

OVERVIEW AND SCRUTINY MANAGEMENT BOARD



EARLY INTERVENTION & PREVENTION STRATEGY WORKING GROUP

FINAL REPORT
OCTOBER 2017

Overview
& Scrutiny



Overview & Scrutiny

**‘Valuing
Improvement’**

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LEAD MEMBER'S INTRODUCTION

It is my pleasure to introduce this Overview and Scrutiny report into the Council's Early Intervention and Prevention Strategy.

At a time when resources within the public sector have been diminishing for some years, the Working Group was set up to consider public sector reform and early intervention and prevention in particular, with a view to spotting "gaps" we think could possibly be plugged. It is vital that we continue to protect our most vulnerable residents and ensure they receive the best standards of care. We need to be creative in our approach to future service provision and be proactive, targeting resources to provide interventions at the earliest opportunity and take preventative measures wherever possible to stop situations from escalating. This is important both financially and for service users. We recognise and support the excellent work already being undertaken in this field and are grateful to the Heads of Service within the Council, together with relevant Partners, who have shared their knowledge and experience with us throughout the course of this review. The visits we undertook to the Light for Life and Life Rooms facilities within the Borough have been particularly enlightening and we recognise and acknowledge these facilities as models of good practice, to be learnt from.

However, we cannot achieve as much as we would like to without the full co-operation and input of all our Partners within the public and voluntary sectors and I hope that our Partners feel able to support our aims and aspirations via the recommendations we have made.

I am grateful to my fellow Working Group members for their time and efforts on this piece of work and I would particularly like to thank our support officers, Andrea Watts and Debbie Campbell, for their regular contributions and also for their assistance in producing this Final Report.



Councillor Catie Page

Lead Member of the Early Intervention and Prevention Strategy Working Group

Overview and Scrutiny Management Board



BACKGROUND TO THE REVIEW

Public Sector Reform

In recent years local government has experienced significant national changes in both its funding and in its policy agenda. This has required the Council to adopt a transformational approach to service delivery, together with other public sector partner organisations. As a result the role of the Council is inevitably changing and new operating models are emerging. At the same time, communities, residents, visitors and local people continue to have high expectations of public services and for those services to continue to be delivered in a way that they recognise. These changes, together with the continued high expectations of local residents, have presented the Council with significant challenges and in order to drive the change agenda forward, a series of projects have been developed, which includes Early Intervention and Prevention.

Early Intervention and Prevention (EIP)

The Council faces significant demographic and financial pressures. The purpose of this project is to create an approach that will enable early resolution to complex problems faced by people, thereby developing their resilience. This model will tackle the multiple needs of households in a joined-up way and at an earlier stage. There will be multi-disciplinary teams that will work with the voluntary, community and faith sector and other partners to deliver early intervention and preventative support.

Because of its size this project is broken down into three parts, although they are all part of a way of working and cannot be delivered separately. The three individual parts are as follows:-

Project	Work Package
1. The Most Vulnerable	1 a) Looked After Children Programme 1 b) Acute Wrap-Around Care Model
2. Locality Teams	2 a) Multi-Agency Working 2 b) Personalisation
3. A New Deal with Citizens	3 a) Enabling Our Community 3 b) Ways of Working (Culture and Behaviour Change) 3 c) Enabling Our Voluntary Community Faith Sector

The intention is to move away from separate services and the proposed changes are outlined as follows:-

- Creation of geographical based multi-agency / multi-disciplinary teams that integrate services and provide a single service response.



- Further development of a consistent and co-ordinated community model that gives a universal self-service, together with voluntary, community and faith provision.
- Development of an asset based approach to social care (Personalisation).
- Introduction of Acute Wrap Around services.

This will be achieved as follows:-

- Centralising teams and activities.
- Creating acute wrap around services.
- Investigating new fostering models for Looked After Children.
- Dividing Sefton into 3 geographical patches and bringing services, contracts and support together in those patches.
- Introduction of an asset based / outcome focused Resource Allocation system for all new assessments, care plans and direct payments.
- Co-production based on the overall vision of a new way of working with our communities in future.
- Jointly commissioning the voluntary sector in a different way to achieve an active approach to community capacity building and using data to focus resources.
- Mobilising people within their communities.
- Creating an infrastructure which encourages citizens to act as community ambassadors, taking a lead on local projects, in co-operation with the Council and other Partners.
- Supporting community groups to find investment opportunities to develop, grow and sustain themselves by securing further social investment from alternative sources.
- Creating an offer that is not reliant on buildings.
- Maximising the use of resources and reducing duplication of service offer and activity.

Once developed, this approach will enable the Council to ensure the right people are supported at the right time in the right ways. Where appropriate, the new approach will help people move out of acute services and receive support from the multi-agency teams in their own community instead, with the ambition to help them become more independent and able to manage their own care, with the support of those around them. New demand coming into the system will be diverted into the right level of support, rather than bringing demand into acute services. This will be proactive in addressing issues before they become problems.

This means that the Council will:-

- Begin to reduce the number of children who are most vulnerable.
- Move children to in-house fostering or place them for adoption in a timely fashion.
- Further reduce the number of children who are in specialist placements out of borough.



- Further reduce the number of adults requiring specialist support from the Council (both current and new demand).
- Reduce the number of children and young people transitioning into adult disability services.
- Further reduce the number of people relying on public services.
- Empower communities to develop independence.

In addition to the above, the Council will be working to:-

- Optimise the use of buildings across the public estate, developing a base (a location where people can access support) model that embraces agile working and avoids a “building based services mentality”, rather optimising access for the most vulnerable and targeted groups.
- Embrace digital technology.

The Council will take the lead in developing the model for Early Intervention and Prevention and will reform Council services on this basis. However, for the model to be at its best, it requires all public sector Partners to participate and the Council will continue to influence an approach that is based on the wider public sector working together. Core Partners have already indicated a good level of commitment to move to this model and schools are keen to be involved.

MEMBERSHIP OF WORKING GROUP

The Overview and Scrutiny Management Board agreed to review the cross-cutting topic of Early Intervention and Prevention and appointed the following Members of the Management Board to the Working Group, at its meeting on 19 July 2016:-

Councillors Les Byrom, Catie Page, John Sayers and Veronica Webster.

TERMS OF REFERENCE AND OBJECTIVES

The Working Group has undertaken a review of the emerging model of Multi-Agency Teams for early intervention and prevention, and considered the new model in light of:-

- its impact for communities, individuals, staff and stakeholders;
- its ability to deliver both efficiently and effectively;
- additional potential;
- locality working; and
- meeting increasing demand in a time of financial austerity.

The Working Group has undertaken the following methods of enquiry:-

- Consideration of presentations and other relevant documents;



- Interviews with Multi-Agency Teams and relevant public sector representatives; and
- Site visits to models of good practice, e.g. Life Rooms and Light for Life.

MEETINGS OF WORKING GROUP HELD

A summary of Working Group meetings and activity is outlined as follows:-

Date	Activity
• 8 November 2016	Appointment of Lead Member and a presentation on Early Intervention and Prevention: Developing a fit for the future way of working.
• 18 January 2017	Scoping of the review; discussion of theme(s) to be examined; discussion of key barriers to multi-agency working and how they could be overcome; consideration of background documents.
• 6 February 2017	Planning for meeting with potential witnesses and existing Multi-Agency Teams.
• 20 February 2017	Planning for meeting with Sefton Leadership Collaborative Multi-Agency Working Group and the Early Intervention and Prevention Overarching Programme Board; discussion of site visit to Light for Life premises, Southport.
• 6 March 2017	Attendance at Multi-Agency Working Group; receipt of a presentation on public sector hubs; and discussions with multi-project team.
• 23 May 2017	Attendance at Early Intervention and Prevention Overarching Programme Board and discussions with Officers on the Board regarding multi-agency teams.
• 12 June 2017	Presentation on “New Ways of Working”; feedback from site visit to Light for Life premises.
• 30 June 2017	Feedback discussion from the site visit to the Life Rooms, Southport.
• 19 July 2017	Information received on locality-based working and discussion on publicity for the Life Rooms, Southport.



- 28 September 2017 Receipt of information on the EIP 3 Programme; formulation of recommendations; and discussion on publicity for the Life Rooms, Southport.

In addition, Working Group Members undertook site visits to establishments, as follows:-

- 18 April 2017 Site visit to Light for Life premises, Southport and Southport Police station.
- 30 June 2017 Site visit to the Life Rooms, Southport.

BACKGROUND DOCUMENTS

Working Group Members considered the following documents during the course of their review:-

1. “Early Intervention and Prevention in Sefton – A Case for Change”.
2. “Senior Managers Conference: The Vision – Imagine Sefton 2030”.
3. “Early Intervention and Prevention: Developing a fit for the future way of working”.
4. “Delivering the Change”.
5. “One Borough, One Community – being London’s growth opportunity”.
6. “Pillars and Foundations: Next practice in children’s services”.
7. Litherland Prototype Update Report.
8. “The 21st Century Public Servant”.
9. Early Intervention and Prevention Programme EIP 3 - Update Report

KEY WITNESSES

Multi-Agency Working Group

Working Group Members attended a meeting of the Multi Agency Working Group in order to hear a presentation on public sector hubs and for discussions with the Multi-Agency Partnership Team. The Multi Agency Partnership Team was comprised of representatives and guests from the following organisations:-

- Sefton MBC;
- Merseyside Fire & Rescue Authority;
- South Sefton Clinical Commissioning Group;
- Department for Work & Pensions;
- Merseyside Police;
- Sovini;
- Sefton Council for Voluntary Service;
- Wigan Council; and
- Greater Manchester Police.

Early Intervention and Prevention Overarching Programme Board

Working Group Members attended a meeting of the Early Intervention and Prevention Overarching Programme Board in order to ask questions and hold discussions on multi-agency working and mobile/agile working.

The Early Intervention and Prevention Overarching Programme Board was comprised of the following officers from the Council:-

- Executive Director;
- Head of Communities;
- Head of Children's Social Care;
- Head of Regeneration & Housing;
- Service Manager, Health & Wellbeing; and
- Head of Adult Social Care.

Light for Life

Working Group Members attended a site visit to the Light for Life premises, Southport in order to obtain information about the work of the organisation, which was considered to be a model of good practice in terms of a multi-agency approach for early intervention and prevention. Members met with the Chief Executive and outreach workers of the Light for Life Organisation. Members also went on to Southport Police station to discuss the multi-agency approach for early intervention and prevention and met with a lecturer in Criminology at Southport College who worked with Merseyside Police via the Light for Life Organisation; the Chief Executive of the Light for Life Organisation; a Police Officer, an outreach officer from Light for Life; and a student from Edge Hill University who volunteered with the Light for Life Organisation.

Light for Life was commissioned by the Council to provide the Rough Sleeper Service for Sefton. Clients often faced multiple difficulties, including homelessness; debt; legal issues with landlords regarding tenants' rights; problems with anti-social behaviour, often within houses in multiple occupation; drug abuse and addiction; being coerced into certain behaviour; benefits being paid into other people's accounts; and health and mental wellbeing issues.



Life Rooms

Working Group Members attended a site visit to the recently opened Life Rooms, Southport, and part of Mersey Care NHS Foundation Trust, in order to obtain information about the work of the organisation, which was considered to be a model of good practice in terms of a multi-agency approach for early intervention and prevention. Members met with the Director of Social Inclusion and Participation, Mersey Care NHS Foundation Trust. The Life Rooms operated the Recovery College where users could learn more about supported recovery, living with and managing mental health conditions, or explore creative opportunities.

KEY FINDINGS AND CONCLUSIONS

1. At a time when GP practices are considering moves towards “super practices” or “super hubs”, and estates planning is currently being considered by the two Sefton Clinical Commissioning Groups (CCGs), the Working Group felt that a request should go to the Chief Officer for NHS South Sefton CCG, and NHS Southport and Formby CCG, to consider integration into Sefton Council’s hubs, or the adoption of a similar model. In many instances primary care services represent the first step for many of our most vulnerable residents in accessing services and shared facilities would assist in ensuring a more joined-up approach in future.
2. “Social prescribing” is a means of enabling primary care services to refer patients with social, emotional and/or practical needs to a range of local, non-clinical services, often provided by the voluntary and community sectors. Through interviews, site visits and also through their surgeries, Working Group Members considered that where GPs have the ability to work with other organisations to deal with a patient’s problems, this usually produces benefits to the patient. Consequently, the Working Group would recommend the Sefton CCGs to encourage GPs to offer social prescriptions, wherever practicable.
3. Although some of our public sector Partners have committed to integration within the Council’s hub model, to be rolled out in the near future, more is likely to be achieved if further Partners would consider integration into Council hubs, or the adoption of a similar model. The Working Group would recommend Partners to consider this.
4. During the course of the review, the Working Group discussed the role of Sefton Council for Voluntary Service (CVS) and its interactions with other smaller organisations, particularly given that the faith, community and voluntary sector is now providing services that were originally under the remit of the Council. The Working Group would like Sefton CVS to report to the



Overview and Scrutiny Management Board, in the first instance, to discuss the role of Sefton CVS and its interactions with other smaller organisations.

5. The Working Group recognised that there was a danger of smaller organisations viewing each other as “competition”, which could represent a “risk” where the Council had commissioned organisations to provide specific services. As part of its commissioning role the Council could request future contracts to contain requirements for such organisations to work together, in an integrated approach. This would represent better, more efficient service delivery.
6. Working Group Members heard that locality-based working and the hub model to be adopted by the Council within the north, south and central areas of the Borough was transforming the way “people based” services would be delivered in the future. Members were advised that “place based” services were not currently part of the model and this could be considered in the future.
7. At the conclusion of the review the Working Group heard that there is usually a standard recommendation within all Working Group Final Reports for a six-monthly monitoring report, setting out progress made against each of the recommendations. Members agreed that such a report should be submitted to the Overview and Scrutiny Management Board.

ACKNOWLEDGEMENTS AND THANKS

In producing this report on early intervention and prevention, acknowledgements and thanks are attributed to the individuals outlined below, for their time and input:

- ***The following officers from the Council:-***
- ***Charlotte Bailey, former Executive Director;***
- ***Andrea Watts, Head of Communities;***
- ***Various Heads of Service;***
- ***Debbie Campbell, Senior Democratic Services Officer;***

The following organisations:-

- ***Management and staff at the Light for Life premises;***
- ***Management and staff at the Life Rooms premises;***

Thanks must also go to the Members of the Working Group who have worked hard and dedicated a great deal of time to this review, namely:-





***Councillor Catie Page
(Lead Member)***



Councillor John Sayers



Councillor Veronica Webster

RECOMMENDATIONS

1. That the Head of Communities be authorised to:-
 - (a) Request the Chief Officer for NHS South Sefton Clinical Commissioning Group, and NHS Southport and Formby Clinical Commissioning Group, to:
 - (i) Consider the integration of primary care services into Sefton Council's hubs, or the adoption of a similar model; and
 - (ii) Consider encouraging Sefton General Practitioners to increase the use of social prescribing for patients, where appropriate.
 - (b) Request other public sector partners to consider integration into Sefton Council's hubs, or the adoption of a similar model.
 - (c) Request the Chief Executive of Sefton Council for Voluntary Service (CVS) to attend a future meeting of the Overview and Scrutiny Management Board, to discuss the role of Sefton (CVS) and its interactions with other smaller organisations.
 - (d) Explore the possibility of including a requirement for every future tender commissioned by the Council for other organisations to work together, co-operate and operate with an integrated approach, in the delivery of the services required.
2. That the Heads of Service for Communities, Regulation and Compliance, Locality – Provision and Locality Services – Commissioned, be requested to explore the possibility of transforming “place-based” services into the locality-based model, in the future.
3. That the Senior Democratic Services Officer be requested to liaise with relevant officers in order to ensure that the Overview and Scrutiny Management Board receives a six-monthly monitoring report, setting out progress made against each of the recommendations outlined above.



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