015-16 no significant financial risk is anticipated against the ITF element of the overall programme.

Finance comments from David Ellis, 18/11/14



5.3 Equalities

5.3.1 The Early Help Partnership Strategy and the SFSC programme work within a current Equalities Impact Assessment.

5.4 Sustainability

5.4.1 Ensuring the sustainability of the Early Help Partnership Strategy and the SFSC programme with its proven results in supporting successful outcomes for families with complex problems, contributes strongly to the following sustainability areas:

- Culture and Community
- Equity and the Local Economy
- Health and happiness

5.5 Health, social care, children's services and public health

5.5.1 Many of the families supported through the Early Help Partnership Strategy have physical and mental health issues alongside a range of other needs. Whole family working promotes health and wellbeing by addressing the complex interplay of issues that prevent families functioning well. Phase 2 of the Troubled Families programme will bring a specific new eligibility for adults and children with health problems. A representative from Public Health is on the Early Help Partnership Board to ensure all implications are fully recognised.

6. Supporting documents and information

Documents in Members' Rooms

1. None

Background Documents

1. None



