FORMAL CONSULTATION ON THE RECOMMISSIONING OF EARLY HELP SERVICES

То:	Children and Young People Committee			
Meeting Date:	10 March 2015			
From:	Sarah Ferguson, Service Director: Enhanced and Preventative Services			
Electoral division(s):	All			
Forward Plan ref:	2015/0	005	Key decision:	Yes
Purpose:	To seek Committee agreement to publish the response to the formal consultation on the recommissioning of early help services with a view to proceeding to implementation			
Recommendation:	It is recommended that the Committee;			
	 Consider and offer any revisions to the response to the formal consultation on the recommissioning of early help services. 			
	r	response to t	he formal consultat	blementation of the tion on the ervices, subject to any
	,	Note and con Included as A	•	Help Strategy draft

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1.0 BACKGROUND

- 1.1 Following approval by the Children and Young People's Committee on 18 November 2014 the formal consultation on the re-commissioning of early help services was launched on 20 November 2014. The consultation document set out the proposed focus, service offer, structure and job roles for Early Help services within Enhanced and Preventative Services. Our aim was to consult with staff, Members, partners, families and young people on the proposal.
- 1.2 The County Council business plan requires the Enhanced and Preventative Directorate to achieve savings of just under £6m from a £19m core budget over the period 2013/14 to 2016/17. £2.359m was found during 2013/14 and 2014/15. This financial pressure has acted as the key driver to re-examine what our preventative, or 'Early Help' offer should look like across the public sector and within the Directorate. This paper highlights the key proposals by which savings of £1.733m (full year effect) will be made in 2015/16, and indicates where the remaining £1.817 is likely to be sought for 2016/17 subject to further business planning discussions
- 1.3 A savings target of this scale requires a fundamental reconsideration of the Directorate's role, priorities, focus, arrangements and structures. Without these planned savings much more could no doubt be achieved, so a focus has been on achieving the best which is possible within a context of fewer resources. The review and the proposals in this consultation represent a significant reduction in capacity, but they build on a strategic approach to focussing on core business in our preventative work.
- 1.4 Work on developing a Partnership Early Help Strategy for Cambridgeshire continues. A draft is attached at Appendix 1 which will be brought to a future Committee meeting for full discussion and agreement. The Early Help strategy will support the system change needed across the public sector to secure the necessary impact at a time of service reductions. The strategy will set out the expectations of different parts of the early help system, including families themselves and the communities they live in. It will consider how the practice arrangements across the partnership will work to make early help as effective as it can be.
- 1.5 In February 2015, Full Council approved the allocation of some additional resource for Enhanced and Preventative Services. The impact of this funding would enable the following changes to the proposals that were detailed in the formal consultation, namely:
 - To retain 14 Locality Managers, reversing the proposal to reduce to 12 Locality Teams.
 - To defer the proposed reduction in Guidance Adviser and Information Adviser posts until March 2016, enabling more time to develop our traded offer and/ or joint commissioning arrangements with partners.
 - A small commissioning budget for the Youth and Community Co-ordinators to act as seed funding for building community capacity.
- 1.6 The consultation around proposals to develop integrated SEND Specialist Service has proved particularly contentious. 57% of all responses received related to our proposals for sensory support. A number of Members have been

lobbied by local parents on this, as have local MPs. Given this level of concern, we have provided a summary of questions raised around the proposed changes to sensory support and our response and conclusions (Appendix 2).

1.7 This paper provides information on the response to the formal consultation and our planned service offer and structure for Early Help services within Enhanced and Preventative Services. The formal consultation response document includes the feedback and questions received during the consultation process and sets out the final plans to re-commission our early help services (Appendix 3). Following final consideration by Members and agreement to proceed, the final response will be published initially to staff and then to wider stakeholders. The service will then move towards implementation.

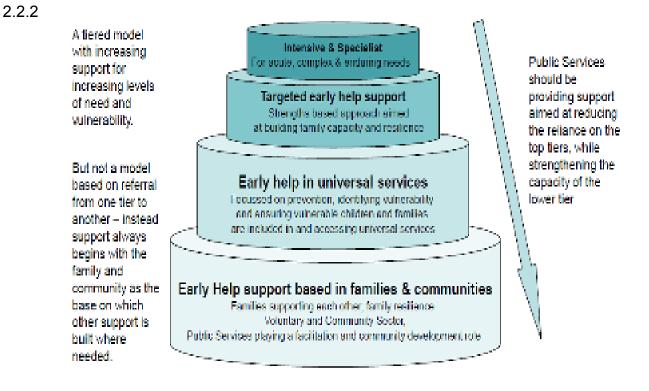
2.0 THE VISION FOR ENHANCED AND PREVENTATIVE SERVICES

2.1 Vision

- 2.1.1 Our vision for Enhanced and Preventative Services going forward is To help build resilient families and communities, supported effectively by universal and community based services, whilst offering targeted support for those who need it most in order to achieve.
- 2.1.2 The service offer is predicated on an assumption that most children can do well in the protective environment of their families, communities and schools. It is our role with partners to facilitate good local support networks, and communities which are making good connections with and for families.

2.2 Model for Early Help

2.2.1 Our model for Early Help is presented as a tiered model with increasing support for increasing levels of need and vulnerability. Support begins with the family and community - this is the base on which other support is built where needed. The County Council and other public services should be providing support aimed at reducing the reliance on the top tiers while strengthening capacity of the lower tiers. The model is presented in the diagram below (section 2.2.2)



2.3 Areas of Focus

- 2.3.1 Keeping a focus on whole family working, early childhood services and vulnerable young people, our service provision will become more targeted, with a focus on supporting families overcoming barriers where there is :
 - Special Educational Needs and Disability (SEND)
 - Child and/or parental mental health issues
 - Underachievement due to poverty
 - Domestic abuse
 - Substance misuse
 - Families facing multiple problems

2.4 Outcomes

- 2.4.1 We will focus Enhanced and Preventative Services on achieving the following outcomes:
 - 1. Children are ready for and attend school, and make expected progress.
 - 2. Young people have the skills, qualifications and opportunities to succeed in the employment market.
 - 3. The number of families who need intervention from specialist or higher threshold services is minimised.

2.5 Success criteria

- 2.5.1 We will know we have been successful if:
 - Foundation Stage Profile scores for children receiving Free School Meals improve.
 - Children with SEND are making expected progress.
 - Children who are most likely to stop attending, attend school.
 - Young people most at risk of not doing so make a good transition to

employment, education and training.

- Children and parents we work with tell us they are better able to cope through our service evaluations.
- Fewer families reach the threshold of significant risk of harm to children and fewer do so without being first identified and supported by preventative services.

3.0 FORMAL CONSULTATION

- 3.1 The formal consultation initially ran from 20 November 2014 to 19 January 2015. We then extended the consultation with families and young people until 31 January 2015 to provide further time for people to respond.
- 3.2 The consultation activity undertaken with staff, Members, stakeholders, families, young people and the trade unions is detailed at section 2 of the response document.
- 3.3 People have actively engaged with the consultation process:
 - Over 150 staff from across Enhanced and Preventative services attended and contributed to the staff briefing sessions
 - Over 100 SEND Service staff attended a SEND Service specific consultation meeting.
 - Around 30 Members attended local meetings with Locality and SEND Service Managers.

In addition to consultation events and meetings we received 189 written responses. Breakdown of respondents as follows:

- 32 Parents/Residents
- 53 Partners
- 104 staff (of which 73 were from SEND services)

The full breakdown of responses is available at section 2.7 of the response document.

46 parents and 15 young people responded to our online questionnaire.

3.4 The feedback we have received has been detailed and considered. People have responded to the consultation questions we posed, provided comment on specific job roles and their specialist areas. Responses include those which centre on concern around organisational change, while others provide more fundamental challenge. Within that, there is also broad support for the direction of travel and principles which underpin our proposals, yet an inevitable disappointment that the financial climate makes some of the service reductions necessary.

The written responses we received from parents related primarily to Sensory Support services. In addition the County Council has been presented with a petition from parents concerned about proposed changes to the Sensory Services management structure. This has been signed by 1, 225 people.

3.5 Summary of responses from families, parents and young people

In addition to the specific discussions with parents of children with sensory impairment (detailed in Appendix 2) we held an online questionnaire for parents and young people, and also held face to face discussions with young people.

Through these processes, families and young people were asked for their views on the approach in the Early Help review to refocusing service delivery. The detailed responses are outlined in section 2 in the formal consultation. However there was broad support for the priority groups set out in the Early Help review (section 2.3.1 above), although young people were less sure. Most parents and young people felt that the fairest approach to meeting the demands of less resource in the County Council was through the provision of more self-help resources. However, there was a clear concern expressed that there could be a lack of face-to-face contact with professionals following a child's diagnosis with SEND. Regarding the access of services through community and voluntary based organisations, there were positive comments about this in principle, but with concerns from parents over the competence of such organisations to deal with children who have complex or challenging needs and whether access to services would become a post-code lottery. Young people raised some concerns over confidentiality of such services.

Further detail can be seen at Appendix 5, but the views and concerns raised by parents and young people will be considered as the detailed work on the service redesign takes place.

3.6 The Enhanced and Preventative Service Director and Heads of Service have considered all feedback and used this to inform and develop the final plans for our early help services and structure. Some aspects of the service will be considered and developed over the forthcoming year. The key changes are detailed in section 4. The revised structure chart is available at Appendix 6.

4.0 KEY CHANGES

4.1 The key changes for our service, subject to committee approval, are summarised below. Full details are available in the response document (Appendix 3).

4.2 STRATEGIC MANAGEMENT

4.2.1 There will be a reduction in one Head of Service (Localities and Partnership). A new Head of SEND Specialist Service post will be appointed.

4.3 LOCALITY TEAMS

4.3.1 Highlight of issues raised through the consultation

Considerable concern was expressed about the proposal to reduce the numbers of locality teams, particularly from those teams and partners (Schools, Fenland District Council) who would be most directly affected. A case was made for the importance of the locality focus and the inter-relationships between the local teams and the schools cluster. However, views were also shared that a model should be considered which would see a reduction in the numbers of locality teams further. Whilst there was general appreciation that the front line resource for family work and work with young people will be retained, there was a concern that the proposals took too much away from management and senior practitioner roles within the locality (e.g. Youth Development Co-ordinators and Senior Social Workers). There is a concern about the loss of capacity to provide and support youth work, and a concern about the loss of capacity to support and deliver quality information advice and guidance to young people to support their transition into education and employment.

Response and recommendations to Committee

The proposals retain Localities as a key building block for a locally provided and led preventative service. Given the full Council agreement in February 2015 to the increase of the budget for Enhanced and Preventative Services we will retain 14 locality teams and our 14 Locality Managers (headcount). We will review the allocation of resources across Locality teams.

- 4.3.2 We will reduce the number of management and senior practitioner posts within locality teams but there will be some adjustments to maintain sufficient management capacity in some of the higher need Locality Teams (for example by providing an uplift in Senior Family Worker capacity from within the existing establishment). The posts of Assistant Locality Managers, Senior Social Workers and Youth Development Coordinators and Senior Education Welfare Officers will be removed from the new structure.
- 4.3.3 We will introduce a new Youth and Community Coordinator role (4.5 fte across the County, weighted according to need) with a small commissioning budget to act as seed funding for youth and community work
- 4.3.4 The Education Welfare Officer role has been reviewed with Legal work added as an additional duty.
- 4.3.5 Based on feedback and alternative suggestions made, the Youth Offending Service Young People's Workers will transfer into Locality Teams, but retain a specialism and direct referral pathway to the Youth Offending Service (YOS).
- 4.3.6 There will be a reduction in management in Youth Support Services at a Locality level. We will further focus Youth Support Services on a core offer of supporting the most vulnerable young people into education, employment and training.
- 4.3.7 Guidance Advisers and Information Adviser roles will also be removed from the structure but this will be deferred until March 2016 whilst we work to develop our transition arrangements and traded offer for schools. A new role of Senior Participation Worker and Participation Worker will be introduced from March 2016. We will also introduce a new Careers Adviser role to develop a traded service to schools.
- 4.3.8 We will have an increased focus on whole family working, across Locality Teams and, children's centres. This will mean considering the needs of all the individuals within the family in order to achieve lasting change. The Family Intervention Partnership, an intensive service for families with multiple needs (and linked closely to the Together for Families agenda) will become more closely aligned to Locality Teams to support the work in relation to whole family working

4.3.9 With the removal of the Senior Social Worker posts we will continue to work with Children's Social Care to ensure robust links between Locality Teams and Social Care Units are maintained, as they are in Localities where there are currently no Senior Social Worker roles. Relationships with Children's Social Care will continue to be developed through the existing arrangements, with the use of transfer meetings being a key opportunity for complex cases to be discussed. Work is underway to create an agreed specification for our work with families across Enhanced and Preventative Services and Children's Social Care.

4.4 SEND SPECIALIST TEAMS

4.4.1 Highlight of issues raised through the consultation

Whilst there was support for the direction of travel, and recognition of the move towards a more holistic offer with SEND services needing to become more specialist, there has been concern expressed by staff on a number of fronts. Issues raised include the loss of professional identity, concern about supervision and management arrangements and a concern that the proposed grading of the new management posts did not accurately reflect the accountabilities. For some staff the move of the management posts onto management band away from their current terms and conditions was a cause for concern. Questions have been raised about whether it will be possible to maintain the quality of current provision in the new management arrangements.

Response and recommendations to Committee

It is believed that in most cases the concerns expressed by staff can be managed through effective professional supervision arrangements and these are outlined in more detail in the response document (section 6). As such, SEND Specialist Services will come together as seven integrated teams grouped in three areas as follows: East Cambridgeshire and Fenland three teams; Huntingdonshire two teams; South Cambridgeshire and Cambridge City two teams.

The teams will be made up of practitioners from Specialist Teaching, Early Years Support for Learning and Educational Psychology. The new structure will have three new MB4 strategic leadership manager posts and seven new MB3 team leader posts, which have been re-evaluated during the consultation period in response to feedback.

4.4.2 The Sensory Support Team will remain as a distinct team, with a County Manager and two Team Leaders, one each for Visual and Hearing Impairment. The suggestion from staff in the consultation response of closer alignment of processes and systems (e.g. referrals and assessments/ multi-disciplinary allocation meetings) with the other teams within SEND Specialist Services will be taken forward. There will be a greater focus on whole family integrated support across teams, building on the Early Support principles for children of school age and their families. Over the next 12 months, there will be further work with parents of children with a sensory impairment to look at how and where there could be a more integrated approach across the SEND Specialist Service, whilst ensuring that the specialisms within the Sensory Team are maintained. All opportunities for co-location of the Sensory Support Team with the new SEND Specialist Teams will be actively sought. See Appendix 2 for more detail on the issues raised and responses to the sensory services element of the consultation.

4.4.3 The Locality Team, SEND Specialist Service and other colleagues from across other CFA teams will work closely together to provide co-ordinated support for a particular issue or difficulty that a child in school is experiencing. Schools and settings will be able to access this support through a local point of access via the CAF. We will develop our local point of access over the coming months in preparation for the new teams being established, and involve schools in this work.

4.5 **CENTRAL TEAMS**

4.5.1 Family Work (Early Help) Team

Highlight of issues raised through the consultation

Questions were raised about the capacity of the new team, and whether moving the quality improvement functions from the Learning Directorate would dilute the level of support offered to centres. Views were also expressed that bringing all the Children's Centre functions together would strengthen the offer made from the team.

Response and recommendations to Committee

It is considered that within the context of tightening resources, pulling together the strategic focus for family work and strengthening the commissioning arrangements, will lead to a more robust and coherent offer for family work in early help services. The Children's Centre Strategy and Support Team will become the new Family Work (Early Help) Team. There will be a changing focus from support to Children's Centre service delivery, parenting programmes and delivery of the quality improvement offer, to a new focus on a consistent approach to performance management of all Children's Centres and Family Work, keeping a focus on continuous service improvement. The team will also lead work on the commissioning of Children's Centres and Children's Centre services, as well as taking a lead for CFA in the commissioning of Health Visitors, and the subsequent integrated delivery of the Healthy Child Programme.

Eight roles will be deleted from the current structure and six new roles will be introduced to reflect the change in focus of the team. Further detail on this is available in section 6.1 of the response document – Appendix 3.

4.5.2 Central Youth Support Services

Highlight of issues raised through the consultation

There is a concern about the loss of capacity at the centre to support the development of youth work. In addition a reduction or loss of the employer services from 2016 would considerably undermine our capacity to develop and secure links with the employment market for young people work.

Response and recommendations to Committee

There will be a reduction in management of our central Youth Support Service,

with the loss of the County Youth Manager post, but there will be a retained professional lead for young people's services. It is acknowledged that the central resource available to support the development of youth work activity will be reduced.

We will introduce a new Children and Young People's Voice Coordinator role.

It remains our intention to review the Employer Services Team and Apprenticeship and Skills Development Manager post during 2015, linking this to the review of trading opportunities for information, advice and guidance services outlined above. Proposed changes will be subject to formal consultation during 2015 - 2016, with the intention to implement any necessary service reductions by 1 April 2016.

4.5.3 BUSINESS SUPPORT

It remains our intention to review business support through 2015. Proposed changes will be subject to formal consultation during 2015 - 2016, with the intention to implement any necessary service reductions by 1 April 2016.

4.6 INTENSIVE SERVICES

4.6.1 Youth Offending Service

Highlight of issues raised through the consultation

Concerns were expressed about proposed reductions in sessional staff and a small reduction in the FTE of YOS Casework officers. Caseloads are currently lower, however the YOS caseload is more complex and YOS Officers are taking a wider responsibility for Parenting interventions, Together for Families and possibly ETE work as a result of the transition process with YPWs (Young People's Workers) in to Localities. There was concern that caseloads could possibly increase and make statutory work a challenge.

Response and recommendations to Committee

In addition to the changes to Young People's Workers (4.3.5) we will reduce the Youth Offending Service Officers by 1 FTE post from March 2016, but will undertake a review of the caseloads and type of work being undertaken in advance of that to assess risk. The sessional and project work budget for the Youth Offending Service will be reduced by £25k effective from April 2015. The reduction of the Youth Justice Board grant for 2015/16 will put additional demands on the budget which will need to be considered in future service planning.

4.6.2 Family Intervention Partnership

Highlight of issues raised through the consultation

Views were divided on to what extent the FIP provision should be aligned with the locality structure, with many expressing a strong preference for retaining a discrete countywide service or subsuming the team entirely within Locality Teams. A benefit was perceived to spreading the learning from FIP across other services in terms of a whole family approach.

Response and recommendations to Committee

The current staff team is funded until March 2016, from which point the County Council contribution to the service will reduce significantly. Discussions are ongoing with partners about taking a 'community budgeting' approach to the ongoing resourcing of the team.

The FIP will become more closely aligned to Locality Teams to support the work in relation to whole family working. Where the service is best positioned in the organisation will be considered throughout the year as the funding and focus for the service becomes clearer in the context of Phase 2 of the programme.

4.7 **TRADED SERVICES**

We are committed to extending our traded offer. We will set up a work stream to focus on developing the Enhanced and Preventative approach to Traded Services.

4.8 WORKFORCE DEVELOPMENT

In the new structure staff will need to be flexible and highly skilled in dealing with a range of issues. We will support staff though appropriate workforce development to address skill and knowledge gaps. We will develop a workforce development framework and plan for each service area, paying particular attention to the areas of focus outlined in 2.3.1.

5.0 HR IMPLICATIONS

- 5.1 With the launch of the consultation 89 members of staff were placed 'at risk' of redundancy. We now have 44 people at risk at risk of redundancy (37.12 FTE). This figure excludes posts we had originally put at risk i.e. Locality Managers, Sensory Support Team Leaders and posts where changes are deferred until March 2016 i.e. Guidance Advisers and Information Advisers. Based on the 27 FTE new roles within the new structure we are looking at approximately 10 FTE compulsory redundancies this year. We may also accept voluntary redundancy requests which could reduce the number of compulsory redundancies further.
- 5.2 The deferment of the removal of Guidance Advisers and Information Advisers until March 2016 means that these substantive postholders will no longer be considered at risk of redundancy. Any future changes will be subject to further consultation. Locality Managers are also no longer at risk of redundancy.
- 5.3 During the consultation we invited staff to express an interest in voluntary redundancy. We received expressions of interest from 26 members of staff, including staff not placed at risk through the review. We will invite formal applications for voluntary redundancy through the response document.
- 5.4 We did not receive any challenges from staff on assimilation to posts.

6.0 NEXT STEPS & PROGRAMME TIMELINE

- 6.1 The next step of the review will be to incorporate Committee feedback and issue the response to the formal consultation to staff and stakeholders. We would like to publish the response on 16 March 2015.
- 6.2 The implementation will be a staged process. Elements of the new structure will be implemented by July 2015, with full implementation by March 2016. We will begin the selection process at the end of March 2015.
- 6.3 The timeline is set out below.

16 March 2015	Publish response to the formal consultation.
March 2015 – June 2015	 Implementation process Assimilation of posts into new structure Appeals process Selection process for new/amended posts Selection for redundancy Support programme in place for selection process and departing employees.
23 March 2015	Deadline for Voluntary Redundancy applications
30 March 2015	Decision on voluntary redundancy applications
1 April 2015	Redundancy notice letters issued
April 2015 - April 2016.	Phased implementation of new structure and arrangements take effect
During 2015, for implementation by April 2016	Review of Business Support
During 2015, for implementation by April 2016	Review Employer Services and Apprenticeship and Skills Development Manager post

7.0 ALIGNMENT WITH CORPORATE PRIORITIES

- 7.1 **Developing the local economy for the benefit of all -** The early help offer is linked to multi-agency efforts to support families to overcome deprivation, find work, manage debt and address other economic issues. Additionally there are links to the Accelerating Achievement Strategy which aims to help children from deprived economic backgrounds to succeed in education.
- 7.2 **Helping people live healthy and independent lives –** supporting independent and healthy communities less reliant on public services is a central goal of early help.

7.3 **Supporting and protecting vulnerable people –** the proposals retain a strong focus on preventative support for the most vulnerable groups in our communities and early involvement to prevent problems getting worse. The key priority groups and approach to targeting are set out at paragraph 2.3.1. However we must also recognise that these proposals represent a significant reduction in the budget for early help and that this will impact on our ability to provide protection and improve outcomes.

8.0 SIGNIFICANT IMPLICATIONS

- 8.1 **Resource Implications -** The overall level of resource to deliver direct County Council early help services is being significantly reduced. The revised teams will aim to deliver the greatest possible impact for children and families within this smaller available budget. The resource reductions will have an impact on the amount of early intervention and preventative support provided and will need to be targeted to minimise any increased demand for specialist, acute and intensive services such as Children's Social Care Services. The savings fall particularly on some aspects of our youth provision. A breakdown of where the savings will be achieved from across Enhanced and Preventative Services is attached at Appendix 4.
- 8.2 **Statutory, Risk and Legal Implications -** The proposals have not identified any areas where the County Council will be unable to meet statutory requirements, but we should recognise that the overall reductions will put pressure on our performance in statutory service areas. Early Help services have statutory duties to make a full children's centre offer, promote school attendance, safeguard vulnerable children, support educational inclusion and help young people into further learning and work amongst others. For example, budget reductions could impact on the numbers of young people who are Not in Education Employment and Training (NEET), and the County Council's capacity to deliver the Youth Offer.
- 8.3 **Equality and Diversity Implications** There will be a reduction in the number of children and young people we will be able to work with as our services become more targeted. The direct provision of services, where it has been identified there is a specific need for support will focus on overcoming barriers outlined in paragraph 2.3.1. We will strengthen our arrangements for children and young people with SEND. We will integrate SEND specialist services to ensure a more coordinated response to need. Workers in more generic roles will be expected to have a level of knowledge and skill in understanding the needs of children, young people and families affected by SEND, and making appropriate referrals to specialist services. They will be supported by specialist services who will also provide direct support where needs are more complex or a statutory intervention is required.
- 8.4 **Engagement and Consultation Implications** Significant engagement and consultation activity has taken place with staff, stakeholders, young people and families. A summary of feedback received is included within sections 4-13 of the response document (Appendix 3)
- 8.5 **Localism and Local Member Involvement -** The specific proposals for early help are closely aligned with the localism agenda and the empowerment of communities to do more for themselves. We will work to support families to help themselves and identify community resources to meet need early. We will

introduce a new Youth and Community Coordinator role to stimulate and develop local activity.

8.6 **Public Health Implications -** Public Health support is a vital component of early help, including in particular community health and mental health teams, drug and alcohol services, the role of GPs and other universal health teams. We will continue to work with Public Health to align working arrangements, for example between health visiting teams and Children's Centre staff.

Source Documents	Location	
Appendix 1 - Draft Early Help Strategy	Attached to committee paper as an appendix	
Appendix 2 – Sensory Services Q&A		
Appendix 3 - Response to the Formal Consultation on the Recommissioning of Early Help Services – March 2015.		
Appendix 4 – Enhanced & Preventative Services Budget savings		
Appendix 5 – Summary of parent and young people feedback from online questionnaire		
Appendix 6 – Enhanced and Preventative Service structure charts		
Appendix 6a – Locality structure charts		
Job descriptions	Available on request: <u>Amanda.phillips@cambridgeshire.gov.uk</u>	
Formal Consultation on the Recommissioning of Early Help Services – 20 November	Available on request: <u>Amanda.phillips@cambridgeshire.gov.uk</u>	