

EDUCATION & YOUTH OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Friday 28 th July, 2017
Report Subject	Flintshire Early Help Hub
Portfolio Holder	Cabinet Member for Social Services Cabinet Member for Education
Report Author	Senior Manager: Children's Services and Workforce Senior Manager: Integrated Youth Services
Type of Report	Strategic

EXECUTIVE SUMMARY

The Flintshire Public Service Board (PSB) have commissioned the establishment of a multiagency Early Help Hub in Flintshire (herein the EH Hub).

The EH Hub has been designed to enable the delivery of more timely and appropriate early intervention and support for families with greater needs.

The EH Hub does not replace the high quality early intervention support that already takes place across Flintshire.

Support from the EH Hub is targeted to families with 2 or more ACE's (Adverse Childhood Experiences – see section 1.11).

The development of the EH Hub is closely aligned to the strategic design of Families First. Families First funded projects will support the operational delivery of the Hub.

The Hub commenced a soft launch on 30 June 2017. The soft launch is responding to existing referrals from partner agencies. A full launch will take place in the Autumn of 2017 following wider information seminars.

RECOMMENDATIONS

1	Scrutiny are asked to note the development of the EH Hub and endorse proposals for a full launch in the Autumn of 2017.
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REPORT DETAILS

1.00	BACKGROUND
1.01	The EH Hub aims to address key legislative and regulatory requirements and the PSB ambition for better quality, cost effective services that secure good outcomes for all in Flintshire.
1.02	Primarily, the EH Hub aims to address requirements of the Social Services and Well-Being (Wales) Act 2014 to ensure families have access to relevant information, advice and support as much as possible within their communities to build wellbeing and resilience.
1.03	<p>The EH Hub will also support the Council's ongoing response to four of the twelve recommendations of the Care and Social Services Inspectorate Wales (CSSIW) Inspection of Children's Services (2015). Specifically:</p> <p>Recommendation 1: The Council should progress its commitment to develop an early intervention framework that will deliver integrated services and provide early support for children, young people and families.</p> <p>Recommendation 2: The Council should establish effective systems to ensure that thresholds for assessments are consistent across the service and understood by staff and partners.</p> <p>Recommendation 3: Multi-agency arrangements should be established to review repeat referrals and quality assure decision making.</p> <p>Recommendation 5: Children's services approach to risk assessment and risk management to be more effectively shared and understood by partner agencies.</p>
1.04	<p>The Business case for the EH Hub</p> <p>There are a cohort of families who are: often known to multiple agencies; who don't meet thresholds for 'social services'; are receiving time intensive short term interventions; are displaying reoccurring patterns of behaviour/challenges/crisis; with a clear risk that their needs may escalate.</p>
1.05	In April 2016 the Flintshire Public Service Board agreed to seek a proposal from multiagency partners about improving activity and interventions related to families that will benefit from early intervention and support.
1.06	In response local research was undertaken to provide a 'deep dive' into the complex needs and engagement by 29 families with statutory and voluntary and community sector services in Flintshire. This revealed, with limited data sources, a minimum average cost of £107,500 per family related to these needs. Costs particularly related to domestic abuse, substance misuse, children becoming looked after, children missing school and crime and anti-social behavior were amongst the most significant costs.

1.07	The research also identified that multiple needs is largely tantamount to multiple interactions with different services all of whom have their own eligibility thresholds and systems of assessment and planning. This can make each individual problem more difficult to tackle and doesn't make transparent how different problems cumulatively present significant overall risks.
1.08	This research sits alongside the reality that 80% of referrals to Social Services from North Wales Police do not meet our thresholds for intervention and so mainly result in no further action.
1.09	A proposed model for the EH Hub was developed collaboratively with multiagency partners. The model brings significant service transformation across partner agencies to enable the delivery of more timely and appropriate early intervention and support. The proposed model was agreed by Flintshire PSB in June 2016 alongside an outline implementation plan. An executive sub-committee chaired by North Wales Police was established to oversee implementation of the project and reporting to the PSB. Over the last 12 months a working group of relevant multiagency senior managers has met to work day to day on the operational elements of this service transformation.
1.10	Adverse Childhood Experiences (ACE's) A key feature of the EH Hub is that service is targeted to support to families where there are 2 or more ACE's. In essence ACE's are traumatic experiences that occur before the age of 18 and are remembered throughout adulthood. These experiences range from suffering verbal, mental, sexual and physical abuse, to being raised in a household where domestic violence, alcohol abuse, parental separation, parental incarceration, mental ill health or drug abuse is present.
1.11	Evidence shows children who experience stressful and poor quality childhoods are more likely to develop health-harming and anti-social behaviours, more likely to perform poorly in school, more likely to be involved in crime and ultimately less likely to be a productive member of society.
1.12	Results from the first Welsh Adverse Childhood Experience (ACE) study by Public Health Wales show that suffering four or more harmful experiences in childhood increases the chances of high-risk drinking in adulthood by four times, being a smoker by six times and being involved in violence in the last year by around 14 times.
1.13	Research also shows that 30% of people with 4 or more ACEs will have hit someone in the last 12 months compared with 3% for those who had no ACEs. People with 4 or more ACE's are three times more likely to have attended A & E and had overnight stays in hospital.
1.14	About the Early Help Hub Key aim The key aim of the EH Hub is to provide the greatest level of knowledge and analysis of all known intelligence and information across the multiagency partnership to ensure all children, young people and families have access to advice and information about relevant early support to

	<p>build coping skills and address any problems before these become entrenched. For families that are at greater risk of escalating problems, access to appropriate multidisciplinary interventions as a matter of priority.</p>
<p>1.15</p>	<p>Key objectives The key objectives for the EH Hub are:</p> <ul style="list-style-type: none"> • An improved ‘journey’ for the child and family with greater emphasis on targeted early intervention and better informed services provided at the right time in line with statutory requirements set out in the Social Services and Well-Being Act (Wales) 2014. • Greater ability to identify potential vulnerability, enabling more preventative action to be taken, dealing with problems before these become entrenched. • Closer partnership working, clearer accountability and less duplication of effort. • A reduction in the number of inappropriate referrals and re-referrals to Children’s Services particularly. • Where better information sharing within the EH Hub identifies potential safeguarding concerns, these are actioned in line with relevant procedures.
<p>1.16</p>	<p>What will the Early Help Hub do?</p> <ul style="list-style-type: none"> • Manage referrals received. • In addition to the referrals received, multiagency colleagues will research information held on professional databases/through engaging colleagues in respective agencies to enable the EH Hub to make informed decisions about the appropriate response to family needs. • Provide a secure and confidential environment for multiagency professionals to share information. • Identifies repeat referrals which taken in isolation may not appear concerning. • Prioritises referrals and responses. • Where better information sharing within the EH Hub identifies safeguarding concerns, these concerns activate ‘first response’ social work services to provide immediate protection for a child. • Activate Team Around the Family or other targeted intervention services to provide support to the child, young person or family e.g. priority for extra support provided by Parenting, Flying Start health visitor, a Families First commissioned service (e.g. Action for Children for families with support requirements relevant to mental health and/or domestic abuse) etc. • Activate information and advice provision by appropriate agencies e.g. Family Information Service.

1.17	<p>Who is involved?</p> <p>A team of people who continue to be employed by their individual agencies but who are co-located in one office in Flint. The EH Hub management will be provided through Social Services. Key partners are: Social Services including Team Around the Family (TAF) and Early Years; Youth and Education including youth justice, youth services, Families First, North Wales Police; Flintshire Connects including links to Housing; BCUHB and Flintshire Local Voluntary Council.</p>
1.18	<p>How does it work?</p> <p>Every case that has been assessed by the EH Hub is given a RAG rating (Red/Amber/Green) that signifies the levels of concern:</p> <p><u>Red</u>: cases that indicate concerns about child protection will be referred as per local safeguarding procedures to Children’s Services, SPOA etc.</p> <p><u>Amber</u>: child in need case or a child or family needing early intervention in order to build coping skills and secure positive wellbeing and referred on for services within one working day.</p> <p><u>Green</u>: child or family needing some form of information and advice in order to build coping skills and secure positive wellbeing and referred on for services within three working days.</p>
1.19	<p>All cases are dealt with under EH Hub procedures which includes team members receiving a secure email outlining the RAG rating, details about the child/ young person/ family and the reasons for referral/presenting issues.</p>
1.20	<p>Team members will research and pass any relevant information their agency holds about the family to the EH Hub manager for analysis. Team members supply information which they consider to be relevant and proportionate to the enquiry. If any agency deems the information they hold on a particular enquiry to be highly confidential/ sensitive or not to be shared with other agencies, they take responsibility to inform the EH Hub manager.</p>
1.21	<p>Our ambition is to reach a position where there will not be any ‘no further actions’ when referrals are made to social services. The response might be:</p> <ul style="list-style-type: none"> • Information & advice largely provided by the Family Information Service. • A single agency information, advice & assistance response from a statutory or third sector service. This might include Police, health visitors, youth justice, Families First services, third sector organisations etc. A co-located information officer with links to the third sector based in the Hub will help with this. • A multiple agency response coordinated by a lead worker from Team Around the Family or some specifically commissioned Families First services who work alongside the family to develop a family plan & coordinate interventions from multiple services.

1.22	<p>Establishing the infrastructure Detailed work has been undertaken to develop: A single referral form to social services.</p> <p>A single referral form has been developed to request support from the EH Hub, for social services 'care and support' and for child protection concerns. The use of a single referral form will save agencies having to use different forms for different situations and concerns.</p>
1.23	<p>Process pathways and interfaces with child protection</p> <p>The EH Hub does not replace existing child protection procedures. Detailed work has been undertaken to ensure that interfaces with child protection procedures are clear and continue to take precedent. Specific consultation has taken place with the Police's Central Referral Unit to ensure that existing referral pathways for child protection and association procedures are retained. BCUHB have sought specific assurance that child protection procedure retain their fidelity.</p>
1.24	<p>Information Sharing Protocol (ISP)</p> <p>An ISP has been developed for information sharing under existing legislative frameworks. The ISP is due for endorsement by a North Wales Regional Group which quality assures ISP's across agencies. This will take place at the end of June 2017. The ISP is between Flintshire County Council, North Wales Police, BCHUB and Flintshire Local Voluntary Council.</p>
1.25	<p>Communication and awareness</p> <p>A stakeholder communication plan has been developed to ensure that agencies are aware of the EH Hub, its work, and how to access support.</p>
1.26	<p>Quality and Performance Framework</p> <p>A framework has been developed to assess the performance of the Hub in terms of volume of work undertaken, quality of provision and the outcomes delivered</p>
1.27	<p>Implementation Plan: Next Steps</p> <p>A soft launch of the EH Help will commence on 30 June 2017. The launch will include an induction programme for staff who will be co-located at Flint County office. Initially the soft launch will focus on referrals received by Social Services that would normally result in no further action. During this time, the processes that have been mapped for the EH Hub will be tested for efficiency and effectiveness, and if necessary revised to ensure optimum performance and work flow.</p>
1.28	<p>In addition to some targeted briefings within services, events will take place for the wider workforce that interact with children, young people and families in September. The events will set out the referral processes for safeguarding/ the EH Hub, the purpose of the EH Hub, a short video on ACEs, and the directory of services through the Family Information Service website.</p>

1.29	An initial overview awareness presentation has been made to the Heads Federation with a more detailed overview planned for September/October 2017.
1.30	It is planned that the EH Hub is fully launched in October 2017 subject to a review of the success of the soft launch and any changes that need to be made based on an operational experience and learning.
1.31	<p>Evaluation</p> <p>A detailed evaluation framework has been developed to assess the effectiveness of the EH Hub. North Wales Police have submitted a national bid available to police which directly links to the EH Hub. If successful the bid would enable an objective evaluation of the EH Hub to inform the strategic future of the EH Hub locally as well as sharing learning across Wales. If the bid is unsuccessful further work will be undertaken to ensure that the work of the EH Hub can be appropriately evaluated within the first 12 months of operation.</p>

2.00	RESOURCE IMPLICATIONS
2.01	The development of the EH Hub is being supported by invest to save funding from Flintshire County Council. Funding has enabled effective project management and additional strategic capacity to support the development of the EH Hub model and its implementation.
2.02	The EH Hub has been designed to bring together existing resources across agencies. This approach is aimed to be sustainable, and to secure better value through aggregation of resources and effective targeting and deployment of support to families in most need. Existing resources will be complimented by additional capacity that has been secured from Families First funding that has been released for this financial year. Specifically Families First will be funding a post from BCUHB (£26k), FLVC (£10k), TAF (£45k), Teulu Cyfan (£9k) and Youth Justice (£15k). Management and oversight of the EH Hub has been secured within existing arrangements.
2.03	To ensure that there is effective and timely support that can be deployed by the EH Hub work has been undertaken to align projects funded through Families First to the EH Hub. Families First commissioning arrangements being remodelled to support the strategic intention, and operational delivery of the EH Hub. The Integrated Youth Service has been key in working with Welsh Government, partner agencies and local service providers to secure this position.
2.04	The full cost of operating the EH Hub and the associated cost benefit analysis will form part of the EH Hub evaluation. A base line 'deep dive' into 29 families involved with statutory and voluntary and community sector services in Flintshire identified a minimum average cost of £107,500 per family to support their needs. Using limited and narrow cost data from the Troubled Families cost database and national Unit Cost reports for health, social care and criminal justice, the aggregate suggests at least £3.18million of costs borne by Flintshire County Council, North Wales Police, BCUHB and Flintshire schools from these 29 families. This

	excludes costs associated with assistance through Supporting People, welfare benefits, hospital admissions, court proceedings and criminal investigations, additional support for children and families through schools, social housing providers, youth services, mental health services and the voluntary and community sector. An outcomes framework has been designed as part of the EH Hub which will provide qualitative data on the benefits realised and associated impact for families.
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3.00	CONSULTATIONS REQUIRED / CARRIED OUT
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3.01	The EH Hub has been developed in close consultation with partner agencies. Agencies have been involved in the design and development of the EH Hub through an operational project group and a strategic overview group.
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4.00	RISK MANAGEMENT
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4.01	Families First funding has been made available to secure key posts within the EH Hub including additional capacity for Team Around the Family (TAF), BCUHB and FLVC. This is funding is time limited and cannot be guaranteed on a reoccurring basis. This risk will remain an item for management through the project group structure.
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5.00	APPENDICES
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5.01	None
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6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
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6.01	<p>www.wales.nhs.uk/sitesplus/888/page/88524</p> <p>Contact Officer: Craig Macleod Telephone: 01352 701313 E-mail: craig.macleod@flintshire.gov.uk</p> <p>Contact Officer: Ann Roberts Telephone: 01352 704112 E-mail: ann.roberts@flintshire.gov.uk</p>
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7.00	GLOSSARY OF TERMS
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7.01	<p>Public Services Board</p> <p>Established under the Well-being of Future Generations (Wales) Act 2015 the purpose of Public Services Boards (PSBs) is to improve the economic, social, environmental and cultural well-being in its area by strengthening</p>
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	joint working across all public services in Wales. The Flintshire PSB is made up of senior leaders from a number of public and voluntary organisations. Together these organisations are responsible for developing and managing the Well-being Plan for Flintshire.
7.02	Adverse Childhood Experiences ACE's are traumatic experiences that occur before the age of 18 and are remembered throughout adulthood. These experiences range from suffering verbal, mental, sexual and physical abuse, to being raised in a household where domestic violence, alcohol abuse, parental separation or drug abuse is present.
7.03	Care and Social Services Inspectorate Wales (CSSIW) CSSIW has the powers to review Local Authority social services at a local and national level, to inform the public whether services are up to standard, to promote improvement of services and to help safeguard the interests of vulnerable people who use services and their carers. In May 2015 CSSIW undertook an inspection of Children's Services in Flintshire. CSSIW made 12 recommendations for continued service development and improvement.
7.04	Families First Programme The national programme providing a vehicle for delivering on the child poverty strategy (WG 2010). (£1.67 million approx)
7.05	Social Services and Well-Being (Wales) Act 2014 The Social Services and Well-being (Wales) Act came into force on 6 April 2016. The Act provides the legal framework for improving the well-being of people who need care and support, and carers who need support, and for transforming social services in Wales.
7.06	Public Health Wales Public Health Wales is the national public health agency in Wales and exists to protect and improve health and wellbeing and reduce health inequalities for people in Wales.
7.07	Team Around the Family The Team around the Family offer advice, help and support to families with support needs. TAF bring together the support from people and/or organisations to help families. The support offered is aimed at building a family's resilience and coping mechanisms.
7.08	Family Information Service Family Information Service Flintshire provides families (and those working with families) with a wide range of information about activities and support available to them. This includes free and impartial expert advice, information and guidance on local childcare and early education places.
7.09	Information Sharing Protocol An information sharing protocol provides a framework for the secure and confidential obtaining, holding, recording, storing and sharing of information between participating partner agencies or organisations. It is an agreed set of principles about sharing personal or confidential information and it enables each organisation signed up to the protocol to understand the legal powers and circumstances in which it should share

	information and what its responsibilities are.
7.10	Flintshire Local Voluntary Council FLVC is the umbrella and support organisation for over 1200 voluntary and community groups based in Flintshire.