

# Report of the Chief Executive of Bradford Metropolitan District Council to the meeting of The Health and Wellbeing Board to be held on 26<sup>th</sup> November 2019

---

**H**

**Subject:**

All Age Prevention and Early Help

**Summary statement:**

This paper provides an outline to the All Age Prevention and Early Help project that was commissioned by the Health and Wellbeing Board.

---

Sally Fryer  
Superintendent

**Portfolio: Children and Families**

Report Contact: Supt Sally Fryer  
Phone: (01274) 376418  
E-mail:  
[sally.fryer@westyorkshire.pnn.police.uk](mailto:sally.fryer@westyorkshire.pnn.police.uk)

**Overview & Scrutiny Area:**

**Health and Social Care and Children's Services**

## 1. SUMMARY

- This paper requests members agree to support the design principles for Prevention and Early Help across Bradford District. This is a whole system approach that enables effective cross system working for the benefit of communities and those in need of support.
- It is also requested that agreement is given to support the progress of a number of work-streams including: the development of a district wide out of hours vulnerability information sharing unit and all age “front door” early help hub.
- The final work-stream is a prevention and early help pilot which will be run in the Keighley area of the District.

## 2. BACKGROUND

- 2.1.1 This work was initially commissioned by the Health and Wellbeing Board to consider how partner agencies could work together to support individuals and communities to address issues arising at an earlier stage. This would result in individuals being supported sooner; preventing escalation of issues to the point of crisis and supporting individuals could take ownership for their own solutions.
- 2.1.2 A mandate for All Age Prevention and Early Help was formally approved at the Health and Wellbeing Board on 24<sup>th</sup> July 2019 and aims and objectives agreed. These are attached at Appendix A.
- 2.1.3 Since the mandate approval, an All Age Prevention and Early Help Board has been established and meets on a monthly basis.
- 2.1.4 Through the board, a “Blue Print” has been developed and this was presented to the Health and Wellbeing Board Development Session on 23<sup>rd</sup> October 2019. This document was updated following recommendations from that discussion.
- 2.1.5 The proposed principles for an All Age Prevention and Early Help offer are highlighted below:
- We will put the person who needs support at the centre of everything we do.
  - We will invest in developing assets in communities and working collaboratively.
  - We will work around localities that make sense to the public, involving faith and voluntary sector in the joint delivery of services.
  - We will ensure people only tell their ‘story’ once and co-ordinate services around them.
  - We will promote the ‘three conversation’ model and utilise the strengths of an individual/family.
  - We will promote self-care and resilience with a consistent focus on wellbeing, prevention and early help.
  - We will always aim to ‘step down’ to universal support, wherever possible.
- 2.1.6 The “Blue Print” contains proposals that, if implemented, will allow for greater coherence and co-ordination of partner agencies for individuals in need of support. It will increase collaboration and put the person in need at the centre of discussions.

- 2.1.7 It is important to emphasize that each partner agency will still retain organisational autonomy and responsibility for their own areas of work, but the move to functioning in this way will allow all organisations to work together as a system to find the best approach for the individual / family / community whilst also creating efficiencies through processes and offering help at an earlier stage, thereby reducing demand on specialist services.
- 2.1.8 It is also expected that agencies will continue to build a common understanding around the continuum of need document for children and young people.
- 2.1.9 From the consultation already undertaken, there are 3 distinct pieces of work have been identified as priorities for this project, these are:

### **Out of Hours Vulnerability Unit**

- 2.1.10 There is an opportunity to join up the existing “out of hours” functions already operating within Bradford. Communication and information exchange between these services can be improved to create a multi-disciplinary out of hours team.
- 2.1.11 By physically or virtually connecting these services, when individuals come to notice (normally in crisis), the out of hours “unit” will have ready access to multiple systems.
- 2.1.12 This unit will assist practitioners or individuals around issues including: self-help, information, advice and guidance and appropriate data-sharing across agencies to provide an effective response.
- 2.1.13 The intention is to have a workable model in place by the end of March 2020.

### **One Front Door including Multi-agency Safeguarding and Early Help**

- 2.1.14 The ambition is to develop an all-age, one front door approach which can provide information, advice and guidance as well as assessment and a multi-agency integrated response when this is needed.
- 2.1.15 This will include the ability to share information between services to allow effective triage and co-ordination of resources to ensure that those who need support are quickly directed to the appropriate part of the system based on their needs.
- 2.1.16 Various partner agencies will be physically or virtually co-located and should be able to either to assist an individual to self-serve or abet access to services.
- 2.1.17 Following on from the Ofsted inspection of Children’s Services, significant work has already taken place to improve processes and practices to safeguarding children and young people and Children’s Services are fully committed to work towards the “Blue Print”.
- 2.1.18 This is a phased project due to its complexity, however it is expected to be delivered by October 2020.

## **Keighley Pilot : Proof of concept**

- 2.1.19 The importance of working together locally to maximise the use of community assets when helping individuals and families has been well documented in literature for Early Help. There is already a well established model (East, South, West, Shipley and Keighley) of locality working that currently operates across the district.
- 2.1.20 It is proposed that each locality will have an all all-age centre which will co-ordinate and network across local services, and allow different agencies to come together and focus on family relationships and reducing poverty.
- 2.1.21 A key function of the centres will be to bring tasking arrangements together so that concerns around “place” can be discussed as a collective with elected members.
- 2.1.22 The proposal retains current structures of governance of both Place and Community Partnerships whilst also developing closer interconnectivity through key individuals in Community Partnerships or Wards proactively making connections when discussing locality issues.
- 2.1.23 To support this interconnectivity, a joint All Age Prevention and Early Help Leadership Team for each area will be formed and they will be responsible for developing strategy and priorities across each constituency. Listening to the voice of that community will allow the creation of a stronger asset base and will build civic resilience.
- 2.1.24 Existing provisions and services will continue to be mapped, understood and then a programme of change commenced as required to deliver the needs of that community. This is not about reducing the number of third sector / public organisations but supporting greater interconnectivity between the two.
- 2.1.25 Separate multi-disciplinary Safeguarding meetings will also take place with the more delicate discussions in line with GDPR and safeguarding guidelines. This will pull current meetings together wherever possible to provide more co-ordination and less duplication of effort.
- 2.1.26 These centres will adopt a “whole family” approach and will take responsibility for managing cases that have been allocated to them from the multi-agency front door, cases that may have been “stepped-down” to universal services as well as those who may have come to the attention of services in the Place based forums.
- 2.1.27 A significant work-stream to allow delivery of this pilot is workforce development and enabling a culture of integrated system working to flourish. A multi-agency training programme that incorporates inputs around taking an asset based approach, awareness of adverse childhood experiences and trauma as well as the 3 conversation model will be developed to support staff across the system to deliver this pilot.
- 2.1.28 Terms of Reference, operational principles, membership and location base within the pilot area will be developed in time for the pilot to go live by March 2020. The evaluation will commence in summer 2020.

2.1.29 The pilot will continually evolve, exploring learning and what works. This will be evaluated prior to a decision regarding implementation across all of Bradford District.

### **3. OTHER CONSIDERATIONS**

3.1.1 There are a number of other projects and programmes that cross cut the Early Help and Prevention project and a full interdependency mapping exercise will be conducted to understand the impact and connectivity between these. One of the main areas for consideration so far has been the disparity between area boundaries for Wards, Community Partnerships and Primary Care Networks. Each of these have multiple methods of geographical alignment, however this should not be seen as a barrier as there is a strong commitment to work across these boundary areas by the people involved and existing arrangements are in place to manage such issues. The Keighley pilot will explore this in more detail and build on existing operational working practices.

3.1.2 There are a number of existing support / assets / services that are already in place in the pilot area. These facilities are all contained within a key word searchable database and can be mapped geographically. Additional services and locations will be added to this database to create a richer picture as the pilot progresses. If required during the course of the pilot, an additional detailed piece of work can be commissioned to GIS map all current services using this technology.

### **4. FINANCIAL & RESOURCE APPRAISAL**

4.1.1 A separate request for Project and Administrative support has been submitted to support the progress the project, this will be in the form of existing colleagues working within the system dedicating time to this work.

### **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

There is an existing programme governance structure in place for the Early Help and Prevention programme. The programme currently reports to the Health and Well Being Board through the All Age Prevention and Early Help Board which is made up of representatives from key stakeholders. The 3 main work-streams highlighted in the body of this report sit beneath this and that structure is in the process of being created. A governance structure is shown in Appendix B. The programme will have support from a Project Manager and will be overseen utilising project management methods.

### **6. LEGAL APPRAISAL**

6.1 Legal advice is continually being sought as issues arise.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

- It is anticipated that this work will impact positively on equality and diversity. There are 3 distinct elements to this work by providing support to individuals at an earlier stage through a genuine partnership working model.
- The pilot in Keighley will allow us to map out the different characteristics of people who are being supported during this phase of work, the expectation is that this will support equality of access to people with protected characteristics.

### **7.2 SUSTAINABILITY IMPLICATIONS**

- This work is broken into three main elements, one is out of hours, all age front door and finally a pilot in Keighley looking at proving all-age prevention and early help.
- The Out of Hours work stream will be looking at existing provision and identifying how this provision can be more aligned and better co-ordinated to facilitate the exchange of information in an individual's time of need. This element is anticipated to provide more efficient ways of working and sustainability through the reduction of duplication and resources.
- The all-age "front door" again intends to create more effective ways of operational practice that again should bring efficiencies.
- During the evaluation of the Keighley pilot, a full exploration of the resource required to facilitate this new way of working will be identified and an assessment made as around the feasibility of expanding this practice across the whole District.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

None identified

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

Throughout the course of this work, the project will engage with the colleagues based in the Community Safety Partnership to understand any unanticipated impacts.

### **7.5 HUMAN RIGHTS ACT**

- Early Help and Prevention work is holistic, consent based partnership working with communities and individuals in accordance with GDPR guidelines. A review of the current Information Sharing Agreements will take place shortly to ensure they adequately outline the responsibilities of partners around the issue of consent.

### **7.6 TRADE UNION**

None identified.

## **7.7 WARD IMPLICATIONS**

All Wards would be covered by the first two elements, the District wide out-of-hours unit and the all-age one front door. Initially only Keighley would benefit from the pilot project and stakeholder engagement has already begun within these wards.

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

It is anticipated that the work under this programme umbrella will impact positively on looked after children. The aim is to get people help earlier and in a more co-ordinated way. Although this is not targeted at these children, it is likely that they will be a sub-set of the people who benefit from this work. This aspect will be monitored and will form part of the evaluation after implementation.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

A privacy impact assessment will take place once the operational model has been determined.

## **8. NOT FOR PUBLICATION DOCUMENTS**

- None

## **9. OPTIONS**

- Not applicable

## **10. RECOMMENDATIONS**

- It is recommended that the Health and Wellbeing Board:
  - Supports the formation of a District wide out-of-hours co-ordinated function.
  - The formation of a District wide all age “front door” hub.
  - A pilot to be run in the Keighley area with the creation of a locally based all-age Prevention and Early Help Centre which will have 3 related work-streams, Place, People and developing integrated locality services. This will then be evaluated with a view to roll out District wide if successful.
  - A commitment to supporting the Early Help and Prevention project from the board.

## **11. APPENDICES**

- List the appendices to the report with a brief description of each.
  - Appendix A – Aims and Objectives of this work
  - Appendix B – Governance structure of the work

## 12. BACKGROUND DOCUMENTS

➤ Nil

## Appendix A

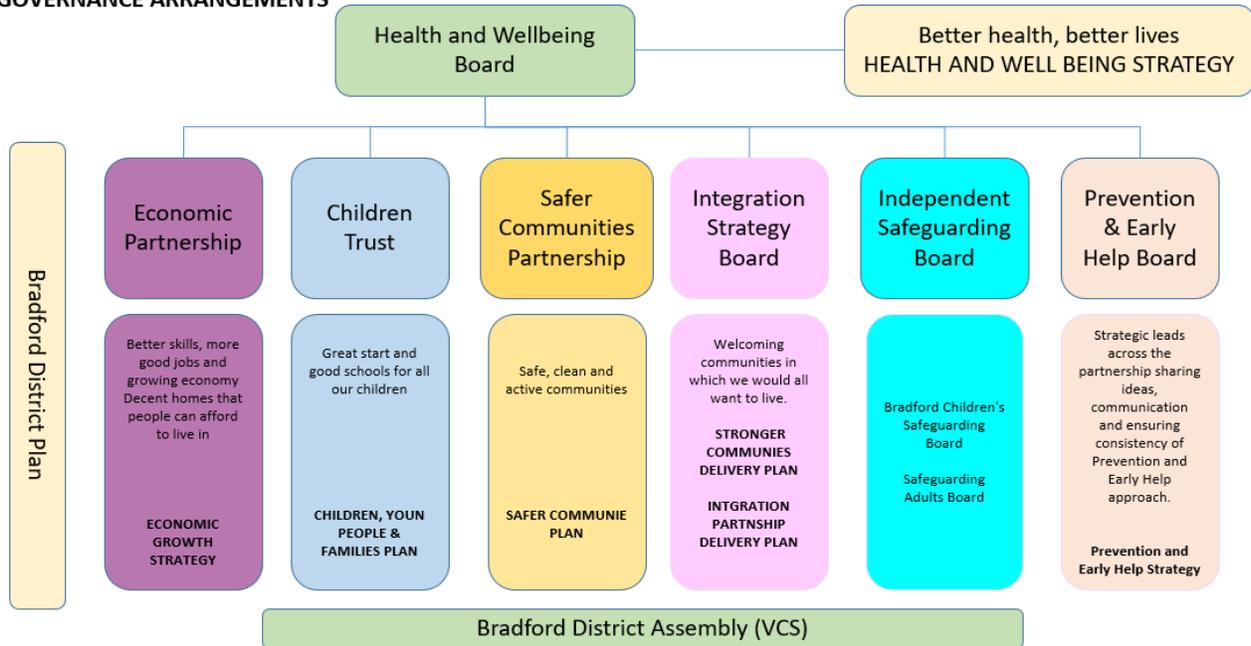
The Aims and Objectives listed in the mandate, were:

- Develop a system-wide vision and corporate principles and values for operating/delivery, aligned with wider partnership plans (e.g. Vision 2024).
- Develop an outcomes based performance framework that acknowledges the individual priorities of each partner but seeks to synergise the system approach in Bradford, underpinned by a commonly agreed framework for assessment of need.
- Undertake a review of existing governance, structures and networks at a locality level to rationalise the demands placed on organisations and to prevent duplication of activities. This will include considerations for the overall governance of Prevention and Early Help and the interconnectivity between its different elements.
- Develop how we map community anchors and seek to improve commissioning of community based preventative and early help solutions to maximise the local offer in conjunction with communities. Ensuring funds are used to meet the needs of those who require help, to enable support and grow capacity.
- Consider access points into the system, from informal advice through to targeted intervention.
- Review information sharing arrangements and processes to allow and support the sharing of information (subject to relevant legal gateway) to enable an effective system response to individuals who require enhanced levels of support.
- Identify the needs and opportunities for cross-system training to ensure a consistent effective response to the needs of our communities.
- Look at the opportunities for the alignment and co-location of place-based, cross-organisational teams. Supporting a 'shift to the left' and building strength and resilience.
- Develop a cross sector suite of sign posting options so that community members can help themselves. This will provide clear pathways of support for community members to enable development of sustainable solutions. It will also give ownership back to communities for them to support and make sustainable good life choice.

*NB – the above is not a hierarchical order.*

# Appendix B

## BRADFORD DISTRICT PARTNERSHIP GOVERNANCE ARRANGEMENTS



VO.2

## Early Help & Prevention Programme Governance

