

Wiltshire Council

Children's Select Committee

Date of meeting: Tuesday 3rd June 2014

Subject: Early Help Strategy 2014-17 and draft Early Help Improvement Plan

Cabinet member: Laura Mayes, Cabinet member for Children's Services

Key Decision: No

Executive Summary

A consultation draft of the Early Help Strategy 2014-2017 was presented to the Children's Select Committee in December 2013. Following consultation activities (including presentation to the Wiltshire Safeguarding Children Board and Wiltshire Children's Trust) the final strategy is presented to the Committee - along with an initial draft of the Early Help Improvement Plan which shapes its delivery.

The joint Wiltshire Children's Trust and Wiltshire Safeguarding Children Board (WSCB) Early Help Strategy for 2014 to 2017 sets out the vision and strategic intent for early help for children and young people in Wiltshire. The vision for early help in Wiltshire is quite simple; to make sure children and young people get easy access to the right help as soon as it is needed.

The five objectives of the Strategy have been designed to ensure a coordinated approach in meeting this vision:

- 1) Getting the best start in life
- 2) Gaining the skills required to begin school
- 3) Being ready for adult life
- 4) Developing a family-based approach to early help
- 5) Developing effective structures and processes to access early help - including developing an Early Help Offer

An Early Help Improvement Plan has been drafted and, for each objective, key priorities for action have been identified – this includes the shaping of our Wiltshire Council Early Intervention service. In addition, a draft Early Help Dataset has been developed which will be the key tool for monitoring effectiveness and impact of our Early Help activities. These drafts are currently under review by the Wiltshire Early Intervention Sub-group. The Committee is invited to provide input and comments on these draft documents prior to them being finalised.

Carolyn Godfrey
Corporate Director, Children's Services

Subject: Early Help Strategy 2014-17 and draft Early Help Improvement Plan

Cabinet member: Laura Mayes, Cabinet member for Children's Services

Key Decision: No

Purpose of Report

1. The WSCB and Children's Trust joint Early Help Strategy 2014-2017 is presented to the Committee for information following a discussion about the draft Strategy at a previous Children's Select Committee.
2. The WSCB and Children's Trust joint draft Early Help Improvement Plan (summary version) is presented to the Committee for initial comments.

Background

3. Intervening early is a priority within Wiltshire's Children's Trust's Children and Young People's Plan (2012 – 2015) and is key to improving outcomes for children, young people and their families.
4. Providing help early can assist with managing risk and prevent children and young people from harm. This can prevent problems from escalating to a level where they require statutory and specialist support.

“Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so coordinating their work is important to reduce inefficiencies and omissions.”

The Munro Review of Child Protection: Final Report, A child-centred system, Professor Eileen Munro, May 2011

5. The early help approach is supported by a wide body of evidence which proves that providing support during the early years produces the best outcomes for vulnerable children. However, throughout a child's life it is much better to identify and address problems early on rather than wait and respond once difficulties have become more serious. Providing help at a later stage when a crisis point has been reached is often less effective, more costly and negatively impact on outcomes and life chances. Early help includes a focus on the foundation years but problems can emerge at any point throughout a child's journey to adulthood.
6. Wiltshire's response to this has been the development of a robust and ambitious Early Help Strategy (appendix 1) which looks to reshape and improve our landscape of early help services to:

- ensure ease of access to services
- target services by clearly identified need
- work with and empower children, young people and their families by ensuring they are:
 - at the heart of service design and delivery
 - supported to develop their capabilities and resilience to help themselves
 - be self-sufficient and to take control of their own lives.
- address needs in the context of the whole family.
- be outcome-focused and evidenced based.

7. The core objectives of the Strategy are:

- 1) Getting the best start in life
- 2) Gaining the skills required to begin school
- 3) Being ready for adult life
- 4) Developing a family-based approach to early help
- 5) Developing effective structures and processes to access early help - including developing an Early Help Offer

8. The Early Help Improvement Plan breaks down these core objectives and defines the key activities and developments required to achieve the vision. This is currently presented in draft form (appendix 2) and includes Wiltshire's response to the Troubled Families initiative and engagement with the Early Intervention Foundation programme.

Main Considerations

9. The Committee is asked to note the Early Help Strategy 2014-2017.
10. The Committee is asked for initial observations and comments on the accompanying draft Early Help Improvement Plan.

Environmental and climate change considerations

11. Environmental and climate change issues have been considered, with no potential impact identified.

Equalities Impact of the Proposal

12. An equalities impact assessment will be completed once the Early help Improvement Plan has been finalised.

Risk Assessment

13. A thorough risk register will be developed and will remain a 'live' document throughout the delivery of the early help strategy.

Financial Implications

14. The financial implications for the Council for delivering early help services to achieve good outcomes for children and young people are considered during the annual budget setting process and are in line with the financial plan and operating model for Children's Services.

Legal Implications

15. Under the Children Act 1989 (amended 2004) all those working with children and young people have a duty to safeguard them in the broadest sense.

Conclusions

16. The early help agenda is extremely broad and covers a wide variety of services, practice and systems. The core objectives provide a framework from which priority actions have been clearly defined – helping to maintain focus, reducing duplication with existing service developments and ensuring a coordinated and collaborative approach across partner agencies. The Committee is asked to endorse the final Strategy and provide any initial comments on the draft Improvement Plan.

Carolyn Godfrey
Corporate Director, Children's Services

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Date of report: 19th May 2014

Background Papers

None

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WILTSHIRE CHILDREN AND YOUNG PEOPLE'S TRUST AND WILTSHIRE SAFEGUARDING CHILDREN BOARD

Early Help Strategy

2014-2017

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Appendix 1: An illustration of the Wiltshire Early Help offer

EXECUTIVE SUMMARY

The Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy sets out Wiltshire's early help offer. The strategy includes plans for the national Troubled Families initiative. We want to achieve the best possible outcomes for children and young people by providing the right help as soon as it is needed.

The Early Help Strategy sets the improved outcomes we want to see for children and young people and our priority objectives to achieve this:

- **Objective 1: Ensure the best start in life**
- **Objective 2: Gaining the skills required to begin school**
- **Objective 3: Being ready for adult life**
- **Objective 4: Develop a family-based approach to early help**
- **Objective 5: Develop effective structures and processes to access early help**

Intervening early is a priority within Wiltshire's Children's Trust's Children and Young People's Plan (2012 – 2015) and is key to improving outcomes for children, young people and their families.

Providing help early can assist with managing risk and prevent children and young people from harm. This can prevent problems from escalating to a level where they require statutory and specialist support.

"Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so co-ordinating their work is important to reduce inefficiencies and omissions."

The Munro Review of Child Protection: Final Report, *A child-centred system*, Professor Eileen Munro, May 2011

The early help approach is supported by a wide body of evidence which proves that providing support during the early years produces the best outcomes for vulnerable children. It is much better to identify and address problems early on rather than wait and respond once difficulties have become more serious. Providing help at a later stage when a crisis point has been reached is often less effective, more costly and negatively impact on outcomes and life chances. Early help includes a focus on the foundation years but problems can emerge at any point throughout a child's journey to adulthood.

SECTION ONE: AMBITION AND CONTEXT

1. Introduction

1.1. Content of the strategy

The Wiltshire Children's Trust and Wiltshire Safeguarding Children Board (WSCB) Early Help Strategy for 2014 to 2017 sets out the vision and strategic intent for early help for children and young people in Wiltshire. A detailed Early Help Improvement Plan which will set out how the strategy will be implemented is being developed. An Equality Impact Assessment is being completed on the strategy and improvement plan.

1.2 Consultation

The final strategy has been informed by the consultation which took place from September to the end of December 2013. Discussion on the draft and on priorities for the future took place at various planning meetings including the joint WSCB & Children's Trust Early Intervention Sub-group.

1.3 What do we mean by early help?

In Wiltshire, we have decided to use the approach to early help set out in the latest version of 'Working Together to Safeguard Children'.

“Providing early help is more effective in promoting the welfare of children than reacting later. 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.

Effective early help relies upon local agencies working together 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 their family which focuses on activity to significantly improve the outcomes for the child.”*

Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children, March 2013.

During the consultation on the draft strategy young people were asked how they define early help. Their comments are in line with the definition from 'Working Together to Safeguard Children'. Young people commented on the need to:

- Intervene before problems arise.
- Catch any potential issues early.
- Prevent bullying and domestic issues.
- Pick up on things fast.
- Identify small problems before they become big.

2. Ambition and Commitments

2.1 Our vision

Wiltshire's Children and Young people's Plan 2012-2015 sets out our vision for children and young people in Wiltshire:

'To improve outcomes for children and young people in Wiltshire; ensure good safeguarding practice; reduce, prevent and mitigate the effects of child poverty; and enable resilient individuals, families and communities'.

In realising our vision we will listen and respond to the voice of children, young people, parents and carers.

Early intervention is one of the three key themes of the Children and Young People's Plan and is woven through the high level outcomes that we want to achieve:

- All children and young people make the best possible start in life.
- All children and young people are safeguarded from harm.
- More children and young people are able to remain with their families when safe to do so.
- More vulnerable children and young people are able to achieve outcomes and progress in line with their peers.
- More children and young people live above the poverty line.
- More children and young people benefit from a healthy lifestyle.
- All children and young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adulthood.

The Wiltshire Safeguarding Children Board (WSCB) also has a focus on the development of an 'early help' offer in line with the Munro Review on improving safeguarding practice. The WSCB is the key statutory mechanism for agreeing how relevant organisations in Wiltshire cooperate to safeguard and promote the welfare of children. The priorities of the Wiltshire Safeguarding Children Board Business Plan are shaped around key themes, one of which is early help.

2.2 Our commitments

We are committed to the following:

- **Ensuring ease of access** - children, young people and families should be able to access a range of appropriate services at the time they need them and in places that make sense to them.
- **Targeting services** by clearly identified need.

- **Working with and empowering** children, young people and their families by ensuring they are at the heart of service design and delivery and by supporting them to develop the capabilities and resilience they need to help themselves, be self-sufficient and to take control of their own lives.
- **Addressing needs in the context of the whole family** - working in a holistic way, addressing wider problems and tackling causes rather than symptoms.
- **Being outcome-focused and evidenced based** to ensure that services focus on making a difference to the lives of children, young people, and families.

3. National Policy

Since the Children Act 2004, early help has been at the heart of national policy for children. Current government initiatives supporting the development of effective early help include:

- The Troubled Families initiative – This is a national payment by results scheme focusing on “turning around” families who meet agreed national criteria including poor school attendance and involvement in crime and anti-social behaviour. The initial 3 year programme is being extended for a further 5 years.
- Investment in childcare funding for disadvantaged 2 year olds to enable them to access 15 hours per week of good quality childcare provision.
- A continued focus on the importance of Children’s Centres as a local resource for families with young children but undertaking more targeted work. New statutory guidance was produced in May 2013.
- An increase in the number of Health Visitors, in response to a pledge made by the Prime Minister in 2010, and the implementation of the National Healthy Child Programme with a focus on more intensive Health Visitor support for vulnerable families. This is known as Universal Partnership Plus.
- Launch of the national Early Intervention Foundation which is supporting the further development of the evidence base on the effectiveness of early intervention and advocating nationally and locally for an increase in early intervention activity including working on a joint Wiltshire and Swindon project.
- A new Ofsted framework for the inspection of children’s services was launched in autumn 2013. This covers early help as well as safeguarding and services for looked after children.
- The Children and Families Bill which focuses mainly on a new approach to SEN and Disability, supports a move towards early identification and early help and a focus on holistic assessment and provision.

4. Why early help is important

Research consistently demonstrates that providing early help is more effective in promoting the welfare of children than reacting later. Children and families also prefer this approach.

4.1 Local evidence

Findings from interviews which took place in autumn 2013 with 45 children and young people in receipt of social care support highlighted the importance of early help. Of the 18 young people who said Children's Services didn't start working with them at the right time 12 (67%) said it was 'too late' and things should have been picked up earlier as illustrated by the following quote.

"They should have got involved much sooner; I have been living with my parents arguing most of my life".

Case tracking work has taken place as part of Wiltshire's response to the Troubled Families initiative. Parents spoken to as part of this work also stressed the importance of getting help as soon as they need it and of the importance of having one worker who can co-ordinate when different professionals and services are involved.

The local evidence base on the need for effective early help will be developed through further case tracking and case audit.

4.2 National evidence

Government sponsored reports from Professor Eileen Munro and MPs Frank Field and Graham Allen have all stressed the importance of intervening earlier. Professor Eileen Munro in her review of child protection writes of the need to develop an *"all-encompassing and pervasive early intervention culture"* and notes *"Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so coordinating their work is important to reduce inefficiencies and omissions."*

Providing early help can:

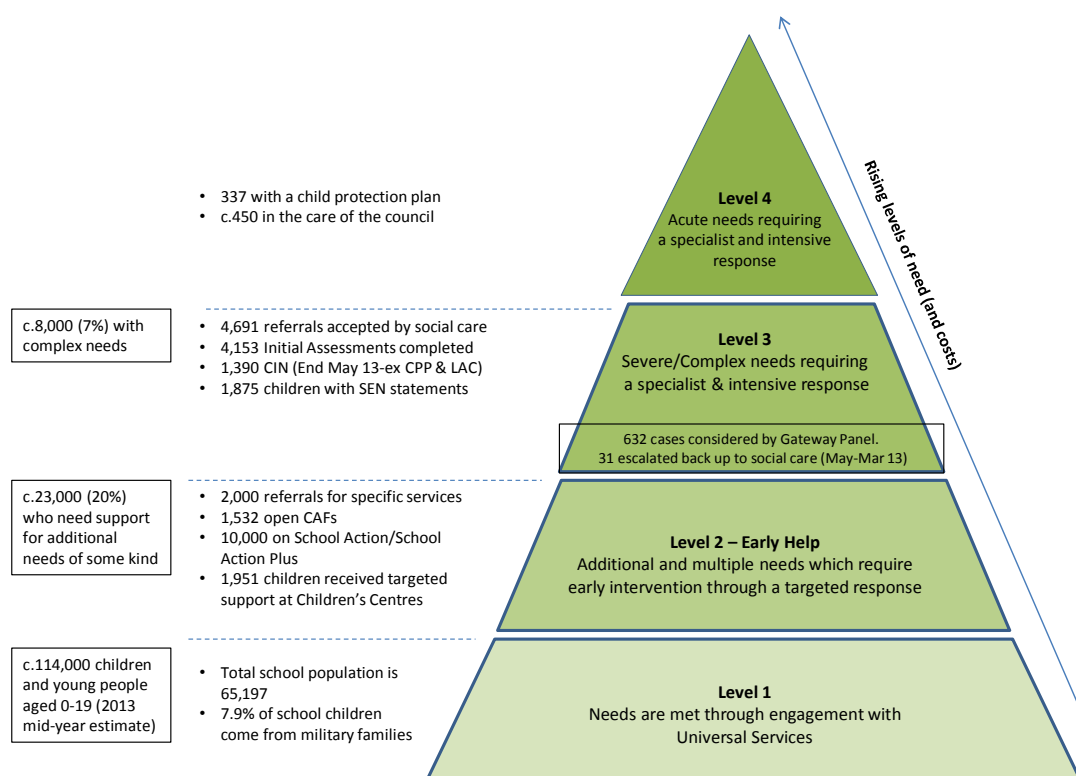
- Narrow the gap for children who are at risk of poorer outcomes (*Waldman, 2008, Karoly, Kilburn, & Cannon, 2005; Statham and Biehal, 2005*)
- Improve practice, outputs and outcomes by attending to risk and protective factors at an early stage, focusing on causes of problems not symptoms. The *2010 Marmot Review, 'Fair Society, Health Lives'* was clear that *"later interventions are considerably less effective if children have not had good foundations"*
- Increase user-involvement and staff satisfaction due to a greater focus on reaching out to families and working proactively to engage children and families with different needs before crisis intervention is required (*Dartington Social Research Unit, 2005*)

The Waves Trust has published a number of evidence based reports which demonstrate the importance of effective early help for young children.

5. Local Context

5.1 Thresholds and Early Help 2012/13

In Wiltshire according to the 2013 mid-year estimate there are 114,130 children and young people aged 0-19. The majority of these have their needs met through engagement with universal services. Some who require additional help and support. The diagram below provides an overview of the population of children and young people aged 0-19 in Wiltshire during 2012/3 using activity information available at that time. The information is set out according to different thresholds of need. It should be noted that since March 2013 the number of children with a child protection plan has increased to 400 in January 2014. In January 2014 there were also 419 children looked after.



Data supplied by Wiltshire Council Children's Services Information & Performance team.
Source: Early Help Data – Safeguarding Improvement Board, July 2013)

5.2 Early help indicators of need

The Joint Strategic Needs Assessment includes a detailed analysis of the needs of children and young people. Some key facts are highlighted below.

The Department for Communities and Local Government has set Wiltshire a target of 510 **Troubled Families** who require support to achieve outcomes such as improved school attendance, a reduction in offending and anti-social behaviour and a return to paid work.

An October 2010 survey of **Health Visitors'** caseloads in Wiltshire identified 11.6% of families with young children had complex needs.

Wiltshire has 6.3% young people (794) who are **NEET** (Not in Education, Employment or Training). This is slightly higher than the national figure of 6.2%. Many of these young people are vulnerable with unmet needs.

There are 1,875 children with a **statement of SEN** in Wiltshire (2.4% of the population), and approximately a further 10,000 on **school action/school action plus**. The most recent full year figures (2012) show a significant rise in the number of early years statements and statements at primary level.

In 2011 the under 18 **teenage conception** rate per 1,000 girls aged 15 to 17 was 22.9% which is below the national average of 30.9%.

3,700 children are known to have been present at a domestic abuse incident reported to the police. However, it is estimated that only 1 in 5 domestic abuse incidents are reported to the Police.

The **Hidden Harm** strategy focuses on children and young people affected by their parents drug or alcohol misuse. Key information on hidden harm includes:

- The Wiltshire 2012/3 Joint Strategic Needs Assessment for Health and Wellbeing, identifies 209 children, 1,028 parents and 562 families where Hidden Harm is likely to be an issue.
- In Wiltshire, around 17,621 parents (9%) feel that they have engaged in alcohol or drug use that they believe has had a negative impact on them or their children. A negative impact is categorised as an impact on the ability to parent, a financial impact, an emotional impact, or other impact.
- It is estimated that in 2010 30,019 children living in Wiltshire were affected by their parents use of drugs and/or alcohol with only 0.69% (209) being actively identified and supported.
- Wiltshire's health visiting teams are supporting a large number of vulnerable families. The key Hidden Harm factors present were parental smoking and parental mental illness. There were 251 reports of alcohol abuse and 179 reports of drug abuse, which suggests that health visitors are in an excellent position to identify Hidden Harm.

Poverty and deprivation indicators are lower in Wiltshire than the national average but there are significant pockets of deprivation:

- In 2010, there were 12% or around 11,000 0-16 year olds living in poverty. This is well below the national average of 21%. 72% of these children live in lone parent families.
- In 2013, around 5,400 or 8.4% of children were eligible for free school meals, compared to the national average of 18%. The areas of greatest deprivation are located in parts of Trowbridge, Salisbury, Chippenham, Westbury, Calne and Melksham.
- Salisbury St Martin – Central is in the 10% most deprived Lower Super Output Areas with regards to health deprivation and disability in England.
- There are 1,200 children eligible for 2 year old funding; this figure is based on an assessment of eligibility related to take up of benefits.

5.3 The case for early help – demand on statutory services

In common with many other areas of the country during 2012/13, Wiltshire had a growing number of referrals to Children's Social Care, an increase in children with child protection plans and an increase in the number of children in care.

Research in spring 2013 indicated that there was still a high level of inappropriate phone-calls to social care. Over 70% of all contacts and referrals were not related to significant safeguarding concerns. During the same period there was an increase in the number of CAFs being registered.

Local Authorities and partner agencies across the country are responding to this challenge by re-designing services, ensuring that there is no duplication, pooling spending and shifting the focus of services onto tackling the root causes of problems. Many are using an early help approach to address the source of problems by providing support as soon as issues arise.

5.4 Funding for early help

The table on the following page sets out an approximate level of funding on early help services by the Council's Children's Services, Public Health and the NHS. If the funding for disadvantaged 2 year olds to have 15 hours per week free child care is added to spend on services that have a role in early help, then Wiltshire spends around £19 million on early help (note that some services also have a universal or open access element).

In 2013/14, Wiltshire Council also committed approximately £900,000 for the Short Breaks Scheme. Designed in consultation with parents and carers, the scheme aims to meet the individual needs and interests of children and young people who have special educational needs and/or disability and who require additional support to access leisure activities or 'short breaks'.

In addition to Council and NHS spend, central government has recently announced that for 2014/5 there will be estimated £13 million of pupil premium funding held within Wiltshire's schools.

Service	Approximate funding in 2013/14
Children's Centres (incl. District Specialist Centres)	4,182,100
Early Intervention Team (Early Years)	1,151,900
Youth Development Centres	1,352,900
Targeted NEET workers (excluding SEND 0-25 Service)	460,500
Motiv8/Young Person's Substance Misuse Services	348,600
Youth Offending Prevention Service	241,500
Behaviour Support	911,570
Educational Psychology	866,480
Education Welfare Service	406,700
Ethnic Minority Achievement Service (EMAS)	397,750
Travellers Education Service	192,700
Family Information Service	120,000
Young Carers	42,674
Counselling	30,000
Primary Mental Health Services	538,800
Wiltshire Families First (Action for Children)	760,000
CAF Coordinators	159,100
Health Visitors and School Nurses	5,000,000
TOTAL	£17,163,274
2 year old free entitlement funding in nurseries/at child-minders (includes "trajectory funding")	2,058,700
3 and 4 year old free entitlement funding	14,926,100
TOTAL	16,984,800

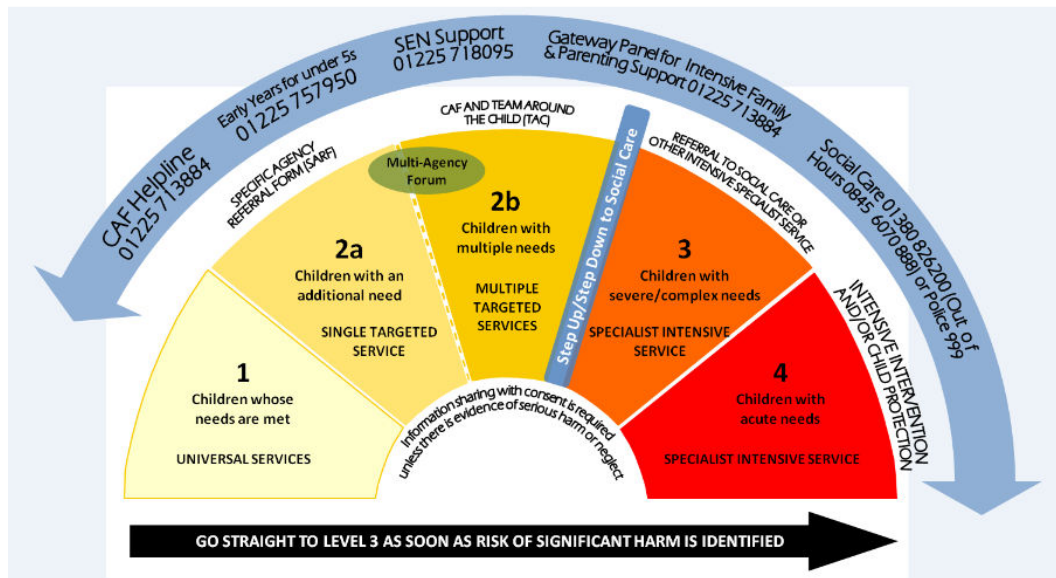
As part of implementing the Early Help Strategy, we will analyse funding and expenditure on early help in more detail including:

- Getting a better understanding of costs of interventions and how cost links to improved outcomes for children and young people.
- Using cost calculators, eg the one produced by the Local Government Information Unit with Camden Council to calculate spend on early intervention services.
- Exploring the use of social investments to fund new and innovative approaches in early help. Social impact bonds are one form of social investment.

SECTION TWO: WILTSHIRE'S APPROACH TO EARLY HELP

6. Accessing Early Help Services

The Thresholds for Safeguarding Document produced by the WSCB and the Children's Trust sets out the framework for early help:



The key elements within Wiltshire's current model of access to early help are:

- Early support within universal settings.
- Recommendation by the local Multi-Agency Forum (MAF) on whether a child or young person's difficulty can be resolved through a single agency or whether a CAF should be completed. MAFs exist in community areas to promote and deliver early intervention for vulnerable children and young people aged 0-19 in their communities through regularly bringing together children's services practitioners to address concerns about individual children or groups of children in their area.
- Completion of a CAF and bringing together a Team Around the Child (TAC) to provide support. CAF Coordinators provide support to Lead Professionals and with CAF processes.
- A Gateway Panel provides access to family and parenting support services when a CAF has been completed and early help through a Team Around the Child process has not led to change for the child/family.
- A protocol covering the interface between Social Care and CAF processes to ensure that there is effective step-up/step-down between specialist and targeted services to avoid the 'baton being dropped', particularly if a case is being passed down from level 3 to level 2, either because Social Care have finished their intervention but a level of support is still required, or because it is a referral that does not meet the social care threshold.

7. WILTSHIRE'S EARLY HELP OFFER

7.1 Developing an early help offer

Wiltshire plans to develop an early help offer which includes a universal community offer, a universal plus offer and a targeted offer. Appendix 1 includes an illustration of what the early help offer might look like. The early help offer will be developed by the joint WSCB and Children's Trust Early Intervention sub-group.

7.2 Early help objectives

This section outlines the key early help priorities according to the 5 early help objectives.

- **Objective 1: Ensuring the best start in life**
- **Objective 2: Gaining the skills required to begin school**
- **Objective 3: Being ready for adult life**
- **Objective 4: Developing a family-based approach to early help**
- **Objective 5: Developing effective structures and processes to access early help**

Objective 1: Ensuring the best start in life

Priorities

- Continue to deliver evidence based parenting programmes through Children's Centres, schools and partners.
- Promote 15 hours free childcare for disadvantaged 2 year olds and ensure that appropriate provision is available across the County.
- Set up an intensive service to support young parents. This will work on the Family Nurse Partnership model, led by Health Visitors, with a focus on good early childhood development and ensuring secure attachments between parents and babies.
- Ensure that the role of Health Visitors in picking up difficulties early and linking with other professionals is clearly set out as part of the re-commissioning of children's community health services.
- Involve Children's Centres in working with parents to promote and establish early communication skills, for example, collaboration with the National Literacy Trust through the 2 year Department for Education funded project to work with 10 Children's Centres in areas of highest need.

Objective 2: Gaining the skills required to begin school

Priorities

- Develop clearer pathways for effective early help for pre-school children, involving Midwives, Health Visitors, GPs, Children's Centres and the Council's early years staff.
- Continue to deliver the collaborative model within the Speech and Language Therapy Service which includes training for all settings and schools.
- Develop language for life through the continuation and development of Reading Recovery, Better Reading Partners and the Reader Leader Project.
- Improve support for children, young people and families experiencing difficulties with school attendance and advice to schools regarding children missing from education.
- Encourage and support schools and settings to adopt the Achievement for All approach (a whole school improvement framework which raises aspirations, access and achievement of vulnerable and disadvantaged pupils, including those with SEND, EAL, looked-after children and free school meals, as supported through funding via the pupil premium).
- Provide better support at transition for vulnerable groups of children between primary and secondary school.

Objective 3: Being ready for adult life

Priorities

- Work with all universal services and settings to promote confidence, positive self-esteem and resilience, especially within the context of child sexual exploitation
- Improve support for older teenagers including access to mentoring and professional counselling.
- Develop programmes that provide practical support to keep young people engaged in positive activities and remain in education, employment or training.
- Provide young people leaving home with good quality accommodation and support that promotes independent living.
- Set up a pilot project with CAMHS on continuing support from the Outreach Services within CAMHS for those aged between 18 and 25 where a young adult is particularly vulnerable.

Objective 4: Developing a family-based approach to early help

Priorities

- Ensure Family Learning is targeted at families who require additional or more targeted support and is linked into CAF/TAC processes.
- Create more effective links between services working with children and services supporting adults with difficulties e.g. adult mental health services, substance misuse services, disability services and support where there is domestic violence or offending.
- Work more closely with schools as part of the Troubled Families initiative
- Review Wiltshire Families First and the social care Intensive Family Support Service. This will include considering family intervention models which have been successful in other areas.
- Work with Public Health to improve understanding in Children's Services of support available around domestic abuse.
- Ensure appropriate universal services are available to families to support the effective early identification of children and families that would benefit from the early help offer.

Objective 5: Developing effective structures and processes to access early help

Priorities

- Finalise the revised early help assessment form – the CAF – to ensure links with the Single Assessment process and that the CAF is more child-centred
- Review the role and functions of the CAF Co-ordinators including management arrangements.
- Develop the role of the Team around the Child (TAC) and the role of the Lead Professional.
- Consider a single point of access to targeted services across all agencies, including the Primary Mental Health Service.
- Explore options for the continued sustainability of the Multi-Agency Forums (MAFs)
- Review the effectiveness of the Gateway Panel.
- Develop multi-agency service pathways across Council, Community Health Services and the voluntary and community sector in order to provide the right help at the right time.
- Ensure effective step-down following intervention from children's social care.
- Development of locality-based Early Help Hubs covering children and young people aged 0 – 19. Local Authority staff working within these hubs would link with their local Children's Centres, Health Visiting and School Nursing Team, the Primary Mental Health Service and Voluntary Sector services.

SECTION THREE: MAKING IT HAPPEN

8. Governance

The joint Children's Trust and WSCB Early Intervention Sub-Group will be responsible for the development and implementation of the Strategy. This will involve monitoring and reporting progress regularly to the Children's Trust Commissioning Executive and the Wiltshire Safeguarding Children Board. The Early Intervention Sub-Group will also be taking on responsibility for the Troubled Families Initiative. The terms of reference for the sub-group will be amended to reflect this and membership will be reviewed.

The terms of reference for the WSCB Prevention of Harm Sub-group are also being reviewed.

Each partner organisation will be responsible for ensuring that their own staff implement the strategy as described. The WSCB and the Children's Trust will regularly assess the effectiveness of the Early Help strategy and progress with implementation.

Regular reports will be provided to the Health and Wellbeing Board and the Public Services Board linked to reporting on children's safeguarding.

9. The Early Help Improvement Plan

The first draft of the Improvement plan will be available at the end of February 2014. The improvement plan will be SMART – actions will be **S**pecific and **M**asurable, key measures for assessing **A**chievement will be noted, plans will be resourced to ensure they are **R**ealistic and each action will have clear **T**imescales. In addition each item will include information on how children, young people and families will be involved. The plan will be RAG rated on action and impact.

There are a number of specific strategies and other work taking place which links to the Early Help Strategy. These are:

- Child Sexual Exploitation Strategy
- Emotional Wellbeing and Mental Health Commissioning Strategy
- The Hidden Harm strategy which focuses on children and young people affected by their parents drug or alcohol misuse
- Narrowing the Gap – Attainment of vulnerable children and young people
- Teenage pregnancy
- Domestic Abuse Strategy
- Drug and Alcohol Strategy relating to young people
- Education, employment and skills work raising participation/reducing NEET and tracking destinations
- Work with military families
- Reducing youth offending

The WSCB/Children's Trust Early Intervention sub-group will be considering the best way to ensure there is co-ordination between the early help actions included within these strategies. There is a need to align activity and spend so that outcomes for children and young people can be improved.

10. Developing the children's workforce

We need to consider how to develop the workforce supporting children and families to provide staff with the confidence to undertake effective early intervention with families. We will continue to offer training on early help through the WSCB training programme, including undertaking an early help assessment, being a Lead Worker, leading a Team Around the Child meeting, and early help case management.

11. Triangulating evidence

The Early Help Improvement Plan will include information on the evidence sources which will be used to monitor implementation of the strategy. Evidence from a number of sources will be "triangulated" to ensure there is an accurate understanding of whether our actions are making a difference for children and families.

Information will be triangulated from the following sources:

- The early help data set – see below for more information on the data set
- Findings from audits of early help case work
- Feedback from children, young people and families
- Feedback from front-line staff

12. Developing an early help data set

An early help data set is being produced and this follows the model used in the Council's Children's Services to monitor the effectiveness of services (Outcomes Based Accountability). This will be grouped around the headings noted in the table below. The indicators noted are illustrative of the type which will be included in the Early Help data set.

<p style="text-align: center;">HOW MUCH DO YOU DO? Activity information</p> <p>For example:</p> <ul style="list-style-type: none"> • The number of CAFs • Number of step-downs • Number of MAF meetings • Number of contacts made to children’s social care • Numbers of young people engaging in positive activities • Number of and rate of children in need under Section 17 of the Children Act • Number and rate of children with a child protection plan • Number of rate of children looked after 	<p style="text-align: center;">HOW WELL DO YOU DO IT? Quality</p> <p>For example:</p> <ul style="list-style-type: none"> • Feedback from children, young people and parents on the quality of services • Waiting lists for services • Length of time from CAF to service provision – for targeted services • % families who receive family support services at level 2b who are later referred to social care • % children and young people who receive support before being looked after • % who become LAC as an emergency placement
<p style="text-align: center;">IS ANYONE BETTER OFF? Outcomes</p> <p>For example:</p> <ul style="list-style-type: none"> • Reducing number of low birth weight babies • Improving foundation stage profile results for vulnerable and disadvantaged groups • Improving literacy and numeracy attainment at ages 11, 16 and 19 • Closing the gap in educational attainment between children and young people from different socio-economic backgrounds • Reduction in the number of children and young people missing school • Reduction in the rate of teenage pregnancies • Increased numbers of children and young people self-reporting a high level of wellbeing • Increased numbers of 16-18 year olds participating in education, employment and training 	<p style="text-align: center;">IS IT COST EFFECTIVE? Cost and expenditure</p> <p>For example:</p> <ul style="list-style-type: none"> • Percentage of all Children’s Services expenditure on early help services • Percentage of all Children’s Services expenditure on looked after children • Unit cost information

An illustration of the Wiltshire Early Help Offer

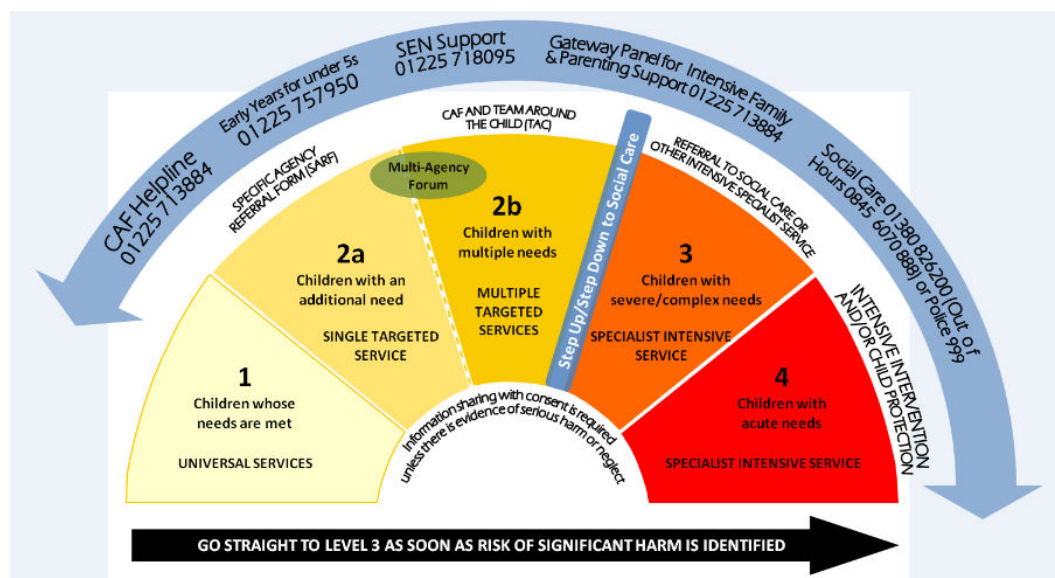
The vision for early help is to make sure children and young people get easy access to the right help as soon as it is needed. This happens through the early identification of needs by universal services, effective child centred assessment of need and prompt access to evidence based early intervention services which will lead to improved outcomes for children and young people and reduced demand on social care services.

A Wiltshire Early Help Offer is illustrated below. This links to the thresholds for safeguarding and comprises 3 different elements:

- A universal offer
- A universal plus offer
- A targeted offer

The WSCB/Children’s Trust Early Intervention sub-group will lead on developing the early help offer.

The Thresholds for Safeguarding Document produced by the WSCB and the Children’s Trust sets out the framework for early help. The “windscreen” which assists professional to identify different levels of need is noted below.



The table below uses the different levels of need outlined in the windscreen and links these to different types of early help services that will be part of Wiltshire’s early help offer, including the important role of universal provision in identifying problems early. As was noted above early help can be provided for children and young people at any age and at different levels of need. The intention is to ensure that children, young people and families get easy and prompt access to the different type of help they need.

Level 1	Level 2a	Level 2b	Level 3	Level 4
Universal offer <i>Open access services available to all.</i>	Universal plus offer <i>Open access services which provide short term support to address problems which are straightforward or seek support from a single targeted service.</i>	Targeted services offer <i>Services which work with children, young people and their families when problems are more complex and longer term support is needed. Includes the Wiltshire response to the Troubled Families initiative.</i>	Specialist intensive services Not covered in the early help strategy See WSCB Business plan, LAC Commissioning Strategy and LAC Improvement Plan and the Safeguarding Improvement Plans of the Council, CCG and Wiltshire Police	

The next three pages provide an overview of the how Wiltshire’s universal offer and early help offer (universal plus and targeted offer) could be set out. The quotes used are illustrative of the vision. Further work on developing the Early Help Offer will be overseen by the Early Intervention sub group of the Children’s Trust and the WSCB.

Universal Offer

Open access services available to all

- Open access community based services, available to all children and parents regardless of need both in and out of school time.
- Communities are empowered to develop their own approaches to designing and delivering services, involving schools and GPs.
- A strong network of voluntary and community based groups exists.
- The council and its partners provide support for communities to help themselves.
- Good quality information is available across a range of settings.
- Universal services are the first port of call for children and families when they need help.
- Focus includes preventing problems from arising and promoting improved health and wellbeing.

What will this look like in practice?

"The summer play scheme set up last year by other parents has helped improve my personal finances as I've been able to take on extra hours at work"



"Swimming has helped me lose weight, make new friends and feel more confident. My husband and kids say I'm not so stressed out"

"I'm a volunteer supporting young parents at the Children's Centre"

"I got my Duke of Edinburgh Silver Award last week"

"I call into the community campus or my child's school when I need information or advice"

*Some services are likely to be accessible from community campuses which seek to provide all the services a community needs in one easy to access location.

N.B. Quotes are illustrative of the vision.

Universal plus offer

Open access services provide short term support to address problems which are straightforward or early support from a single targeted service

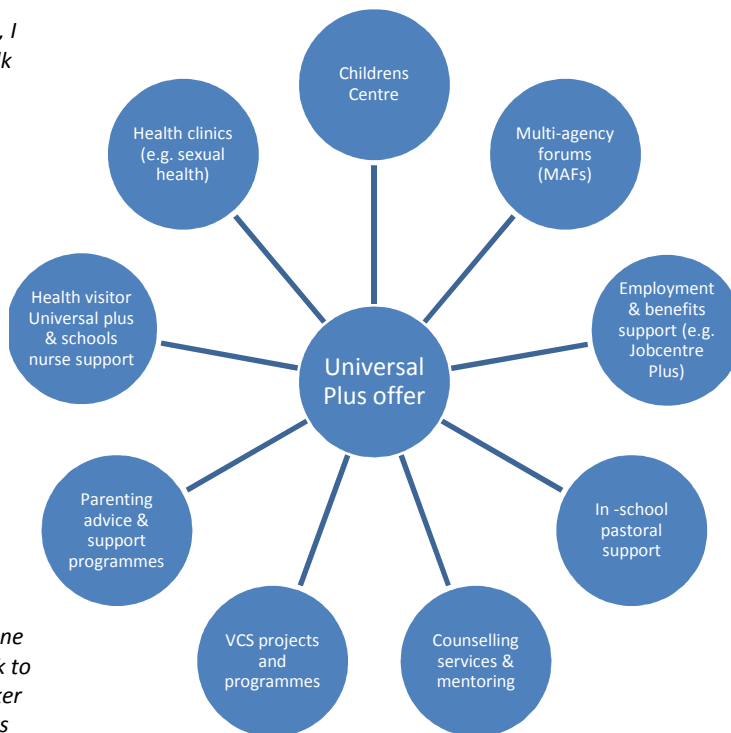
- Universal services provide some additional support if required. Other local services such as Children's Centres and youth activities which also assist.
- Advice, guidance and help is available from other professionals supporting universal services.
- An individual service provides a swift response to address specific problems or need.
- Children and families can access extra help through community based services.
- Voluntary and community sector organisations have a significant role in providing early help, enabled by the council and its partners.
- Strong partnerships exists between services.

What will this look like in practice?

"I don't feel so alone, I have someone to talk to"

"I was really anxious about visiting the clinic but the nurse put my nerves at ease and it was a positive experience"

"I don't feel so alone now that I can talk to the outreach worker from the Children's Centre"



"The health visitor has helped me to manage my child's behaviour at home"

"I got some great advice about other services which can offer support to the young person I'm working with"

N.B. Quotes are illustrative of the vision.

Targeted Offer

Services which work with children, young people and their families when problems are more complex and longer term support is needed. Includes the Wiltshire response to the Troubled Families initiative.

- A rapid multi-disciplinary response is provided, bringing together a range of professional skills and expertise through use of CAF and TAC and coordinated by a lead worker.
- Children and young people have a positive relationship with a trusted lead worker who can engage them and their family fully, and coordinate the support needed from other agencies.
- Co-located services empower families and help them develop the capacity to resolve their own problems, take control and manage their own lives independently.
- Services are intensive and focus on the root causes of problems.
- There are skilled professionals with different skills available - including skilled family support workers and workers who are skilled at working with teenagers
- A variety of evidence based approaches are used depending on needs.
- Services are proactive and target interventions at groups and individuals who are at most risk of escalating needs. There is good tracking following interventions to make sure change is embedded and the same problems do not arise again. If they do services act promptly.
- Strong partnerships are in place with the voluntary and community sector and statutory services.
- There will be services available which focus on ensuring that there is support available which enables children and young people to remain living at home

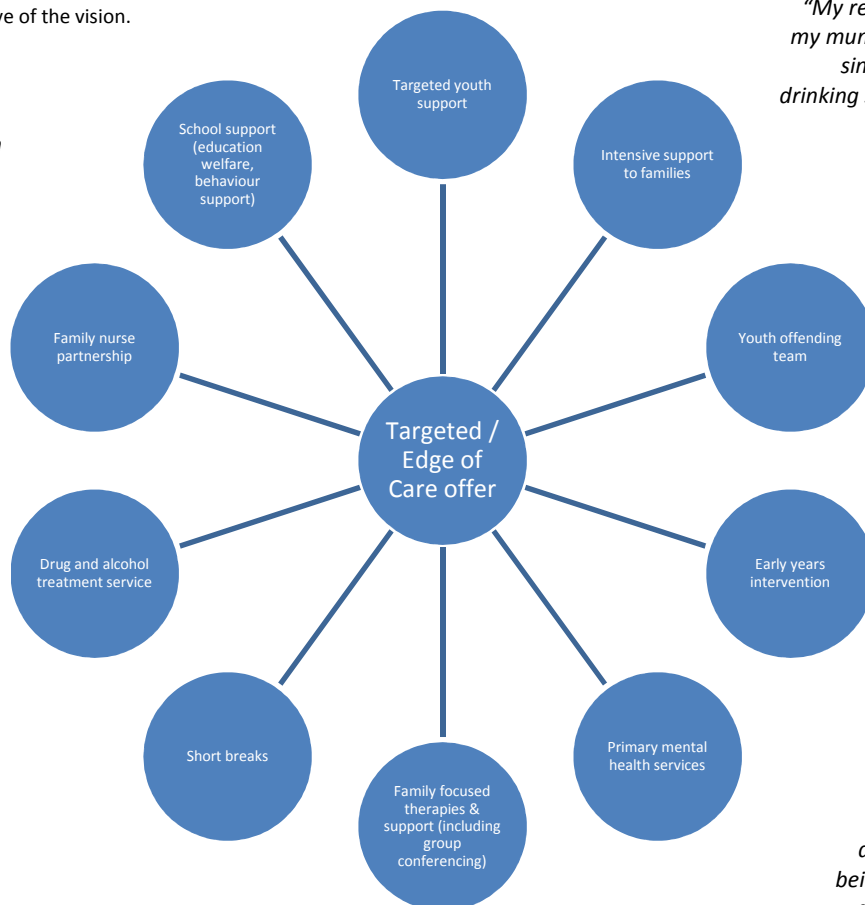
What does this look like in practice?

N.B. Quotes are illustrative of the vision.

"If I get angry I get hold of my mentor. I don't have as many rows with mum and dad now."

"I enjoy being at home since all the arguing has stopped"

"My local nurse supported me all the way through my pregnancy and helped me overcome my fears of looking after a baby"



"My relationship with my mum has improved since I've stopped drinking so much on the weekend"

"I'm now on top of things at home and I couldn't have got here without the help of my family support worker"

"I've just started an apprenticeship after being out of education and employment for over a year"

Appendix 2: Draft Early Help Improvement Plan – summary version May 2014

Obj. No.	Objective	No	Item
1	Ensuring the best start in life	1.1	Evidence based parenting programmes
		1.2	Free childcare for disadvantaged children
		1.3	Health Visitors providing intensive service for young parents (Family Nurse Partnership)
		1.4	Health Visitors providing intensive service for young parents (Baby Steps programme)
		1.5	Re-commissioning Health Visitor Services
		1.6	National Literacy Trust project
		1.7	Healthy Child Programme
		1.8	Develop mental health pathways
2	Gaining the skills required to begin school	2.1	Clear pathways for early help for pre-school children
		2.2	Speech and Language Therapy Service
		2.3	Early intervention Foundation - Early Language programme
		2.4	Developing language for life
		2.5	Attendance and missing education
		2.6	Achievement for All approach (schools)
		2.7	Transition Support - vulnerable groups
		2.8	Transition Support - 9-10 year olds
3	Being ready for adult life	3.1	Transition Support - 14-24 year olds
		3.2	Developing resilience (espec. in the context of CSE)
		3.3	Improve understanding of early indicators of Neglect, CSE and Hidden Harm and develop an effective early help response
		3.4	Mentoring and support for older teenagers
		3.5	Developing EET opportunities
		3.6	Appropriate accommodation for home leavers
		3.7	Continuing mental health support for 18-25 vulnerable young adults
		3.8	Implement any early help actions that are defined as part of the Youth Services Review
4	Developing a family-based approach to early help	4.1	Targeted Family Learning linked to CAF/TAC processes
		4.2	Develop appropriate integrated working across children and adult services (substance misuse, MH, DV, Offending)
		4.3	Develop appropriate integrated working across children and adult services (Flexible Support Fund in high depriv. areas)

Obj. No.	Objective	No	Item
		4.4	Develop an integrated approach with schools to the Troubled Families initiative
		4.5	Review and develop intensive services delivering family support
		4.6	Improve children's services professionals understanding of domestic violence
		4.7	Support practitioners in universal services to identify children/families in need of early help.
5	Developing effective structures and processes to access early help - including developing an Early Help Offer	5.1	Develop and introduce effective CAF paperwork
		5.2	Develop CAF Coordinator, Lead Professional and Team Around the Child (TAC) roles and responsibilities to best support the delivery of early help
		5.3	Review and develop effective routes through targeted services (single point of access)
		5.4	Review and develop effective routes through targeted services (Gateway Panel)
		5.5	Review and develop effective routes through targeted services (service pathways)
		5.6	Review and develop effective routes through targeted services (locality-based hubs)
		5.7	Ensure community-lead Multi-Agency Forums are effectively supported and sustained
		5.8	Develop effective case transition processes across thresholds (related services)
		5.9	Explore early help funding opportunities
		6.0	Launch a compliant Local Offer for children and young people aged 0-25 with Special Educational Needs and/or Disabilities
		6.1	Identify localities where intensive targeting of services is required and ensure support is shaped accordingly
		6.2	Improve our understanding of costs of interventions and related impact/outcomes

Appendix 3: Draft Early Help Dataset

The proposal is a 2-tier early help dataset comprised of the following:

1. The Children's Trust **Scorecard** (part 1).
2. Early Help Dataset (part 2) - which evidence the impact of the Early Help Improvement Plan.

1. Early Help Dataset – Part 1: The Children's Trust Outcomes Scorecard (see page 32)

The Scorecard measures the progress of the Children & Young People's Plan 2012-2015 and is reported to the Children's Trust Commissioning Executive. Areas monitored are associated with core objectives:

- *All children and young people make the best possible start in life*
- *All children and young people are safeguarded*
- *More children & young people are able to remain with their families when safe to do so*
- *More vulnerable children & young people are able to achieve outcomes and progress in line with their peers*
- *More children & young people live above the poverty line*
- *More children & young people benefit from a healthy lifestyle*
- *All children & young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adult hood*

Indicators on educational attainment, child poverty, obesity, teenage conception and teenage employment/training are included (amongst others). Any data fluctuations cannot be solely attributed to actions taken under the Early Help Improvement Plan therefore it is suggested the Early Intervention sub group has oversight of this scorecard to see overall direction of travel only.

2. Early Help Dataset - Part 2 (see page 33)

The guiding principles for the impact measures are that each should:

- Directly relate to one or more Early Help Improvement Plan objectives/actions.
- Be able to inform decision making.
- Identify issues or blockages that the EI sub group (and, therefore, member agencies) can resolve with authority or escalate to the WSCB and/or Children's Trust.
- Be a contributory measure to higher level indicators (e.g. WSCB Dataset).
- Minimise duplication with measures already in place.

These are the measures which gives the Early Intervention Sub group the ability to accurately gauge what we are doing, how much and how well we are doing it and what outcomes are achieved. In other words, these measures will directly reflect the impact of implementing the Early Help Improvement Plan.

Qualitative data will come from existing sources such as the CAF Measuring Effectiveness/ Impact Surveys, evaluations from the Early Intervention training courses, the yearly Schools safeguarding self assessment questionnaire and the child level CP/LAC/CIN annual social care survey.

Reporting frequency

Part 1 Reporting to the Children's Trust currently 4 times per year

Part 2 Reporting twice yearly to the WSCB & Children's Trust Early Intervention sub-group

Draft Early Help Dataset – Part 1: The Children’s Trust Outcomes Scorecard

1. All children and young people make the best possible start in life

% of children achieving a good level of development in Foundation Stage Profile

2. All children and young people are safeguarded

Hospital admissions caused by unintentional and deliberate injuries to children and young people
DfE DSO per 10,000 population NI 70

Number of children on a child protection plan and rate per 10,000 children

Children becoming the subject of a Child Protection Plan for a second or subsequent time NI 65

Preventable child deaths (modifiable child death reviews)
These factors are defined as those which, by means of nationally or locally achievable interventions, could be modified to reduce the risk of future child deaths.

3. More children & young people are able to remain with their families when safe to do so

Number of children in care and as a rate per 10,000 population under 18 yrs old

4. More vulnerable children & young people are able to achieve outcomes and progress in line with their peers

Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest NI 92

Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 2 NI 102

Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at KS 4 NI 102

The Special Educational Needs (SEN)/non-SEN gap – achieving Key Stage 2 RWM

The Special Educational Needs (SEN)/non-SEN gap – achieving 5 A*-C GCSE inc. English and Maths NI 105

Children in care reaching level 4 in English and maths at Key Stage 2

Children in care achieving 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including Eng. & Maths)

5. More children & young people live above the poverty line.

Proportion of children in poverty (Dependent child U20)

6. More children & young people benefit from a healthy lifestyle

Infant mortality per 1000 live births (3yr avg)

NI 55 Obesity among primary school age children in Reception Year
NI 56 Obesity among primary school age children in Year 6

*Child development at 2-2.5 yrs indicator to be added when defined by DOH.

7. All children & young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adult hood

Achievement at level 4 or above in both English and Maths at Key Stage 2 NI 73
Achievement at level 4 or above in Reading & Writing & Maths at Key Stage 2
Key Stage 4 attainment – English baccalaureate (5+ A*- C GCSEs inc Eng & Maths)
16 to 18 year olds who are not in education, training or employment (NEET) – Revised National measure for Y12-14
Under 18 conception rate per 1000 girls (15-17) NI 112

Draft Early Help Dataset – Part 2:

EH Objective	Ref	Indicator
Objective 1: Ensuring the best start in life (0-2 years)	A1	No. and proportion of Children's Centres rated Good or Outstanding by Ofsted
	A2	Overall % reach of Children's Centres
	A3	(need impact measures on CC here)
	A4	No. taking up 15hrs free childcare for under 2s
	A5	No. of young women who conceive under the age of 18 compared to the number of them that have a CAF registered
	A6	No. and % of 2yr old health and development checks completed on time
	A7	No. of young parents engaging with the Family Nurse Partnership programme
Objective 2: Gaining the skills required to begin school	B1	No. of disadvantaged families (as identified with Children's Centres) engaging with a Family Learning programme
	B2	No. of children with delayed speech accessing Speech & Language Therapy
	B3	No. of schools adopting the 'Achievement for All' framework
	B4	No. and proportion of Early Years settings rated Good or Outstanding by Ofsted
	B5	% of pre-school immunisations (to be clarified)
	B6	Children with a My Support Plan per 10,000 (to be clarified)
Objective 3: Being ready for adult life	C1	% of children and young people attending a School/Academy rated Good or Outstanding by Ofsted
	C2	No. of primary aged children permanently excluded
	C3	No. of primary aged children with a fixed term exclusion
	C4	No. of secondary aged young people permanently excluded from school
	C5	No. of secondary aged young people with a fixed term exclusion from school

EH Objective	Ref	Indicator
	C6	Proportion of NEETs
Objective 4: Developing a family-based approach to early help	D1	No. and proportion of CAFs with DV as a presenting issue
	D2	No. of initial contacts to Children's Social Care related to DV
	D3	No. and proportion of CAFs with parental substance misuse as a presenting issue
	D4	No. of Single Assessments in Children's Social Care related to parental substance misuse
	D5	No. and proportion of CAFs with parental mental health as a presenting issue
	D6	No. of Single Assessments in Children's Social Care related to parental mental health
	D7	No. of Gateway Panel referrals for WFF (level 2b family support)
	D8	No. of referrals for FST (level 3 family support)
	D9	No. of CAFs registered with an 'adult' service as Lead Professional (eg Housing)
	D10	No. of families with 2 or more children with an open CAF
Objective 5: a) Developing effective structures and processes to access early help b) Developing an Early Help Offer	E1	No. of open CAFs
	E2	No. of operational MAFs compared to total no. of MAF areas
	E3	No. of initial contacts to Children's Social Care with the outcome: recommend a CAF
	E4	No. of referrals to Children's Social Care with the outcome: recommend a CAF
	E5	No. of referrals to Children's Social Care with an existing open CAF ("Step-up")
	E6	No. of step downs from Children's Social Care with no CAF subsequently registered within 6 weeks
	E7	Cumulative no. of those working with children/young people who have attended/taken the WSCB Early Intervention and CAF training.
	E8	No. of children/young people with an open CAF - by age (under 5, 5-11, 12-17, becoming 18)
	E9	No. of children/young people with CAFs closed as outcomes achieved - by age (under 5, 5-11, 12-17, becoming 18)
	E10	No. of children/young people with a repeat CAF - by age (under 5, 5-11, 12-17, becoming 18)
	E11	No. of children transitioning to secondary school with an open CAF
	E12	No. of referrals to social care for children/young people - by age (under 5, 5-11, 12-17, becoming 18)
	E13	No. of re-referrals to social care within 12 months for children/young people
	(v3)	