

Appendix 7

Children's Services Early Help Draft Outcome Analysis

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1. Summary

The draft East Sussex Children's Services Early Help Strategy addresses identified needs and the four Council priorities, seeking to improve outcomes for the most vulnerable families by helping them help themselves.

It will improve economic inclusion and parenting resilience in families at risk of needing social care intervention, improve educational attendance and progress of children and young people in those families, improve their online safety and emotional and mental wellbeing and reduce their exposure to risk and exploitation.

We acknowledge that the service offer proposed in the draft Children's Services Early Help Strategy represents a change from current services. We believe this reduction to be mitigated through targeted and evidence based strategy, partnership working, improved structures and processes and fundraising in support of priorities.

2. Introduction

This Outcome Analysis considers the strategic outcomes of Children's Services Early Help in terms of meeting families' needs in East Sussex. It states how proposed future services would deliver those outcomes, and evaluates the potential impacts of proposed changes from current services on service users and partners, identifying mitigations for inclusion in the proposals.

It is one of the documents which together form the evidence base for the draft Children's Services Early Help Strategy. These documents are available [online](#) as follows:

The draft Children's Services Early Help Strategy is based on					
National and Local Context	Needs Assessment	Service Description and Analysis	Options Analysis	Property Analysis	Outcome Analysis
<i>Consultation Analysis (following the close of public consultation)</i>					
Equality Impact Assessment					

This analysis is based on the needs identified in the [Needs Assessment](#), Council priorities, and evidence of current service outcomes from the [Service Analysis](#), including feedback from staff, partners and service users. It is presented as a draft assessment of outcomes and impacts. We are seeking feedback from service users, local families and communities

and partners through public consultation, as described in the [Strategy](#). This analysis will be updated for the results of public consultation.

The information in this document derives from professional advice and local knowledge together with the findings of service user and stakeholder surveys to consider for each change:

- The potential impact of proposed changes on service users – families, children, and young people.
- Risks to the ability of Children's Services to deliver strategic outcomes including preventing social care referrals.
- The potential effect of changes to Children's Services Early Help on other services and stakeholders.

Mitigations have been identified to potential impacts and risks through continued improvements to Children's Services Early Help processes and practice and through services provided in partnership and with East Sussex County Council Public Health and external funding.

An initial [Equality Impact Assessment](#) has been drafted to assess the proposal's impact on protected groups. It is a separate document, which will also be completed following the public consultation.

3. Children's Services Early Help Strategic Outcomes

East Sussex County Council Plan priorities are: driving economic growth, keeping vulnerable people safe, helping people help themselves and making best use of resources. These priorities underpin the early help themes on which the Needs Assessment focussed.

The Council Plan for 2019/2020 focuses on providing people with the support they need as early as possible, reducing demand for care services. One of the key objectives in the plan is an effective multi-agency early help system. The Council's Core Offer of services is supporting the Council's planning for how best to deploy funding in the Medium Term Financial Plan to 2021/2022. It includes an Early Help Service for 0-19 year olds where it helps to manage the demand for higher cost services, including an integrated service with Health Visitors for 0-5 year olds. Council priorities and the findings of Needs Assessment and Service Analysis drive the proposed strategic outcomes for Children's Services Early Help:

Early help theme and summary of findings	Proposed strategic outcomes – we aim to:
Requirement for social care intervention. The interrelated risks from parental mental ill health, substance misuse, and domestic abuse are leading to emotional abuse and neglect of children, and to rising need for social care intervention. 75% of Children's Services Early Help keywork activity is directly preventing social care demand and higher total costs.	Support the most vulnerable families to tackle triggers of social care need, preventing escalation of risks and the requirement for social care intervention.
Economic inclusion and financial resilience Social and economic deprivation is strongly associated with need for early help services.	Improve economic inclusion and financial resilience for families at risk of needing social care intervention.
Parenting resilience Around 4,200 families in East Sussex are likely to need help to keep their children safe and healthy.	Improve parenting resilience, so that families can keep their children safe and well.
Educational attendance and progress Unauthorised absence is higher in East Sussex than in similar counties and England. East Sussex has higher rates of exclusion than the regional and national averages.	Improve educational attendance and progress for children and young people at risk of needing social care intervention.
Children and young people's emotional and mental health Children and young people's mental health inpatient admissions are higher than regional and national comparators.	Improve the online safety, emotional and mental health of children and young people at risk of needing social care intervention.
Children and young people becoming victims of crime and risk of exploitation. Violent crimes, sexual offences, public order offences and possession of weapons involving children 0-17 years increased 2015/16 to 2017/18.	Reduce the risk of children becoming victims of crime and reduce the risk of exploitation for children and young people.

Delivering Strategic Outcomes

The Needs Assessment identified trigger parenting vulnerabilities which lead to social care intervention. The Service Analysis demonstrates that Level 3 keywork is effective in tackling risks to children and parenting vulnerabilities and is directly preventing social care demand. Like national studies, it was unable to evidence the effectiveness of local Level 1 and 2 services in these terms.

Based on this information, the Options Analysis explored alternative models for delivering a Children's Services Early Help service targeted to manage demand for social care. It drew on the evidence base for the most effective early help interventions, including national studies, research on high performing councils, local data on outcomes and feedback from families and young people who have received help.

The services identified address the proposed Children's Services Early Help strategic outcomes, as shown below.

Proposed strategic outcomes –we aim to:	Identified services addressing the outcomes
Support the most vulnerable families to tackle need, preventing escalation of risks and the requirement for social care intervention.	<p>We aim to support over 2,100 vulnerable families per year, rising to 2,300 if Troubled Family Programme Funding continues. We also aim to support 500 vulnerable young people.</p> <p>Services will target the triggers that lead to social care intervention, implement models of evidence-based practice, offering short interventions where that is appropriate, to maximise the number of families supported.</p> <p>Services will be tailored to meet families' specific needs: economic inclusion and financial resilience, parenting resilience, their children's educational attendance and progress, online safety, emotional and mental health, and risk of crime and exploitation.</p> <p>Interventions will empower families to help themselves, becoming stronger families for the future, and preventing those families' need for social care.</p>
Improve economic inclusion and financial resilience for families at risk of social care intervention.	
Improve parenting resilience, so that families can keep their children safe and well.	
Improve educational attendance and progress for children and young people at risk of needing social care intervention.	
Improve the online safety, emotional and mental health of children and young people at risk of needing social care intervention.	
Reduce the risk of children becoming victims of crime and reduce the risk of exploitation for children and young people.	

4. Proposed changes to Children's Services Early Help

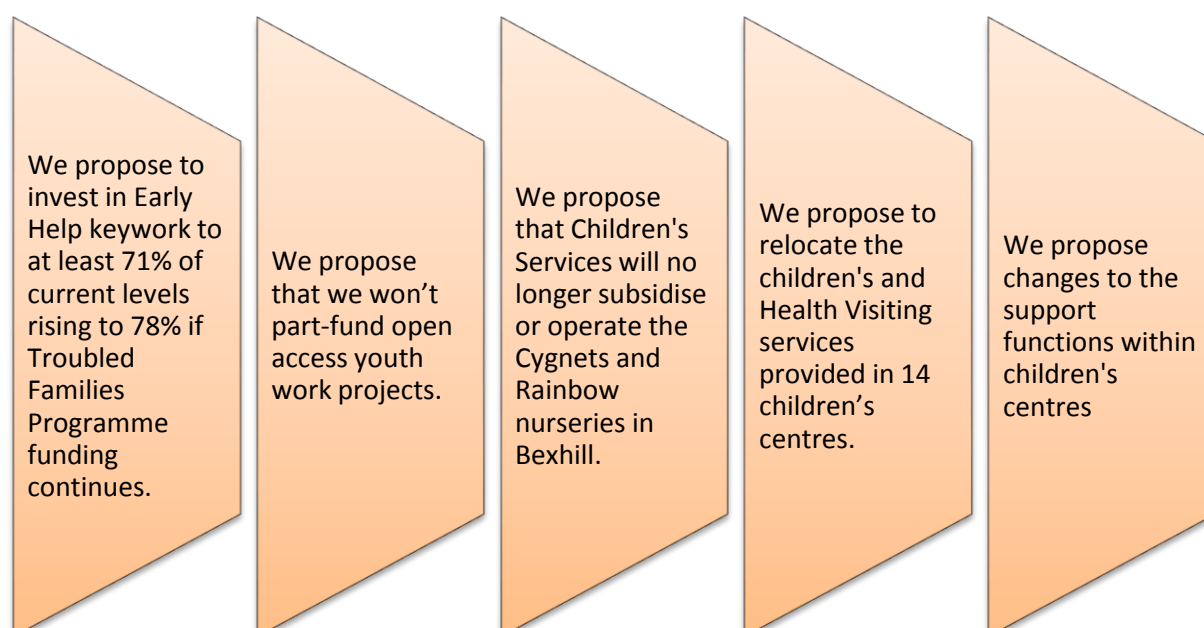
The draft [Early Help Strategy](#) focuses on providing support to families and young people at risk of needing social care intervention in their homes, through keywork.

The keywork offer, provided in families' homes, will be targeted to the triggers driving the need for social care intervention, such as parent mental ill health, substance misuse and domestic abuse.

It will be supported by family group work and youth work with these vulnerable families to maximise the number we can work with, provided in the localities where it is are needed, in children's and youth centres, Council and community buildings as appropriate.

The best use of resources will be enhanced through use of short interventions where appropriate, evidenced-based practice and improved evaluation of outcomes where needed.

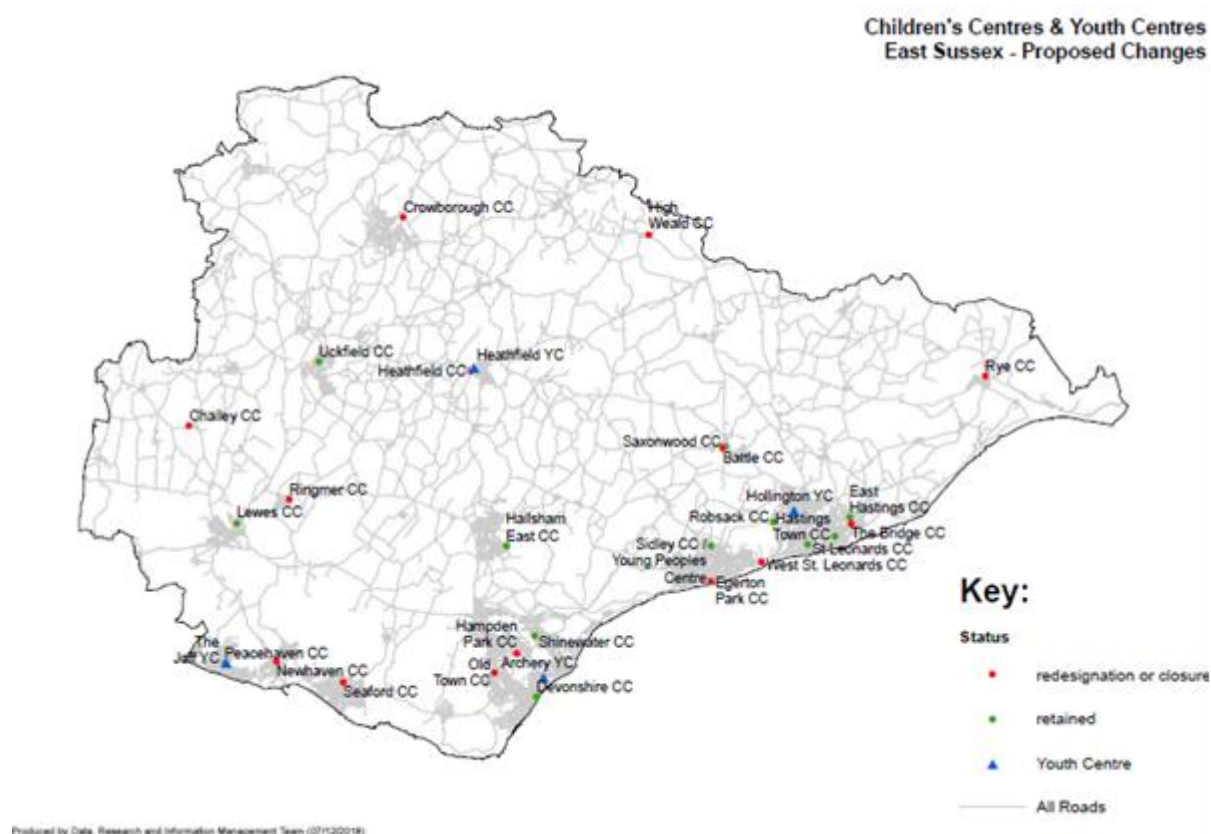
The key changes can be summarised as:



The children's centres from which we propose to relocate services are as follows:

Hampden Park	Battle	Newhaven
Old Town, Eastbourne	Egerton Park, Bexhill	Ringmer
The Bridge, Hastings	Rye	Seaford
West St Leonards	Crowborough	High Weald, Ticehurst
Chailey	Heathfield	

The location of the 26 current children's centres and proposals for their retention or service relocation are shown in the map of East Sussex below, along with the 4 youth centres it is proposed to retain (Sidley is both a children's centre and a youth centre).



5. Draft impacts, risks and mitigations

i. Changes to keywork

Summary	We propose to invest in Early Help keywork to at least 71% of current levels rising to 78% if Troubled Families Programme funding continues. We'll focus our teams on family problems that can lead to the need for social care intervention, such as parent mental ill health, substance misuse and domestic abuse. Potential reductions in the number of families worked with will be mitigated by evidenced based deployment, appropriate short and group interventions, improved structures and processes and alternative services from the County Council, funded externally or offered by other providers.
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FOR SERVICE USERS

Potential impacts and risks

- The reduction in resources might reduce the number of families we are able to offer keywork to. About 400 - 600 vulnerable families who would currently receive support in a year may not do so as quickly - the wide range is because we don't know if Troubled Families Programme Funding will continue. The families no longer offered services would be those not identified as being at risk of needing social intervention. Every family's vulnerabilities are unique and individually assessed. Examples of circumstances where keywork service might not be provided include advice and support to new teenaged parents, interventions with children and young people with emotional wellbeing issues, support to parents struggling to manage family conflict, preventative work on young people's emerging substance misuse issues.

Identified mitigations

- The Single Point of Advice will assess families' needs to identify those we should work with intensively. We will improve signposting and our online information for families needing advice and support but not at risk of needing social care intervention.
- We will make use of evidenced based interventions including shorter interventions and targeted group work whenever appropriate to support as many families as possible.
- By integrating keywork services for 0-19 years we expect to improve the service's efficiency. Children's Services will continue to review and improve our processes, leading to less administration and more time to spend with families.
- We hope our youth work will reach about 200 vulnerable young people per year more than currently.
- Online safety, emotional and mental health wellbeing expertise will be available in all keywork teams for families at risk of needing social care interventions.
- We will match the geographical distribution of activity to evidence of need – keywork and family group work will be provided in the locations they are most needed.

Potential impacts and risks

Identified mitigations

- Alternative support includes Health Visiting support to all families with children 0-5 years old (integrated with keywork), school nurses, sources of legal, housing and parenting advice, community activities.
- Additional keywork will be funded by the Troubled Families Programme if funding continues, which is likely to be focused more widely than the trigger trio of needs, as now.
- Additional support will be available from the Positive Parenting Programme funded via Clinical Commissioning Groups (CCGs), if funding continues
- Children's Services will continue to work with schools to ensure that appropriate services are being accessed for children and young people with emotional and psychological needs.
- Mental Health Support Teams for children are to be piloted during 2019 from funding as part of the Child and Adolescent Mental Health Service (CAMHS) Transformation grant.
- The proposal builds in flexibility to respond to a dynamic funding environment. Children's Services will seek to increase grant funding bids for Early Help activity, in partnership with public sector partners and the third sector as appropriate, to support a broader preventative offer, where this supports Council priorities.
- The Council will continue to lobby for a fair funding settlement for Children's Services and for a Troubled Families third programme which will help prevent rising social care costs.

FOR CHILDREN'S SERVICES

Potential issues and risks

- If rising demand from families continues, and if it is at the higher end of need, there is a risk that not all families whose needs could lead to social care intervention will receive support, resulting in the associated Children's Services social care costs.
- There is a risk that underlying triggers of social care need, such as domestic abuse, parent mental health issues and substance misuse may not be apparent during an initial assessment for Early Help – so that a family does not receive keywork and as a result their needs may increase to require social care intervention.
- The focus on families at risk of needing social care intervention may highlight skills and confidence gaps for some keywork staff.
- The proposed changes to Early Help services may potentially cause a drop in staff morale leading to difficulties with recruitment and retention.
- There is a risk that, if a continuing Troubled Families 3 Programme from April 2020 includes Payments By Results (PBR), success rates may be lower through focussing exclusively on families with more complex needs. Success rates may also be impacted by any staff recruitment and retention challenges arising from the proposed changes.
- Some SWIFT services, e.g. Domestic Abuse, have been commissioned based on assumptions made about in-house services at current levels.

Identified mitigations

- Thorough assessment of all referred cases will continue. The change in approach will be carefully managed, including supervision and risk-based decision making by experienced professionals, to minimise risks to children and young people's safety.
- Revised assessment processes will be kept under review and informed by the level of re-referrals to the SPoA.
- The change to the service offer and referrals assessment will be communicated as part of an ongoing multi-agency approach, to ensure they are understood and operate well.
- We will continue to keep good records of all referrals in our Children's Social Care case management system, to allow safeguarding, tracking and review.
- Training and development needs will be reviewed through learning needs analyses, and we will look to work more closely with specialist teams and providers to improve service delivery.
- The review incorporates a staff communication plan which will include regular updates. Staff have been asked for their views and will have a further opportunity to feed in during the public consultation.
- The effect of the changes on Children's Services Early Help and social care referrals and budgets will be closely monitored.
- We are considering issues around this and other related services as part of the review.

FOR STAKEHOLDERS

Potential issues and risks

- Schools may not be able to access the support they seek from Children's Services Early Help regarding support with young people's mental and emotional wellbeing or behaviour, if the young person is not at risk of needing social care intervention. Like all public services, schools have challenging budgets and multiple pressures and priorities.
- If the focus on preventing the need for social care intervention reduces preventive work around young people's emotional wellbeing, this could lead to later acute need for support from CAMHS.

Identified mitigations

- We will make sure, as far as possible, that key stakeholders understand the changes and potential impact.
- Plans are in place to trial a combined 'front door' for CAMHS and the SPoA, and to extend the current I-Rock mental health drop in services for young people aged 16-25. The current online counselling services will also be extended to improve accessibility of provision.
- Children's Services will continue to work with schools to ensure that appropriate services are being accessed for children and young people with emotional and psychological needs. The Council is a partner in the Local Transformation Plan led by the CCGs which aims to optimise outcomes for children's mental health and wellbeing in the county through a number of collaborative initiatives with schools.
- We will continue to offer support to children, families and schools through the ISEND Education Support Behaviour and Attendance Service team and the specialist Communication, Learning and Autism Support Service. The ISEND offer will include support on behaviour and/or autism. Schools have specific budgets for this purpose and will be encouraged to access available support, with development of positive communication between parents, schools and ISEND.
- Following stakeholder feedback on the need to improve communication between keywork services and schools, we will review and refresh our processes to ensure Early Help Plans are shared, with improved collaboration in the support of families to improve the family/school relationship and longer term outcomes.

ii. Changes to youth work

Summary	The youth work we invest in will support keywork with young people at risk of needing social care intervention. We propose that we won't part-fund open access projects, however we will continue targeted projects for young people most at risk, and provide additional sessions whenever the full costs are covered by external funders.
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FOR SERVICE USERS

Potential issues and risks

- Around 1700 young people in East Sussex use our open access youth clubs in a year. Young people who are not vulnerable may no longer be able to access youth groups.
- If young people can't access youth groups, there is a possible risk over the medium term of increased antisocial behaviour, risk of exploitation, health and mental health issues, worklessness, school attendance and behaviour issues.

Identified mitigations

- Youth work projects for young people not on the edge of social care intervention will continue to be provided whenever partners fully fund them.
- Youth groups for young people with disabilities will continue as part of the Council's short break offer.
- The offer will continue to include sessions targeted to specific needs, such as LGBTQ and gender-based groups, and will make use of improved intelligence from Children's Services Early Help and social care systems, as well as working more broadly in partnership, to target the offer to the specific communities and locations which need them.
- Children's Services will encourage schools to make better use of the specialist direct behavioural support offered to children and families through ISEND Education Support Behaviour and Attendance Service) team, and to offer appropriate support for mental health and wellbeing issues.
- The proposal builds in flexibility to respond to a dynamic funding environment. Children's Services will seek to increase grant funding bids for Early Help activity, in partnership with public sector partners and the third sector as appropriate, to support a broader preventative offer, where this supports Council priorities.

FOR CHILDREN'S SERVICES AND STAKEHOLDERS

Potential issues and risks

- If young people accessing drop-in and open access groups are vulnerable, there is a risk of their vulnerability increasing, potentially leading to increased demand for Children's Services Early Help.
- If a reduction in drop-in and open access youth work leads to increases in negative outcomes, this would impact on partners from police, housing and the community and voluntary sector.

Identified mitigations

- We will monitor the effects of reductions in the youth work offer with reference to Children's Services Early Help and social care referrals and will review provision as appropriate.
- We will make sure, as far as possible, that key stakeholders understand the changes and potential impact.

iii. Changes to nurseries in Bexhill

Summary	We propose to no longer operate the Cygnets (Egerton Park) and Rainbow (Sidley) nurseries in Bexhill. We are seeking expressions of interest from other nursery providers who would like to operate in these children's centres.
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FOR SERVICE USERS

Potential issues and risks

- If no alternative provider is confirmed, parents whose children attend Cygnets or Rainbow nursery may have to look for an alternative nursery.
- If the nurseries close, parents in the Bexhill area may not be able to find a nursery place for their child.

Identified mitigations

- We will provide parents with information about the future of nurseries as soon as possible after the consultation.
- We are seeking expressions of interest from other nursery providers who would like to operate in these children's centres.

iv. Changes to children's centres

Summary	To maximise the staff resources available to support vulnerable families, we propose to relocate the services provided in 14 children's centres which are in areas of less need, and/or are currently lightly used by Children's Services and Health Visitors, and/or which do not provide the accommodation needed for future services, and/or which are nearby another centre. The activities needed in those local areas will continue in other Council and community buildings. We are seeking to transfer those centres to other providers of 0-5 or education services.
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FOR SERVICE USERS

Potential issues and risks

- A small number of service users may experience a reduction in accessibility of 0-5 integrated family support and Health Visiting services when they move to a nearby building (others may find it improved).
- Community and volunteer-led activities provided in the centres would need to relocate, potentially impacting on specific support sessions for local parents, such as progress to work, money matters.
- Having fewer physical locations or centres will mean fewer places to display and distribute information and guidance for parents and carers.

Identified mitigations

- Children's Services Early Help services will continue in those local areas in other council and community buildings. We are exploring potential community sites for relocation of 0-5 services from the 14 identified sites, and will continue providing these services to the communities which would most benefit from them.
- Some community-led activities might be relocated to nearby children's centres youth centres, libraries or other Council buildings. We will provide community organisations with information about possible new locations.
- We will continue to work closely with Public Health and other partners to maximise opportunities to signpost information, advice and support available for families.
- We will continue to improve our online information for families and partners.

FOR CHILDREN'S SERVICES AND STAKEHOLDERS

Potential issues and risks

- East Sussex Healthcare Trust will need to relocate some Health Visiting and Community Nursery Nurse Services to retained sites.
- Family Learning, commissioned by ESCC, may need to find alternative locations.
- Community provision and events which currently use accommodation and equipment at no or minimal charge may have to pay at alternative locations or may not have access to the equipment they have been using.
- Private nurseries in Ticehurst, Crowborough and Seaford may need to relocate from children's centres if proposals went forward, or make a new agreement with the Council.
- The timeline for implementation is challenging – between October 2019 and April 2020.

Identified mitigations

- We will continue to work in close partnership with ESH to accommodate Health Visiting and Community Nursery Nursing.
- We are seeking expressions of interest from other organisations in a position to take over the sites from the Council to offer services to those communities.
- We will explore the impact of proposals on community provision and events as part of public consultation.
- Rooms will continue to be available for hire by partners and the community in retained children's centres.
- We will work with the private nurseries to explore the impacts of the proposals and options for the future.
- We will make sure, as far as possible, that key stakeholders understand the changes, the timescales of these, and their potential impact on service delivery.

v. Changes within children's centres

Summary	We propose a significant reduction in admin support for services in children's centres. We also propose a reduction in early years resources, which provide crèches in children's centres to help parents attend sessions and meetings.
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FOR SERVICE USERS

Potential issues and risks

- The resources for crèche quality control would be reduced, causing a risk that standards would fall from current high levels.
- We may not be able to offer crèche facilities to families attending support sessions, especially those taking place away from children's centres in community buildings. This may make it more difficult for some families to attend.

Identified mitigations

- By developing the skills of front-line staff, we hope to maintain quality standards.
- We will provide crèches where they are most needed.
- We will continue working with volunteers to maximise crèche support available to families.

FOR CHILDREN'S SERVICES AND STAKEHOLDERS

Potential issues and risks

- Increased time and attention spent on administrative activities by managers and front line staff.

Identified mitigations

- We will simplify processes and reduce bureaucracy wherever possible.

6. Wider Early Help System and Potential Changes

The draft Children's Services Early Help Strategy includes continued joint work with other services in the Council and external partners. Some of the mitigations for the impact of changes are based on effective partnership working with the wider early help system. Continuing austerity and cuts across the public sector, including other Council services, health, schools and the police, may impact the ability of public and voluntary / community sector providers to offer services to families.

This section explores the known potential changes to Council and externally funded initiatives which could also change the services available to vulnerable families from 2020. It reflects current available information at the point of writing in a dynamic and challenging funding environment for public and third sectors.

Public Health – contributes almost £7 million annually for integrated 0-5 family support and Health Visiting services, which is delivered by Children's Services Early Help. This funding is currently protected by a Government ring-fence, which may be reviewed after 2020.

Troubled Families Programme - the Ministry for Housing, Communities and Local Government funds this initiative until March 2020. Children's Services Early Help receives £1,000 for each new family registered for the programme, and if successful against specific outcomes, a further £800 per family. East Sussex expects to receive income of £1.68m in 2018/2019. We await details of whether a similar programme will continue beyond April 2020.

District, borough, town and parish councils – fund youth work which is provided by Children's Services Early Help. All local councils have experienced reductions in available funding as a result of national austerity. Funding is confirmed annually.

Positive Parenting Programme (Triple P) – provides training and support to improve parenting skills and resilience at all levels of need across the county. This receives a combination of funding from Public Health, Hastings and Rother CCG and Hastings Opportunities Area (HOA), which have different timescales for ending funding (the last being HOA in 2020).

Other fixed term externally funded projects expected to end before 2020 include Video Interactive Guidance, Hastings Inequalities support to 0-5 services.

Homeworks – is a charity offering support for vulnerable people experiencing housing difficulties in East Sussex, and offers a universal service which currently supports keywork. The budget available is being reduced and the service recommissioned by ESCC in April 2019.

Child and Adolescent Mental Health Service (CAMHS) – the aspects of the service that fall within the CAMHS Transformation Plan are to be recommissioned from April 2019, with funding confirmed by CCGs for the next 2 years. The wider CAMHS contract is also being

reviewed across Sussex but CAMHS will continue to treat children and young people with diagnosable mental health disorders which are causing significant impairment (level 3); with tier 4 being admission as an inpatient. The Transformation Plan will include funding for an integrated single point of advice (with Children's Services Early Help and social care) and for primary mental health staff for children and young people. It will also extend the i-Rock drop-in clinics and access to online counselling services.



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