

**Wiltshire Council**

**Children's Select Committee**

**25 October 2022**

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## **WILTSHIRE FAMILIES' AND CHILDREN'S TRANSFORMATION PROGRAMME**

### **Executive summary**

This report provides an update to the Children's Select Committee on the Families and Children's Transformation (FACT) Programme including the current plan and key priorities following the Covid pandemic, the governance and systems in place for monitoring and reporting of projects and their implementation and the key milestones in the programme for the next 12-18 months.

### **Proposal**

That the committee:

1. Notes the updates since the last report to Children's Select Committee in March 2020

### **Reason for proposal**

The Families and Children's Transformation (FACT) Programme is a multi-agency initiative designed around the systemic integrated practice model that is framed around the principles of prevention and early intervention. The approach is underpinned by building resilience in our communities to enable families to care effectively for their children and to achieve the best possible outcomes.

As a transformational partnership programme, the benefits from the work undertaken will be shared across the whole system improving outcomes for the people of Wiltshire.

This is a regular update to the Children's Select Committee on progress and future milestones.

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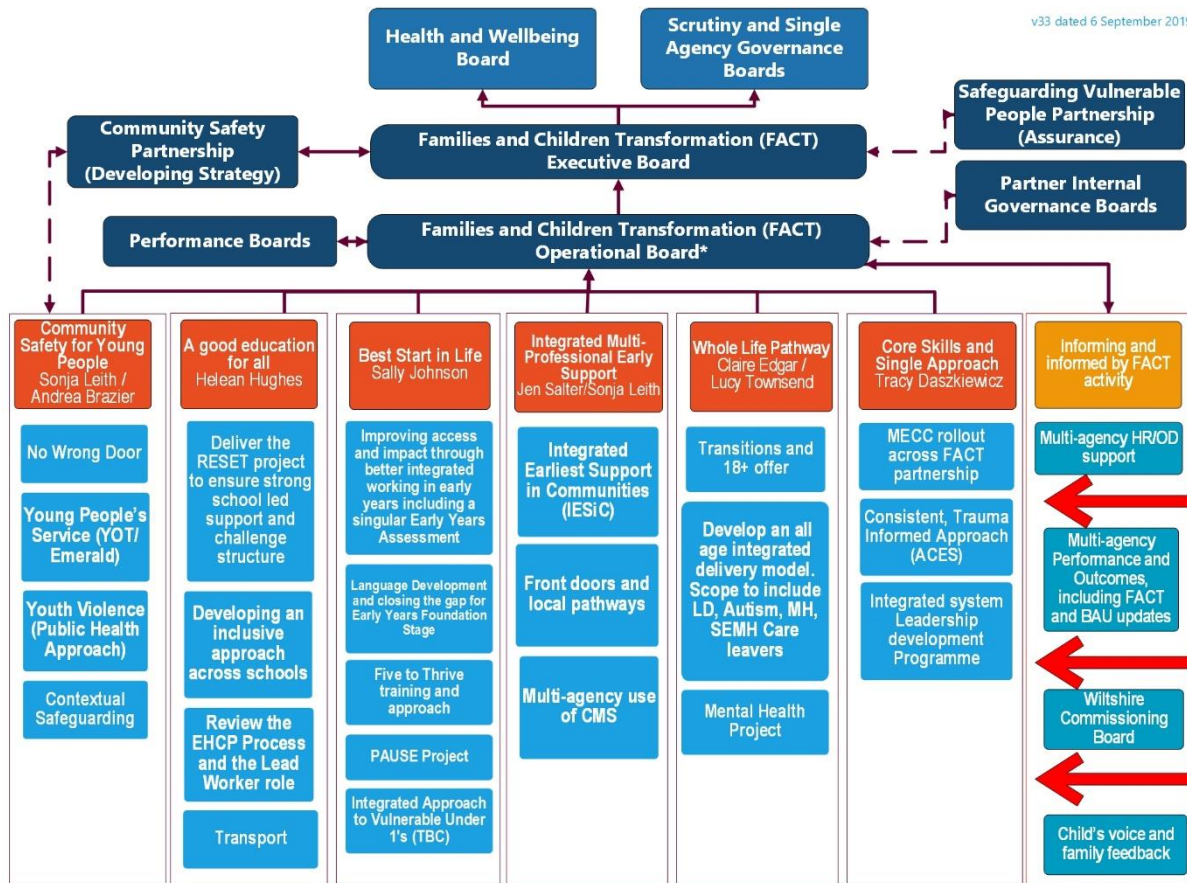
## **Families and Children's Transformation (FACT) – Programme Update**

### **Purpose of report**

1. This is a regular update to the Children's Select Committee on progress and future plans.
2. This report provides an update to Children's Select Committee on the Families and Children's Transformation (FACT) Programme including the current plan and key priorities following the Covid pandemic, the governance and systems in place for monitoring and reporting of project and their implementation and the key milestones in the programme for the next 12-18 months.

### **Background**

3. The Families and Children's Transformation (FACT) Programme was initially set up in early 2018 to deliver whole system change based on a set of five driving principles.
4. The programme was restructured towards the end of 2018/early 2019 following completion of several elements of the programme and a partnership event which identified key shared priorities.
5. In early 2019 the partnership Programme Board was re-organised into an Operational Board and Executive Board to facilitate a greater level of transparency of programme decision making. This structure still represents the current governance model for the programme.
6. The programme submitted a report to the Children's Select Committee in [March 2020](#) which provided background to the programme to that point and set out the priorities for each of the workstreams included in the programme at that time.
7. The workstream structure at that time is set out below:



\*To ensure link-up, the FACT Programme Lead sits on both WESB, WETB and ASC Transformation Boards

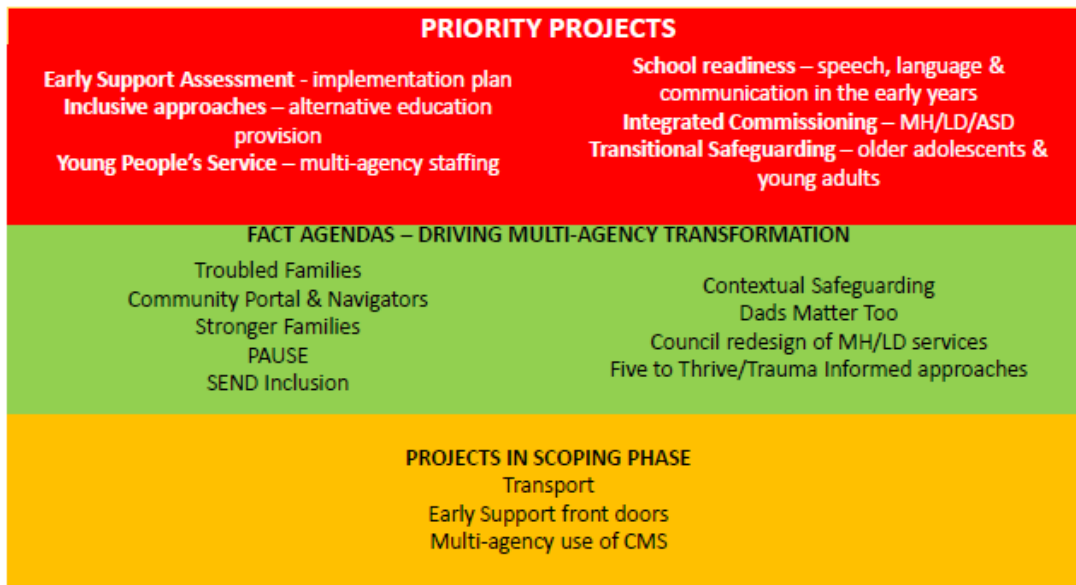


8. The new FACT Programme Lead, Simon Thomas joined the programme in February 2020.
9. When the Covid pandemic began, the FACT Programme was paused from March 2020 until July 2020 and resource diverted to support the immediate response including the setup of the Wellbeing Hub.
10. The programme restarted in August 2020 and a re-prioritisation process was begun with the Operational Board to consider future priorities in the post-pandemic landscape.

**Main considerations for the committee**

11. From the prioritisation process with the Operational Board during summer and autumn 2020 the projects within the red area in the following diagram were identified as key priority projects for the programme:

# PROGRAMME STRUCTURE



12. Updates for each of the priority projects is set out below.

## Early Support Assessment

13. An implementation plan was put in place to deliver the Early Support Assessment (ESA) which has replaced the Common Assessment Framework (CAF) as the tool to identify a child or family’s need for early help. The ESA went live in October 2021 and a multi-agency group has been monitoring the quality of the ESAs received as well as the number and conversion rates. An audit report is due to be presented to the Operational Board in November 2022 and it is anticipated at this point that the project will be transitioned into business as usual. There will, however, be further monitoring through the Family Help project which will be discussed later on in this paper.
14. The original aim of the project was to implement the new ESA document as a replacement for CAF. This element is due to be considered at the November FACT Operational Board with a view to closing this element down as a distinct project. There will, however, be further monitoring of the impact and quality assurance aspects through the Family Help project which will be discussed later on in this paper.

## Inclusive Approaches

15. New service level agreements have been put in place for alternative educational provision for Secondary School age students and groups implemented to review the effectiveness of the agreements. Guidance for schools and providers has been produced and updated onto Right Choice which is the portal for guidance, good practice and policy for schools. Models for supporting inclusion with primary schools are being explored and the Behaviour Support Service model of delivery has been simplified to focus on building school capacity.
16. This project is being driven through and is reporting in the first instance to the Wiltshire Learning Alliance with updates to FACT Operational Board for

information. Where relevant, early intervention aspects of the project will feed into the Family Help developments.

17. This project aims to improve the quality of Alternative Provision and to ensure that pupils that require temporary variation to their educational provision receive effective support that enables them to return to mainstream provision at the earliest possible point. The project is intended to reduce permanent and fixed term school exclusion.
18. Outcomes – Monitoring and reporting is undertaken via the Wiltshire Learning Alliance

<b>Permanent exclusion</b>		<b>Fixed term exclusion (suspension)</b>	
<b>Primary Schools</b>	<b>Secondary Schools</b>	<b>Primary Schools</b>	<b>Secondary Schools</b>
For 2020/21, Wiltshire was ranked 10 of 156 Local Authorities by the DfE and is in Quartile Banding A with regard to low rates of permanent exclusion.	In 19/20 and 20/21 no secondary aged pupils have been permanently excluded	Wiltshire was ranked 142 of 156 Local Authorities by the DfE and is in Quartile Banding D with regard to low rates of primary school suspensions. While the numbers of primary suspensions has remained higher than those within the comparative groups for the past 5 years, the gap has narrowed each year.	Wiltshire was ranked 71 of 156 Local Authorities by the DfE and is in Quartile Banding B with regard to low rates of secondary school suspensions. While the numbers of secondary suspensions has remained lower than those within the comparative groups for the past 5 years, the gaps narrowed during 2019/20 and 2020/21.

### **Young People’s Service**

19. The Young People’s Service was developed through the integration of the Youth Offending Team and the Emerald Team during 2019/2020 initially as a FACT project. The final remaining element when the programme was reprioritised were discussions around a particular element of multi-agency resource. Those discussions were concluded and the Operational Board signed off the transition of the project into business as usual in January 2022.
20. The effectiveness of this service is now monitored and measured through the business as usual Performance and Outcome Board within Families and Children.

21. **School Readiness – Speech, Language and Communication in the Early Years**
22. A project group was formed and progressed work to develop an integrated approach to 2-3 year old developmental reviews which was soft launched in October 2021.
23. Cascading of Five to Thrive and Trauma Informed Practice in the early years has continued and will form part of the discussions around the Family Help workforce development framework moving forwards.
24. A campaign was planned to promote take up of the 2 year old funding which involved students from Chippenham College.
25. The project group also developed materials to run a campaign around the Home Learning Environment – developing a system-wide approach that empowers families, and in particular low income families, to promote positive interactions and communication in and around the home from conception through to their children starting school. This included responding to feedback from parents and the development of a 0-5 year pathway.
26. Further development within the project has been paused whilst the development of the Family Help Project scope was undertaken and it is intended that the ongoing work is subsumed and completed as part of that project.
27. The project and associated monitoring is currently being integrated within the wider FACT Family Help project. It is anticipated that the key indicator will be the percentage of children with Good Level of Development at end of Reception year.

### **Joint Working (formerly Integrated Commissioning)**

28. Following review of the scope of this project and other existing multi-agency discussions around mental health, learning disabilities and autism, this project changed to a FACT monitoring agenda item and is being overseen by the Wiltshire Mental Health/Learning Disability/Autism Group meeting and in line with decision making with the newly formed Integrated Care Board and the Health and Wellbeing Board. These arrangements encompass the commissioning and delivery of CAMHS and associated provision.

### **Transitional Safeguarding**

29. Transitional Safeguarding is an emerging discipline that seeks to provide an approach to safeguarding practice for adolescents crossing into early adulthood (defined as age 16-24). Approval was received to run a 'proof of concept' where partners committed to developing, trialling and evaluating new ways of working with a defined cohort of young people/adults who are most vulnerable in this context as well as looking at how whole system change might be achieved relating to Transitional Safeguarding.
30. A Transitional Safeguarding Co-Ordinator was appointed to run the proof of concept which formally started with a launch event in January 2022 and a multi-agency Creative Solutions Board was established for case discussion in this space. The proof of concept is due to run until March 2023 and a final report and

recommendations on the future of the Wiltshire approach to Transitional Safeguarding is due in early 2023.

31. An interim report was completed in September 2022 and key points are listed below.

What has worked?

- a. Increased understanding of Transitional Safeguarding as a concept and why it needs a multi-agency system-wide response
- b. Increased awareness of the lived experience of young people in this cohort, including young people's direct participation within the project
- c. Roll out of a focussed multi-agency workforce development offer
- d. Increased collaboration between multi-agency partners at strategic and operational levels
- e. New opportunities to access mentoring provision for this cohort

What challenges remain?

- f. Further developing and offering information and training on Transitional Safeguarding in a range of ways
- g. Increasing take up of the mentoring offer
- h. Further enhancing mechanisms to seek out and act upon the voice of young people
- i. Securing wider partner engagement within the Core Practitioners 'Champions' group and Consultation Forum
- j. Reflecting on our practice and intervention to share and embed good practice
- k. Ensuring mechanisms for understanding impact are robust

32. Outcomes (first report due as part of proof of concept phase at end of March 2023):

- a. To increase stability of housing: ensuring that young people within the transitional safeguarding cohort have consistency of accommodation thereby preventing the risk of frequent placement changes and/or homelessness
- b. To improve accessibility and transitional pathways to Adult and Third Sector Services: enabling young people to access holistic services which consider their needs in context and in line with their individual circumstance. To enable a reduction in dependency on statutory services, identifying areas where support for young people could be provided by third sector services.
- c. To improve the outcomes of young adults transitioning through Motiv8 and Turning Point: to monitor the treatment journeys of young people accessing Motiv8 or Turning Point from within this cohort
- d. To reduce demand and impact on Wiltshire Police: to prevent frequent callouts to young people for anti-social behaviour

33. Alongside the delivery of these priority projects, the Operational Board has also worked on reviewing the post-covid system wide impact to identify further key priorities. The Board identified 3 key areas:
- a. Behaviour that Challenges

- b. SEND waiting lists
- c. Family Help

### **Behaviour that Challenges**

- 34. A multi-agency task and finish was formed to review this issue. There are varying definitions of behaviour that challenges amongst services and the scope of what was included has been discussed by the group. It was agreed at FACT Operational Board that this strand of work should be embedded within the Family Help project.

### **SEND waiting lists**

- 35. A multi-agency task and finish group was formed to review this issue. Early in 2022 the group presented back to the Operational Board with a recommendation that the Local Area SEND Self Evaluation Framework (SEF) was being developed with multi-agency partners and this process needed to be completed prior to any further gaps being identified. This process is being overseen by the SEND Strategy Board and as the SEF is now finalised any further actions required by the FACT Programme will be fed in by the appropriate representative.

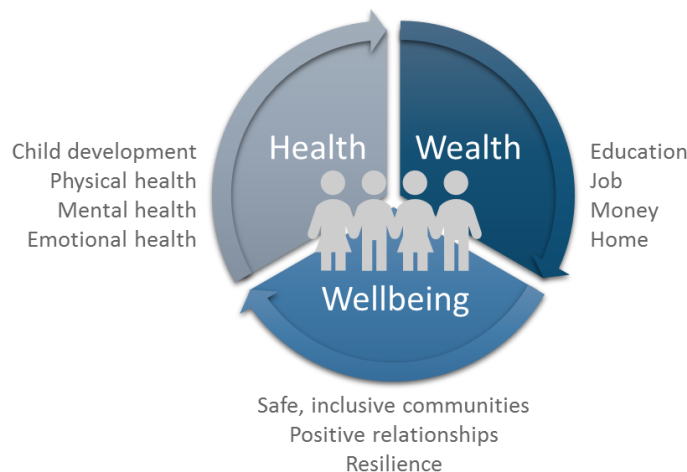
### **Family Help**

- 36. Whilst there are significant strengths in the partnership delivery of support and services at the Early Help level, conversations within the FACT partnership and feedback from families suggest there are opportunities for development particularly in terms of system-wide collaborative approaches.
- 37. The FACT partnership has agreed to use the term 'Family Help' to stress that the focus is on working with families and to avoid historical confusion associated with the term 'Early Help'.
- 38. The project will draw in the issues identified within the Early Support Assessment described in paragraph 13 of this report as well as responding to partner and family feedback which includes reference to the following opportunities:
  - a. Enhancing capacity in the system for practitioners to take on the role of Lead Professional
  - b. Increasing consistency in the system-wide approaches to holistic whole family practice
  - c. Ensuring cohesion where multiple agencies are involved with the same family
  - d. Clarifying the system-wide Family Help offer
  - e. Increasing the flexibility in terms of how/when/where families are able to access support
  - f. Ensuring coherence between 'youth offer' and Family Help – this strand of work will be informed by the Task Group activity being undertaken in conjunction with Area Boards.
- 39. The ultimate aim of Family Help is to enable children, young people and families to access the right help at the right time through a co-ordinated approach to prevention and early intervention. The strategic response aligns strongly with other strategic initiatives across the BSW footprint particularly the NHS Children,



Young People and Families Transformation programme, SEND Strategy and the Police and Crime Plan.

40. A resourcing paper to deliver the project was signed off by the FACT Executive Board in June 2022 with a rationale for investing during the pilot development phase based on the research of the Early Intervention Foundation that identifies the costs of failing to intervene effectively at an early stage.
41. Council Transformation Fund allocation was agreed for the council contribution through the Transformation Board in July 2022. Positive discussions are ongoing with the Integrated Care Board regarding their contribution. Conversations regarding contribution from other core partners are also taking place.
42. An outcomes framework is currently being developed based on the diagram below and is intended to feature both short term measurable outcomes (eg school attendance) alongside longer term measures of social mobility (eg community level unemployment rates).

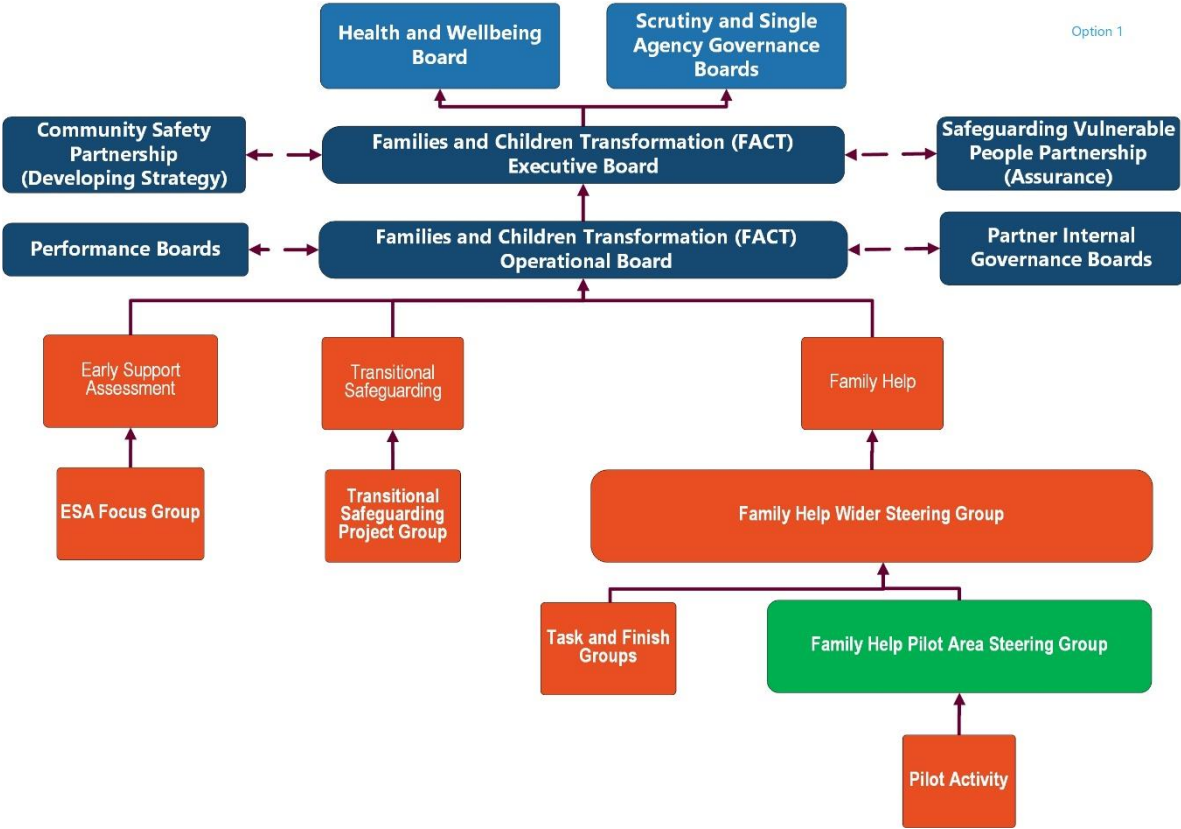


After the initial two year pilot period and the allocated 'pump priming' funding, it is not envisaged that additional funding will be required for this area of work.

43. There are a number of working groups being setup to deliver the main elements of the project which include:
  - A consolidated online Family Help offer
  - A recognisable brand for Family Help
  - Creation and delivery of a Family Help workforce development framework
  - Development of a Family Help Outcomes Framework
  - Delivery of the government's ambition for Family Hubs by April 2024
  - A pilot in a locally defined geography (Westbury/Warminster)
44. An evaluation partner will be appointed to assist in evaluation and monitoring of the Family Help project which is expected to be concluded in Summer 2024 although system changes gained through learning in the pilot will be rolled out during this period as they are identified.

## Governance

45. Programme governance remains the same as the previous report. There is a multi-agency Operational Board (chaired until recently by ICB, appointment pending) and a multi-agency Executive Board (currently chaired by the council).



46. Recommendations for decisions are made by the projects to the Operational Board (which includes wider system partners and commissioned services) and from there to the Executive Board which is attended by the Council, the Police, the Integrated Care Board and the Office of the Police and Crime Commissioner.

47. Further discussion may be required by partner groups and Boards prior to a final decision being made.

**Key milestones**

48. The programme has a number of key milestones over the next 12-18 months across the various projects and these are set out below:

Activity	Milestone Date
<b>Early Support Assessment</b>	
Audit Report presented to the FACT Operational Board	1 November 2022
Decision to formally transition the project to business as usual	1 November 2022
ESA project evaluated and closed	31 December 2022
<b>Transitional Safeguarding</b>	
Workshops gathering feedback	October – December 2022
Report presented to the Operational Board	January 2023
Report presented to the Executive Board	January/February 2023

Decision on future activity	February 2023
<b>Family Help</b>	
FACT/SVPP Workforce Development Lead selected	October 2022
Consultation on Family Hubs model	October 2022 – February 2023
Local stakeholder events begun in Westbury/Warminster	October 2022
Evaluation partner confirmed	October 2022
Migration of existing Family Help information to Wiltshire Together platform	December 2022
Recruitment of additional resources	December 2022
Formal pilot activity begins	January 2023
Continual assessment and learning	January 2023-August 2024
Formal evaluation concluded and decision on future rollout	July 2024-September 2024

### **Safeguarding Considerations**

49. The programme will improve joint working with partners improving practice and thus outcomes, protecting children from harm.
50. This includes commissioning services more effectively which would contribute positively in the safeguarding of vulnerable children and adults.
51. One of the principles of the programme is focused on providing a more intensive response to families at an earlier point when needs arise in order to prevent them escalating into statutory services. This is reflected in the projects within the programme where an earlier multi-agency response with a consistent lead professional will result in more stable, resilient families.
52. The programme of work will ensure that statutory safeguarding responsibilities remain in place throughout the system change activity.
53. The programme works closely with Public Health colleagues and will lead to improved health outcome in the local child and adult population. Projects support the holistic identification of a child and family's needs and an integrated approach to supporting them to achieve positive change – this leads to improved health and wellbeing.

### **Environmental impact of the proposal**

54. Currently within the programme there is little anticipated impact on carbon emissions. This will be considered separately for each project during the scoping and planning phases.

### **Equality and diversity impact of the proposal**

55. Operational Children's Services work with our most vulnerable children and families including those impacted by poverty and facing inequality.
56. The programme supports and contributes toward the Council's commitment to:

- Tackle inequalities and promote cohesive communities
- Not to discriminate in the way we provide services to the public
- Not to discriminate in our employment related practices
- Promote equality and good relations between different groups.

57. Individual projects within the programme will need to consider whether an equality impact assessment is required following the current advice and guidance.

### Risk assessment

#### 58. Risks that may arise if the proposed decision and related work is not taken:

1	Inadequate change leads to significant service cut backs within the council adversely affecting the outcomes for children and families
2	Insufficient resource availability to prevent families' difficulties escalating and in doing so, improve their outcomes and reduce demand for high tier services
3	Failure to exploit internal and external opportunities to eradicate duplication, simplify and integrate processes and improve multi-agency integrated working and collaboration

59. Risks that may arise if the proposed decision is taken and actions that will be taken to manage those risks

	Risk	Actions to Mitigate
1	Lack of cultural change across the partnership inhibits success of any transformational project	Staff and partners will be fully engaged in decision making, design and implementation processes. FACT Programme Lead post is joint funded by the council, Police and Integrated Care Board.
2	Insufficient internal and external partner capacity to progress project work due to operational pressures	Emphasise the key areas for partner engagement so co-production is strongest in these areas. Give advance notice of meetings or deadlines.
3	Lack of co-production with children, young people and families results in limited improvement of their outcomes	Targeted engagement work will be undertaken to agree strategic opportunities to engage children and families in initial consultation work, including community engagement event, social media campaigns, schools and settings engagement and utilising of engagement contracts.

### Financial implications

60. It is anticipated that the programme will ensure that the council can maximise impact within the existing budget provision.

61. Funding has been agreed for the delivery of the Transitional Safeguarding proof of concept (Improved Better Care Fund) and the Family Help Project (Council Transformation budget and ICB funding) for defined periods of time to allow for pilot activity. Thereafter the delivery arrangements are expected to fall within existing budget allocations.
62. The programme will support the financial position of the council and multi-agency partners by co-producing support that meets the needs of the population of Wiltshire to improve outcomes and reduce ongoing demand whilst ensuring effective commissioning for new or renewed services is in place.

### **Legal implications**

63. Each project within the programme will assess the legal implications for its intended outcomes and ensure that appropriate legal advice has been sought prior to the decisions on services being made.

### **Options considered**

64. Projects within the programme that will require a strategic decision from FACT Executive Board will produce a business case detailing the options that have been considered and rejected as well as a preferred recommendation.

### **Conclusion**

65. The conclusions reached have taken into account all the above and the committee is asked to:
  - a. Note the updates since the last report and milestones for the programme over the next 12-18 months

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### **Background papers**

The following unpublished documents have been relied on in the preparation of this report: None

### **Appendices**

Link to the report submitted to the Select Committee in [March 2020](#) as reference earlier in the document