

ANNEX 1

Meeting	Cabinet Resources Committee
Date	27 September 2012
Subject	Early Intervention and Prevention Strategic Outline Case
Report of	Director of Adult Social Care and Health and Interim Director of Children’s Service
Summary	This report asks the Committee to approve the Strategic Outline Case, including budget to progress the development of an Outline Business Case, for the Early Intervention and Prevention project.

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Status (public or exempt)	Public
Wards affected	All
Enclosures	Appendix – Strategic Outline Case
For decision by	Cabinet Resources Committee
Function of	Executive
Reason for urgency / exemption from call-in (if appropriate)	Not applicable

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1. RECOMMENDATIONS

1.1 That Cabinet Resources Committee approves the Strategic Outline Case for the Early Intervention and Prevention project.

1.2 That Cabinet Resources Committee approves the budget for this stage, as set out in paragraph 6.3.

2. RELEVANT PREVIOUS DECISIONS

2.1 Cabinet, 6 May 2008 (Decision item 5) approved the establishment of the Future Shape of the Organisation¹.

2.2 Cabinet, 3 December 2008 (Decision item 5) approved the programme structure for the next phase of the Future Shape programme and that a detailed assessment of the overall model for public service commissioning, design and delivery should be undertaken.

2.3 Cabinet, 6 July 2009 (Decision item 5) approved that three principles would be adopted as the strategic basis for making future decisions:

- a new relationship with citizens;
- a one public sector approach; and
- a relentless drive for efficiency

It also approved a phased approach to delivering the Future Shape Programme and immediate consolidation of activity in the areas explored by the property, support and transact groups.

2.4 Cabinet, 21 October 2009 (Decision item 8) approved plans to implement the Future Shape programme – now known as One Barnet.

2.5 Cabinet, 20 February 2012 (Decision 6), recommended to Council the approval of the creation of five new 'Strategic Reviews' as part of Business Planning for 2012/13 to 2014/15.

2.6 Council, 6 March 2012 (Decision 9), approved the Cabinet's recommendation of 20 February (cf paragraph 2.5, above).

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

3.1 The table below shows how the project fits with the Council's corporate objectives:

Better services with less	• Potential for significant reductions in spend,
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¹ The Future Shape programme has been renamed One Barnet Programme. The relevant previous decisions shown refer to meetings held before this change.

money	<p>particularly in ASCH and Children's Service, without withdrawing support for residents.</p> <ul style="list-style-type: none"> • Intervening earlier or preventing people from spiralling towards chaos is less traumatic for individuals, communities and the public sector. • Supports, and does not duplicate the work done in both the safeguarding of vulnerable children and adults, and the investment in early intervention and prevention for children and families discussed in the corporate plan. • Should support our ability to respond to the changing needs of residents.
Sharing opportunities, sharing responsibilities	<ul style="list-style-type: none"> • The project places a heavy emphasis on partnership working across the public sector in the Borough. This includes the voluntary sector as well as residents and other local organisations. • Includes activity to support residents to live healthy and independent lives. • Aims to eventually support all children attending a school in Barnet.
A successful London suburb	<ul style="list-style-type: none"> • The project seeks to support the regeneration and development of the Borough by improving the Council's ability to undertake predictive modelling of future need.

3.2 Other Corporate Strategies and Plans

3.3 Barnet Children and Young People Plan

3.4 The Children and Young People Plan 2012 Update includes a range of early intervention and preventative measures across social, physical and mental/emotional health outcomes in order to support its key priorities:

- Ensuring the safety of all Barnet's children
- Narrowing the gap for children at risk of not achieving their potential
- Preventing ill health and unhealthy lifestyles

3.5 The project will support Children's Service to achieve its plan, without duplicating the work of its core functions. In particular, workstream 2 will focus on wider outcomes for children in order to support them to achieve their full potential.

3.6 **Keeping Well, Keeping Independent**

3.7 The draft “Keeping Well, Keeping Independent” Strategy for Health and Wellbeing 2012-2015 aims to reduce health inequalities across the Borough by tackling both the social determinants of poorer health and the delivery of integrated health and social care services. It states that it believes that “prevention is better than cure” and aims to help people help themselves and their families to lead healthy and independent lives. The Health and Wellbeing Board is due to approve the Strategy on 4 October 2012.

3.8 The project will support the Health and Wellbeing Board to achieve its objectives by improving partnership working and information sharing in the Borough. It will also examine what can be done to support positive outcomes across all ages whilst making financial savings for Children’s Service and Adult Social Care and Health (ASCH) during 2015-18.

3.9 **One Barnet Wave 2**

3.10 The Early Intervention and Prevention (EI&P) project forms part of the One Barnet Wave 2 programme of projects:

- Early Intervention and Prevention
- Community Safety
- Sport and Physical Activity
- Waste
- Health and Social Care Integration

3.11 The Wave 2 projects all contain some element of early intervention and prevention. For example, the Sport and Physical Activity project aims to increase levels of physical activity in the Borough, in order to improve health and wellbeing. Health and social care integration aims to develop a more rounded and effective service that will prevent issues escalating into expensive crises.

3.12 The Early Intervention and Prevention project is different from its peers in that it is the only Wave 2 project to examine the delivery of outcomes in a cross-cutting manner rather than a topic-based one. It therefore underpins the other Wave 2 projects as well as supporting the work of ASCH and Children’s Services.

3.13 **Central Government Objectives**

3.14 The publication of a range of government reports including the reviews by Graham Allen MP into the benefits of intervening early with vulnerable children², the Marmot review³, and the Department of Health’s public health

² Allen, Graham MP. Early Intervention: The Next Steps. HM Government, January 2011
Allen, Graham MP. Early Intervention: Smart Investment, Massive Savings. HM Government, July 2012

³ Marmot, Michael. Fair Society, Healthy Lives. HM Government, 2011

outcomes framework⁴ reflect a shift in government thinking towards “prevention is cheaper and better than cure”. This is perceived to be true for both health and social care outcomes.

4. RISK MANAGEMENT ISSUES

4.1 There follows a list of the open risks on the Early Intervention and Prevention strategic outline case, together with their agreed mitigations:

Risk Description	Controls in Place
Workstream 1 We cannot find any GP practices willing to take part in Workstream 1.	Project Manager to liaise with NHS NCL and arrange for locum payments to allow GPs to take part in the project.
Workstream 1 A poorly designed interaction results in no commonality of response in terms of problems or opportunities.	The framework developed for the project will be checked by the project manager and project board before it is signed off by the Operational Lead. It will be tested on teams that are not involved in the project.
Workstream 4 Data on the extent of the effect of particular assets, and how they might interact, either does not exist or cannot be easily made available. If this is so, it will not be possible to build a truly sophisticated database that would allow us to model the true value of our existing assets.	As part of the work on the strategic outline case, the project team will review whether or not academic data on the effects of assets, and how assets interact exists and can be made available.
Workstream 4 There is no database available that can be used for the toolkit, and it proves to be too expensive to develop one.	As part of the work on the strategic outline case, the project team will carry out research into current database tools in order to inform eventual recommendations for the toolkit.

4.2 These risks will be assessed and managed in accordance with the Council’s project management methodology.

4.3 The Early Intervention and Prevention Project Board and the One Barnet Programme Board will provide appropriate escalation routes.

⁴ Department of Health. Improving outcomes and supporting transparency. A public health outcomes framework for England, 2013-2016.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 The Council and all other organisations exercising public functions on its behalf are required under the Equality Act 2010, to have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act; advance equality of opportunity between those with a protected characteristic and those without; promote good relations between those with a protected characteristic and those without. The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. It also covers marriage and civil partnership with regard to eliminating discrimination.
- 5.2 Any proposed programme of work resulting from this strategic outline case will be assessed for equalities impacts, according to the Council's methodology.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 In order to support the Council's financial planning, the strategic outline case stage will review where early intervention and prevention initiatives could contribute to savings in Adult Social Care and Health and in Children's Service over the longer term. It will estimate what these could be.
- 6.2 It is generally accepted that the financial benefits of implementing early intervention and prevention projects tend to be longer term and do not always accrue to the organisation carrying out the work. The strategic outline case will therefore, in addition to estimating the financial benefits to the Council of particular pieces of work, look to see how they can be made financially sustainable. Where it is appropriate to do so we will seek financial commitments from partner and other organisations who will benefit from the work.
- 6.3 The budget for the production of outline business cases for the four workstreams described in the strategic outline case is as follows:

Staff costs	£36,701.36
External costs	£189,675.00
Grand Total	£226,376.36

- 6.4 The project will be funded from the Council's transformation reserve.
- 6.5 Council services that will play an active role in the strategic outline stage of the project are:
- Regeneration
 - Children's Service Early Intervention and Prevention Teams

- Adult Social Care and Health Mental Health and Enablement Teams and Commissioners
- Public Health
- The Strategy Team

6.6 The Council currently runs a number of initiatives across Adults and Children's services around early intervention. Workstream 3 within the strategic outline case considers new approaches to early intervention. Where new solutions are demonstrated to be more effective than current provision, this data needs to be used systematically to inform budgeting and commissioning decisions over the period 2015-2018. This will require analysis of current spend and the effectiveness of this expenditure to be carried out.

7. LEGAL ISSUES

7.1 None save those already referred to in the report. Specifically the equalities duties set out in s149 of the Equality Act 2010 and the requirement to have 'due regard' to the matters referred to.

8. CONSTITUTIONAL POWERS

8.1 The Council's Constitution, in Part 3, Responsibility for Functions, paragraph 3.6 states the terms of reference of the Cabinet Resources Committee including "approval of schemes not in performance management plans but not outside the Council's budget or policy framework".

9 BACKGROUND INFORMATION

9.1 Defining "Early Intervention and Prevention"

9.2 Work has been undertaken to establish the Council's definition of "early intervention and prevention" as the term is used very widely in different contexts. The agreed definition, approved by CDG, can be found in the attached strategic outline case.

9.3 Defining Our Aspirations

9.4 The Council has developed its aspirations for the provision of early intervention and prevention services across the Borough as a whole. Workstream 1, the Innovation Framework, will examine current provision against these pillars and they provide the touchstone for all the other workstreams. The pillars can be found in the attached strategic outline case.

9.5 **Review of Existing Provision**

9.6 A high level review of some of the planned and existing activity within the Borough discovered that there is an enormous amount of effort already directed at prevention with a very wide range of client groups. Much of this involves partnership working with and by the Police, Barnet Homes, ASCH, Children's Services, Schools, GPs, Public Health, Barnet Enfield and Haringey Mental Health Trust, JobCentre+, environmental services and the voluntary sector. The review's findings can be found in the attached strategic outline case, and have led to the four workstreams described within that document. The workstreams have been submitted to and approved by the One Barnet Programme Board.

9.7 **The Project's Relationship with Existing Council Programmes of Work**

9.8 The project will not duplicate the work currently being carried out by Council departments. Instead, it will support existing programmes such as the Troubled Families teams by improving the environment in which they operate and hence help to increase the results that they can deliver.

9.9 It will build on what the Council has learnt in the setting up and delivery of the Troubled Families programme. For example, it will use the information gathered on cost avoidance to inform value for money evaluations. It will also seek to develop joint funding of new work, potentially through community budgets (although other avenues may be explored).

10. **LIST OF BACKGROUND PAPERS**

10.1 Early Intervention and Prevention Strategic Outline Case.

Cleared by Finance (Officer's initials)	JH/MC
Cleared by Legal (Officer's initials)	LC