



Date: Wednesday, 17 January 2018

Time: 12.30 pm

Venue: Shrewsbury Room, Shirehall, Abbey Foregate, Shrewsbury, Shropshire, SY2 6ND

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CABINET

TO FOLLOW REPORT (S)

9 Early Help Family Hubs (Pages 1 - 32)

Lead Member – Councillor Nicholas Bardsley – Portfolio Holder for Children and Young People

Report of the Director of Children's Services

Contact: Karen Bradshaw Tel: 01743 254201

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Committee and Date

Cabinet

17th January 2018

Early Help – a new delivery model

Responsible Officer Karen Bradshaw – Director of Children’s Services
e-mail: karen.bradshaw@shropshire.gov.uk Tel: 01743 254201

1. Summary

- 1.1 This report sets out proposals to develop a new delivery model for Early Help Services.
- 1.2 ‘Early Help’ is an umbrella term for a range of services, programmes or interventions which share an underlying rationale: to provide support to tackle problems before they become more difficult to reverse and thereby maximise the chances of happy, safe and fulfilling lives for families in the community’ (Early Intervention Foundation)¹. In financial terms, the hypothesis is that early help will prevent the needs of some families from escalating to more expensive statutory services (e.g. social care, criminal or family justice).
- 1.3 We want to provide support to children and families who are most in need of our help, quickly and in the right way. There are many families who get support from a number of organisations to help with problems they are facing, but this support isn’t always coordinated in a way that makes sense to the family. This causes confusion and frustration for the family and it doesn’t always enable things to improve quickly enough, or for those improvements to be sustained. A change in approach to focus our resources on those who need our help the most will require alterations to how we identify and interact with families in need in our communities. To develop this proposal, consultation with families, stakeholders and our staff about a new model of delivery will inform how we work in the future with families in need. The proposal we are consulting on aims to bring together all the people who work with families when problems are emerging, by creating one service: the Early Help Service. This will integrate services and organisations working with families, to ensure help is timely and effective. We will

¹ www.eif.org.uk/what-is-early-intervention

deliver co-ordinated services in collaboration with our partners, in fewer buildings as we concentrate our resources on front line staff, with the right skills and knowledge to meet family's needs.

- 1.4 The proposal is that there is a new delivery model for Early Help services across the county providing whole family support, dealing with all the issues a family faces, with their full involvement and consent. This Service would be delivered through lead family workers based in family hubs within community settings.
- 1.5 This proposal has been shaped and influenced by a People Overview Committee cross party task and finish group. The level of detail explored by this task and finish group included assessed levels of need taken from the Troubled Families data which highlights localities where our most vulnerable families live, demand for statutory children's social care for children looked after, children on child protection plans and children in need and families who are affected by domestic abuse, long term health conditions including physical and mental health issues, anti-social behaviour, none school attendance, and family members who are not in employment or training. Through analysis of this date the proposed new way of working should support Shropshire's most vulnerable families, whether they are located in deprived communities or rural areas, whilst continuing to deliver universal provision to pick up problems really early.
- 1.6 The Task and Finish Group reported to The People Overview Committee who in turn recommended the proposed new way of working to Cabinet.

2. Recommendations

- 2.1 That Cabinet agrees to consult formally, as set out in Section 14, with the public, key stakeholders and with staff on the proposed new delivery model for Early Help Services, as set out in this report.

REPORT

3. Risk Assessment and Opportunities Appraisal

- 3.1 Early Help will be integrating with the Council's One Public Estate strategy, including sharing premises with others. There will be more focus on 'who needs services' and 'how do we reach them' in a joined up way, and providing easier access to the public to a range of support services in one place.

- 3.2 Effective and coordinated Early Help minimises escalation to higher cost higher intervention services, thus reducing unnecessary and intrusive services wherever possible and reducing financial impact on the public sector. By aligning Shropshire's early help and prevention services, it will ensure that families do not receive multiple appointments and do not need to complete multiple referrals to access support.
- 3.3 The proposal will largely impact children, young people and families, as the review aims to bring together larger teams of professionals, to support a larger age range of children and young people from 0-19, and up to 25 for a child with disability or special educational need. Services in the main will be targeted at families who need the most and those families that have more complex issues that need resolving. Under the proposed new delivery model, a significant majority of individual face-to-face work with children and families will be done through outreach in family homes or in neutral community settings, rather than in buildings run by the Council. This means that specific buildings and their use are not critical to the success of the model.
- 3.4 The risks relating to this proposal are largely set out in the Equalities and Social Impact Assessment at Appendix A.
- 3.4.1 The assessment has been undertaken in order to understand the impact on different groups of people in Shropshire of the proposal to create a new Early Help delivery model – through Early Help Family Hubs. We want to provide support to children and families who are most in need of help, quickly and in the right way. There are many families who get support from a number of organisations to help with problems they are facing, but this support is not always co-ordinated in a way that makes sense to the family.
- 3.4.2 There is a need to focus our resources on those who need our help the most. This may require changes in how we identify and interact with families in need in our communities. To achieve this, consultation with families, stakeholders and our staff about a new model of delivery will inform how we work in the future with families in need.

4 Financial Implications

- 4.1 The Council's overall financial position and plans have led to all service areas being required to review their performance against best practice. Within Early Help Services the proposed delivery model has the potential to deliver £875,000 of savings.
- 4.2 The focus of these proposals has been to drive out costs attributed to buildings, retaining as much front line delivery as possible in line with Council's direction of travel.

5. Background

5.1 The Childcare Act 2006 establishes the duty on the Local Authority to improve the well-being of young children in their areas and reduce inequalities between them. Under Section 2, Shropshire Council and its partners must provide sufficient early childhood services. Section 5A requires the provision of sufficient Children's Centres – as far as is reasonably practical – to meet with local need. Section 5D states the Local Authority must ensure there is consultation before any significant changes are made to Children's Centre provision in their area.

Local Authorities must have regard to the statutory guidance when carrying out duties under the Childcare Act 2006.

5.1.1 Further, "Working Together 2015" explains the value of Early Help in promoting the welfare of children rather than reacting later when safeguarding issues arise. Early Help means providing support as soon as a problem emerges, at any point in a child's life, from the foundation years through to the teenage years.

5.1.2 Early Help can also prevent further problems arising, for example if it is provided as part of a support plan where a child has returned home to their family from care.

5.1.3 Effective Early Help relies upon local agencies working to:

- Identify children and families who would benefit from Early Help
- Undertake an assessment of the need for Early Help, and
- Provide targeted Early Help services to address the assessed needs of a child and family which focusses on activity to significantly improve the outcomes for the child.

5.1.4 The proposal to deliver a new model of Early Help describes how Shropshire Council will ensure that it has due regard to deliver in accordance with statutory guidance and legislation.

6 The Strategic Plan Vision for Shropshire is that:

6.1 We want all children and families in Shropshire to be happy, healthy, safe and achieve their full potential. The Council's Early Help Review has been established to improve and redesign services for children and young people, learning from best practice across the country to develop the right way for Shropshire. The Early Help Strategy refreshed in 2016, aims to: - make sure children and families in Shropshire get the right support at the right time - help children and families be independent and build their own resilience so when problems occur they can find their own solutions at the earliest point of difficulty - ensure that children and families only have to tell their story

once, by working closely with our colleagues and partners to identify and meet their needs together.

7. Early Help - The current position

- 7.1 A number of Shropshire Council services provide some form of Early Help and have therefore been included within the scope of the Early Help review.
- 7.2 Delivery of these services is through a mixture of in-house and commissioned delivery models. A number of the services have a statutory basis.
- 7.3 In September 2017, Ofsted noted that there were a wide range of Early Help services across Shropshire but the quality of some Early Help Assessments was variable with the need to focus more on the needs of children and young people, to ensure their voice is strengthened. More work needed to be undertaken to ensure services span the age range from young children to teenagers and children with disability or special education need up to the age of twenty five, who are most vulnerable to improve their outcomes.
- 7.4 However, this now needs to go further, to reach those children earlier, when problems first start to emerge for the child and to support the whole family to address these.

8. The case for change

- 8.1 There has been an increase in demand for Children's social care services over the last 5 years. This demand is projected to continue to rise. The reasons for this are complex, but include demographic changes and pressures, and anxiety experienced by front line practitioners about perceived risk to children. This means that more children and their families are already having and will increasingly have intrusive, often unwelcome and costly intervention. Detailed research and needs analysis undertaken as part of the self-evaluation for the Ofsted inspection (which included Early Help), summarises the key findings, indicating that demand for services is driven by the following factors impacting on a family and children living within that family:
 - Domestic abuse
 - Behavioural problems
 - Mental health
 - Relationship breakdown
 - Poverty and worklessness

Problems for children commonly appear in their early years and in adolescence, and it is the combination of problems which has most impact on children.

- 8.2 Currently most Early Help services are focused on a particular age group, a single issue or one approach. Feedback from children and families as well as local and national research has consistently shown that this is not the best approach to improve outcomes and build resilience. Problems within a family invariably link together and impact across the family. For example, parental mental health issues are likely to impact on their employability but also on the attendance, behaviour and attainment of their children in school. Similarly, one child's serious or long term disability brings both mental and financial pressures for the whole family, while domestic abuse or relationship problems are proven to have serious consequences for the long term outcomes of children. So tackling one problem or one individual is likely to be less effective than dealing with everything that is going on for the family as a whole.
- 8.3 Many of the individual services currently delivered are highly valued by their users. However, in many cases the user base is too narrow, and there is strong evidence that overall the right children and families are not receiving the right help, early enough to make a difference. Open access or poorly targeted services are not well used by those who need them most. Waiting for people who are in real need to navigate the system and ask for help means that we are not reaching the right people. Analysis of current data which relates to the Troubled Families data tells us that we have not reached some of our most vulnerable families who need support – some of these family problems get significantly worse where children's social care services have intervened.
- 8.4 The existing services within the umbrella of Early Help overlap with each other, and each service has its own approach, methodology, processes and systems. This is confusing for children and families, and for key partners such as schools who wish to refer families. The Council's ECINS (case management system for Early Help) system highlights whether families are receiving more than one type of support. However, the same data also highlights how often families are passed from one organisation to another without ever having their outcomes improved across the whole family.
- 8.5 National policy is moving to a more co-ordinated approach to problem solving and service delivery to ensure a better use of public assets. Many other local authorities have already taken decisions to streamline and co-ordinate Early Help services to be more effective for users, better value for money for residents and more sustainable in the long term. There is increasing evidence that this approach is producing better outcomes and reductions on high end, high cost services. The main finding in the current research is that strong political and cross

partnership leadership is essential for the successful implementation of any new approaches.

9. Designing a new proposed model

9.1 In developing a solution for Shropshire, the Task and Finish Group reviewed national research, together with insight from over 10 other local authorities about best practice. Key messages include:

- It is most effective to target help where there is more likely to be higher risk (evidence is strongest for programmes that target service based on early signals of risk e.g. child behaviour problems, insecure attachment, delayed development of speech)
- Focusing on dealing with root causes rather than symptoms will produce better results
- Most effective interventions are preventative instead of reactive
- A whole family approach is important to long term sustainability
- Reconfiguring staff and resources to build a new Early Help Service, supporting whole family work, is more effective than a number of different services working separately.

9.2 A range of service user, staff and stakeholder engagement has been carried out in 2017 through the Early Help Effectiveness report which takes place annually. Some of the responses are highlighted below. In addition, learning from best practice from four existing pilot Family Hubs sites (Oswestry, Ludlow, Market Drayton and Whitchurch) helped inform the design of the proposed model.

Respondents expressed what they felt currently doesn't work:

- Having to deal with a range of disconnected services
- Not knowing where to go for help
- Communication between professionals about a family could be improved
- Assessments being task driven rather than outcome focussed
- Some parents feeling misunderstood or judged

Respondents expressed that when we get it right they feel

- Listened to and understood and being treated with respect
- They have one consistent key worker
- They are able to get support/information for more than one thing
- They are able to get support for more than one member of the family and having the whole family's needs considered
- They are able to access information, advice and support through a number of different methods of access (web, leaflets, 1 to 1, etc.)

- Workers being easily accessible both in terms of venue (home or local community) and by the key worker being available on the end of a phone
 - Being flexible in approach, taking into account individual circumstances and giving practical tailored advice and support
 - Keeping the service user informed every step of the way.
- 9.3 Demand for Early Help is not evenly spread across the county, with more than 70% being generated from the market towns, with significant demand particularly in Shrewsbury and Oswestry. However, demand for Early Help services is not confined to the market towns and there is need in more rural areas. Demand has shifted as the demography of the county changes and this is likely to continue. Whatever the future, the best way forward will be to have a model that has the advantage of geographical flexibility.

10. The proposed new Early Help delivery model

- 10.1 It is proposed that there should be a new delivery model for Early Help services across the county providing whole family support, dealing with all the issues a family faces, with their involvement and consent. The proposed new model would be formed by remodelling the current service provision.
- 10.2 The focus of the new service will be to make real, measurable changes for the children in the family by helping the family as a whole, and to build resilience so that families are better equipped to handle future problems as they arise. These changes or outcomes will be measured on a family basis, but also across the cohort of families involved.
- 10.3 The initial proposal is that there would be six teams of lead family workers, working in community settings across the county. These teams will support families where it is most convenient for them e.g. in their homes, in community and other settings. They will use innovative, creative and very practical techniques and interventions to help families understand where they are (assessment) and where they need to be (outcomes), and develop a clear plan with them to help the families get there. Some of the interventions will be with the whole family, some with individuals and some with targeted groups. The teams will make full use of community resources already available, including volunteers.
- 10.4 The needs analysis tells us where we should target help for children and families, but it is also key that the new model provides geographical flexibility to respond to changing demand.
- 10.5 The individual skill set of workers will be fully utilised, with a clear intention that every worker will be supported to develop new skills and expertise to deliver whole family work across all the issues families

face. A staff training plan would be developed to support the implementation of the proposed new model.

- 10.6 We are already engaging with key partners in Health (including Mental Health services for adults and children), the Criminal Justice System, Education and the Voluntary and Community Sector to work towards further transformational approaches. Much of this work is being co-ordinated through the multi-agency Early Help Partnership Board, which jointly with the Shropshire's Safeguarding Children Board develops and delivers the Early Help Strategy.

11 Property implications

- 11.1 Under the proposed new model, a significant majority of individual face-to-face work with children and families will be done through outreach in family homes or in neutral community settings, rather than in buildings run by the Council. This means that specific buildings and their use are not critical to the success of the model. This will be included in a revised Service Asset Management Plan in conjunction with Corporate Landlord model to ensure that any property implications of occupying third party buildings are robust and cover the Council's liabilities in this respect.
- 11.2 A review of the buildings currently occupied by the teams and services affected is underway in terms of the usage, accessibility. This review will be undertaken in conjunction with the Corporate Landlord function and One Public Estate initiative to support the Council's wider plans for rationalisation and consolidation. Proposals about future use in respect of service delivery, will be developed and brought forward for consultation.

12 Timescales

- 12.1 It is proposed that the public consultation on the new model runs for six weeks, alongside staff and stakeholder engagement. The results of the consultation and next steps will be presented to Cabinet for a final decision on the Early Help Model in the Spring of 2018.
- 12.2 The development of a new model of service will provide the best value for money and the best opportunity to improve outcomes and reduce demand on high cost statutory services. This option, based on emerging best practice, has therefore been developed as the basis for public, stakeholder and staff consultation.

13 Value For Money (VFM) Self-Assessment

- 13.1 The proposed new model has been introduced in a wide range of local authority areas across England over the last 3 years. Early indications

are very positive. Whilst there has been no formal benchmarking of success measures to date, there is an increasing consensus that the Troubled Families measures are valid as they address the following key areas of success:

- School attendance rate including exclusions
- Crime and antisocial behaviour
- Worklessness in adults and young people
- Children in need – reducing the demand for children’s social care services
- Domestic abuse incidence
- Health and wellbeing of children and parents

13.2 It is therefore recommended that the new model be evaluated against these measures, over time.

14. Consultation

14.1 Formal consultation now needs to take place on the proposed Early Help delivery model. The intention is to conduct a public consultation that will engage with the users and potential users of all in scope services. It will also seek to engage with those children and families who do not currently access and are not offered these services, but who move straight into child protection services instead, and who therefore may be beneficiaries of the new proposed model. Key stakeholders will also be engaged through individual discussions and in more formal settings.

14.2 Consultation will include on line questionnaires, service user focus groups and public events. Once the consultation has concluded, results will inform the design of the new model. The results of the consultation and the recommended final model including an updated financial position will be presented to Cabinet for a final decision in the Spring of 2018. A formal full staff consultation will be required after the Cabinet decision prior to full implementation. It is likely that the new model, if approved, will result in the closure of a number of Children’s Centres, but where this is the case full consultation will take place with those affected by the proposal.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Cabinet Member (Portfolio Holder)

Cllr Nick Bardsley

Local Members:

All Members

Appendices

Appendix A - Equality and Social Inclusion Impact Assessment (ESIIA)

APPENDIX A: Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA)

Name of service change: Early Help Family Hubs – a new delivery model

A. Contextual Notes 2016

The What and the Why:

The Shropshire Council Equality and Social Inclusion Impact Assessment (ESIIA) approach helps to identify whether or not any new or significant changes to services, including policies, procedures, functions or projects, may have an adverse impact on a particular group of people, and whether the human rights of individuals may be affected.

This assessment encompasses consideration of social inclusion. This is so that we are thinking as carefully and completely as possible about all Shropshire groups and communities, including people in rural areas and people we may describe as vulnerable, for example due to low income or to safeguarding concerns, as well as people in what are described as the nine 'protected characteristics' of groups of people in our population, eg Age. We demonstrate equal treatment to people who are in these groups and to people who are not, through having what is termed 'due regard' to their needs and views when developing and implementing policy and strategy and when commissioning, procuring, arranging or delivering services.

It is a legal requirement for local authorities to assess the equality and human rights impact of changes proposed or made to services. Carrying out ESIIAs helps us as a public authority to ensure that, as far as possible, we are taking actions to meet the general equality duty placed on us by the Equality Act 2010, and to thus demonstrate that the three equality aims are integral to our decision making processes. These are: eliminating discrimination, harassment and victimisation; advancing equality of opportunity; and fostering good relations.

The How:

The guidance and the evidence template are combined into one document for ease of access and usage, including questions that set out to act as useful prompts to service areas at each stage. The assessment comprises two parts: a screening part, and a full report part.

Screening (Part One) enables energies to be focussed on the service changes for which there are potentially important equalities and human rights

implications. If screening indicates that the impact is likely to be positive overall, or is likely to have a medium or low negative or positive impact on certain groups of people, a full report is not required. Energies should instead focus on review and monitoring and ongoing evidence collection, enabling incremental improvements and adjustments that will lead to overall positive impacts for all groups in Shropshire.

A full report (Part Two) needs to be carried out where screening indicates that there are considered to be or likely to be significant negative impacts for certain groups of people, and/or where there are human rights implications. Where there is some uncertainty as to what decision to reach based on the evidence available, a full report is recommended, as it enables more evidence to be collected that will help the service area to reach an informed opinion.

B. Shropshire Council Part 1 ESIIA: initial screening and assessment

Please note: prompt questions and guidance within boxes are in italics. You are welcome to type over them when completing this form. Please extend the boxes if you need more space for your commentary.

Name of service change

Early Help Family Hubs – a new delivery model

Aims of the service change and description

C.Purpose and detail of the assessment:

This assessment has been undertaken in order to understand the impact on different groups of people in Shropshire of the proposal to create a new Early Help delivery model – through Early Help Family Hubs – which will facilitate efficiencies and savings of £875,000.

We want to provide support to children and families who are most in need of our help, quickly and in the right way. There are many families who get support from a number of organisations to help with problems they are facing, but this support isn't always coordinated in a way that makes sense to the family. This causes confusion and frustration for the family and it doesn't always enable things to improve quickly enough, or for those improvements to be sustained.

There is a need to focus our resources on those who need our help the most. This may require changes to how we identify and interact with families in need in our communities. To achieve this, consultation with families, stakeholders and our staff about a new model of delivery will inform how we work in the future with families in need.

The proposal we are consulting on aims to bring together all the people who work with families when problems are emerging, by creating one service: the Early Help service. In future we will integrate services and organisations working with families, to ensure help is timely and effective. We will deliver co-ordinated services in collaboration with our partners, in fewer buildings as we concentrate our resources on front line staff, with the right skills and knowledge to meet family's needs.

Context

National policy is moving to a more co-ordinated approach to problem solving and service delivery to ensure a better use of public assets. Many other local authorities have already taken decisions to streamline and co-ordinate Early Help services to be more effective for users, better value for money for residents and more sustainable in the long term. There is increasing evidence that this

approach is producing better outcomes and reductions on statutory services. The main finding in the current research is that strong political and cross partnership leadership is essential for the successful implementation of any new approaches.

There has also been an increase in demand for children's social care statutory services over the last 5 years. This demand is projected to continue to rise. The reasons for this are complex, but include demographic changes and pressures, reductions in universal services provided by the Council and other partners and anxiety experienced by front line practitioners about perceived risk to children. This means that more children and their families are already having and will increasingly have intrusive, often unwelcome and costly statutory intervention. Detailed research and needs analysis undertaken as part of the self-evaluation for the Children's Social Care Ofsted inspection (which includes Early Help), summarises the key findings, indicating that demand for statutory services is driven by the following factors impacting on a family and children living within that family:

- Domestic abuse
- Behavioural problems
- Mental health
- Relationship breakdown
- Poverty and worklessness

Problems for children commonly appear in the early years and in adolescence, and it is the combination of problems which has most impact on children.

Currently most Early Help services are focused on a particular age group, a single issue or one approach. Feedback from children and families as well as local and national research has consistently shown that this is not the best approach to improve outcomes and build resilience. Problems within a family invariably link together and impact across the family. For example, parental mental health issues are likely to impact on their employability but also on the attendance, behaviour and attainment of their children in school. Similarly, one child's serious or long term disability brings both mental and financial pressures onto the whole family, while domestic abuse or relationship problems are proven to have serious consequences for the long term outcomes of children. So tackling one problem or one individual is less likely to be effective than dealing with everything that is going on for the family as a whole.

The Council's overall financial position has determined that there is less financial resources available to deliver what it currently delivers, and shortfalls in funding available has opened up an opportunity for The Early Help service to review its performance against best practice. This proposal aims to deliver integration by focussing on the whole Early Help system, not just the services that the Council currently delivers. Ensuring value for money, effectiveness in improving outcomes for children and young people, keeping children safe, whilst ensuring that a more co-ordinated service meets the statutory function.

The proposed new delivery model has identified Early Help services where a new improved delivery model has the potential to deliver £875,000 of savings included within the Council's financial plans.

Intended audiences and target groups for the service change

Parents and carers
Young people and children
Partner agencies including health, housing, police and fire service
The voluntary, community and independent sector
Schools – including pre-schools, primaries and secondary's
Staff
Other Council services supporting children and young people

Evidence used for screening of the service change

Significant analysis of data has been utilised to understand the needs of vulnerable families, local need, deprivation, and accessibility, given where the majority of these families live. This evidence of need has been used to propose where the likely sites for Family Hubs are required and how outreach services will be delivered. Impacts will be mitigated by the creation of Early Help Family Hubs which will bring together partner agencies and together in one place, including the voluntary and community sectors. Currently there is wide range of Early Help services delivered from a wide range of areas and buildings, often making it more confusing for families to know where to go for help and support. There is a risk however, that parents, carers and families may see this a loss of local services or buildings that they currently use.

Specific consultation and engagement with intended audiences and target groups for the service change

Designing an Early Help new model of delivery

In developing a proposed solution for Shropshire, reviewed national research, together with insight from over 10 other local authorities about best practice. Key messages include: It is most effective to target help where there is more likely to be higher risk (evidence is strongest for programmes that target based on early signals of risk e.g. child behaviour problems, insecure attachment, delayed development of speech)

- Focusing on dealing with root causes rather than symptoms will produce better results
- Most effective interventions are preventative instead of reactive
- Whole family approach is important to long term sustainability
- Reconfiguring staff and resources to build a new Early Help service, supporting whole family work, is more effective than a number of different services working separately.

A range of service user, staff and stakeholder engagement has been carried out in 2017 through the Early Help Effectiveness report which takes place annually. Some of the responses are highlighted below. In addition, learning from best practice from four existing pilot Family Hubs sites (Oswestry, Ludlow, Market Drayton and Whitchurch) helps inform the design of the model.

Respondents expressed what they felt currently doesn't work:

- Having to deal with a range of disconnected services
- Not knowing where to go for help
- Communication between professionals about a family could be improved
- Assessments being task driven rather than outcome focussed
- Some parents feeling misunderstood or judged

Respondents expressed that when we get it right they feel:

- Listened to and understood and being treated with respect
- They have one consistent key worker
- They are able to get support/information for more than one thing
- They are able to get support for more than one member of the family and having the whole family's needs considered
- They are able to access information, advice and support through a number of different methods of access (web, leaflets, 1 to 1, etc.)
- Workers being easily accessible both in terms of venue (home or local community) and by the key worker being available on the end of a phone
- Being flexible in approach, taking into account individual circumstances and giving practical tailored advice and support

- Keeping the service user informed every step of the way.

Demand for Early Help is not evenly spread across the county, with more than 70% being generated from the market towns, significant demand particularly in Shrewsbury and Oswestry. However, demand for Early Help services is not confined to the market towns and there is need in more rural areas. Demand has shifted as the demography of the county changes and this is likely to continue. Whatever the future, the best way forward will be to have a model that has the advantage of geographical flexibility.

Potential impact on Protected Characteristic groups and on social inclusion

Using the results of evidence gathering and specific consultation and engagement, please consider how the service change as proposed may affect people within the nine Protected Characteristic groups and people at risk of social exclusion.

1. Have the intended audiences and target groups been consulted about:
 - their current needs and aspirations and what is important to them;
 - the potential impact of this service change on them, whether positive or negative, intended or unintended;
 - the potential barriers they may face.
2. If the intended audience and target groups have not been consulted directly, have their representatives or people with specialist knowledge been consulted, or has research been explored?
3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
4. Are there systems set up to:
 - monitor the impact, positive or negative, intended or intended, for different groups;
 - enable open feedback and suggestions from a variety of audiences through a variety of methods.
5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
6. Will the service change as proposed have a positive or negative impact on:
 - fostering good relations? □ social inclusion?

Initial assessment for each group

Protected Characteristic groups and other groups in Shropshire	High negative impact <i>Part Two ESIIA required</i>	High positive impact <i>Part One ESIIA required</i>	Medium positive or negative impact <i>Part One ESIIA required</i>	Low positive or negative impact <i>Part One ESIIA required</i>
<p>Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg child for whom there are safeguarding concerns eg older person with disability)</p> <p>The change in the age range of children that the new delivery model will engage with means that parents and carers may perceive that services are spread thinner and resources diluted, reducing the opportunity for their concerns to be identified early.</p>			<p style="text-align: center;">✓</p> <p>It is proposed that there should be a new Early Help service across the county providing whole family support (across a 0 – 19 age range and upto 25 for children with a disability or special educational need), dealing with all the issues a family faces, with their involvement and consent. The new model would be formed by remodelling the current service provision.</p> <p>The focus of the new service will be to make real, measurable changes for the children in the family by helping the family as a whole, and to build resilience so that families</p>	

			<p>are better equipped to handle future problems as they arise. These changes or outcomes will be measured on a family basis, but also across the cohort of families involved.</p> <p>The initial proposal is that there would be six teams of lead family workers, working in community settings across the county. These teams will support families where they are e.g. in their homes, in community and other settings. They will use innovative, creative and very practical techniques and interventions to help families understand where they are (assessment) and where they need to be (outcomes), and develop a clear plan with them to help the families get there. Some of the interventions will be with the whole family, some with individuals and</p>	
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			some with targeted groups. The teams will make full use of community resources already available, including volunteers.	
<p>Disability (please include: mental health conditions and syndromes including autism; physical disabilities or impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)</p> <p>Families where there are disabled parents and or disabled children may find travelling further to access support not viable and more expensive</p>			<p style="text-align: center;">✓</p> <p>The six hubs are proposed to be located in larger conurbations that are well served by public transport</p> <p>The graduated pathway which aligns SEN support in schools, complemented by support via Shropshire Councils SEN team, has already been implemented. As well as a new Early Help support pathway which aims to work with the whole family where there is child or young person with a disability or special educational need. Both pathways will continue to be monitored via the SEND Board to ensure outcomes for these children</p>	

			and young people improve.	
<p>Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)</p>				<p>✓</p> <p>No parents/carers, children or young people will be excluded on the basis of their gender</p> <p>Note that the council will continue to provide specialist activities for young people with the LGBT group in Shrewsbury.</p> <p>Additionally the local commissioning of activities for young people is able to respond to identified local LGBT needs, for example an LGBT group has recently been set up at The Marches</p>
<p>Marriage and Civil Partnership (please include associated aspects: caring responsibility, potential for bullying and harassment)</p>				<p>✓</p>
<p>Pregnancy & Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)</p> <p>Reduced access to support for pregnant</p>			<p>✓</p> <p>Midwifery services will continue to be</p>	

<p>women and new mothers could increase the prevalence of mental health concerns</p>			<p>delivered. The idea to co locate community midwifery teams with or alongside Early Help Family Hubs will be further explored with the public, if this proposal is approved. The health visiting and school nursing service – 0 – 25 Public Health Nursing contract commissioned by Shropshire Council will continue to monitor the mental health of pregnant women and mothers upto the age of 5 and refer to appropriate support services where mental health has been identified.</p> <p>The Health Visiting service also delivers a level of breastfeeding support as part of the Health visitors – healthy child programme, which includes contact with new mothers.</p>	
<p>Race (please include: ethnicity, nationality, culture, language, gypsy, traveller) Families from non-British national or ethnic origins may not feel comfortable accessing</p>				<p style="text-align: center;">✓</p> <p>It is proposed that there</p>

<p>an Early Help service. This could lead to a lack of social cohesion and increased isolation.</p>				<p>should be a new Early Help service across the county providing whole family support (across a 0 – 19 age range and upto 25 for children with a disability or special educational need), dealing with all the issues a family faces, with their involvement and consent.</p> <p>The new model would be formed by remodelling the current service provision.</p> <p>The focus of the new service will be to make real, measurable changes for the children in the family by helping the family as a whole, and to build resilience so that families are better equipped to handle future problems as they arise. Families from non British and ethnic minorities will be encouraged to engage with Early Help</p>
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				<p>Services to access the support they need.</p> <p>These changes or outcomes will be measured on a family basis, but also across the cohort of families involved.</p> <p>The initial proposal is that there would be six teams of lead family workers, working in community settings across the county.</p> <p>These teams will support families where they are e.g. in their homes, in community and other settings. They will use innovative, creative and very practical techniques and interventions to help families understand where they are (assessment) and where they need to be (outcomes), and develop a clear plan with them to help the families get there.</p>
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				<p>Some of the interventions will be with the whole family, some with individuals and some with targeted groups.</p> <p>The teams will make full use of community resources already available, including volunteers, and sensitively take into account the values and beliefs of families who are non-British or from ethnic minorities.</p>
<p>Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)</p> <p>The use of religious buildings to provide services could isolate people of different religions or with no beliefs who may not be able to access certain religious buildings, leading to a lack of social cohesion and increased isolation</p>				<p style="text-align: center;">✓</p> <p>The Council works with communities with the intention of keeping local centres available for community groups, such as town councils, voluntary and community groups who provide a range of Early Help services.</p>

<p>Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)</p> <p>The change in service delivery will have an impact on women and men – given that the proposal is not based on buildings. This may cause people to think that they will be impacted upon by having to travel further.</p>			<p style="text-align: center;">✓</p> <p>Early Help Family hubs will be able to provide a base for integrated multi-agency, multi-disciplinary teams. By co ordinating the Early Help offer with all partner agencies more effectively – localised issues can be given more of a focus and locally proposed solutions will ensure the community is engaged in designing the new service offer.</p>	
<p>Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)</p>				<p style="text-align: center;">✓</p> <p>No parents/carers , children or young people will be excluded on the basis of their sexual orientation</p>
<p>Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people for whom</p>			<p style="text-align: center;">✓</p>	
<p>there are safeguarding concerns; people you consider to be vulnerable)</p> <p>Impact on rural communities</p> <p>Children, young people and families in rural</p>			<p>The proposal includes an outreach service, the new service will ensure that the majority of a key workers time is spent</p>	

<p>communities will have to travel longer distances to access support. Families who do not have cars will need to use public transport which is likely to be indirect and take longer.</p>			<p>supporting families, assessing their needs, this could be done in the family's home or in venue where families feel comfortable to attend in the local community.</p> <p>The Councils Digital Transformation programme will explore how to keep in touch using digital technology to enhance communication between service users and the council.</p> <p>Early Help Hubs will embrace digital technology whilst ensuring families that live in the most outlying areas of Shropshire still have access to Early Help and Family Support services when they need them.</p>	
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D. Guidance on what a negative impact might look like

<p>High Negative</p>	<p>Significant potential impact, risk of exposure, history of complaints, no mitigating measures in place or no evidence available: urgent need for consultation with customers, general public, workforce</p>
<p>Medium Negative</p>	<p>Some potential impact, some mitigating measures in place but no evidence available how effective they are: would be beneficial to consult with customers, general public, workforce</p>

Low Negative	Almost bordering on non-relevance to the ESIIA process (heavily legislation led, very little discretion can be exercised, limited public facing aspect, national policy affecting degree of local impact possible)
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E. Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	✓	
Proceed to Part Two Full Report?		✓

If Part One, please now use the boxes below and sign off at the foot of the page. If Part Two, please move on to the full report stage.

<p>Actions to mitigate negative impact or enhance positive impact of the service change</p> <p>It is proposed that there should be a new Early Help service across the county providing whole family support, dealing with all the issues a family faces, with their involvement and consent. The new model would be formed by remodelling the current service provision.</p> <p>The focus of the new service will be to make real, measurable changes for the children in the family by helping the family as a whole, and to build resilience so that families are better equipped to handle future problems as they arise. These changes or outcomes will be measured on a family basis, but also across the cohort of families involved.</p> <p>The initial proposal is that there would be six teams of lead family workers, working in community settings across the county. These teams will support families where they are e.g. in their homes, in community and other settings. They will use innovative, creative and very practical techniques and interventions to help families understand where they are (assessment) and where they need to be (outcomes), and develop a clear plan with them to help the families get there. Some of the interventions will be with the whole family, some with individuals and some with targeted groups. The teams will make full use of community resources already</p>
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available, including volunteers.

The needs analysis tells us where we should target help for children and families, but is also key that the new model provides geographical flexibility to respond to changing demand.

The individual skill set of workers will be fully utilised, with a clear intention that every worker will be supported to develop new skills and expertise to deliver whole family work across all the issues families face. A staff training plan would be developed to support the implementation of the new model.

As part of the development of a new Early Help service, we are already engaging with key partners in Health (including Mental Health services for adults and children), the Criminal Justice System, Education and the Voluntary and Community Sector to work towards further transformational approaches. Much of this work is being co-ordinated through the multi-agency Early Help Partnership Board, which jointly with the Shropshire's Safeguarding Children Board develops and delivers the Early Help Strategy.

Actions to review and monitor the impact of the service change

Evaluation and review of the ESIIA to incorporate feedback from the proposed consultation and any changes to the likely impacts of the proposed new Early Help Model of Delivery.

Consideration of the use of social media to gain further feedback from the general public and children and young people in Shropshire

This will include ongoing efforts to strengthen engagement with people in Protected Characteristic groupings and people at risk of social exclusion, and to define and deliver actions accordingly to mitigate any negative impact and enhance positive impact of the Strategy in its draft and final versions.

Scrutiny at Part One screening stage

People involved	Signatures	Date
<i>Lead officer carrying out the screening</i> <i>Fran Doyle – Head of Early Help, Partnerships and Commissioning</i>		

<i>Any internal support*</i>		
<i>Any external support**</i> <i>Lois Dale – rural and equalities specialist</i>		
<i>Head of service</i> Fran Doyle Head of Early Help, Partnerships and Commissioning		

**This refers to other officers within the service area*

***This refers either to support external to the service but within the Council, eg from the Rurality and Equalities Specialist, or support external to the Council, eg from a peer authority*

Sign off at Part One screening stage

Name	Signatures	Date
<i>Lead officer's name</i>		
<i>Head of service's name</i> Fran Doyle Head of Early Help, Partnerships and Commissioning		

Shropshire Council Part 2 ESIA: full report

Guidance notes on how to carry out the full report

The decision that you are seeking to make, as a result of carrying out this full report, will take one of four routes:

1. To make changes to satisfy any concerns raised through the specific consultation and engagement process and through your further analysis of the evidence to hand;

2. To make changes that will remove or reduce the potential of the service change to adversely affect any of the Protected Characteristic groups and those who may be at risk of social exclusion;
3. To adopt the service change as it stands, with evidence to justify your decision even though it could adversely affect some groups;
4. To find alternative means to achieve the aims of the service change.

Evaluation Decision: Proceed

1. No barriers identified, therefore activity will proceed.

Will this EIA be published: Yes
Date completed: 06/01/2018
Review date (if applicable): N/A