

AGENDA

Meeting: Children's Select Committee
Place: Kennet Room - County Hall, Trowbridge BA14 8JN
Date: Tuesday 3 December 2013
Time: 10.30 am

Please direct any enquiries on this Agenda to Roger Bishton, of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line 01225 713035 or email roger.bishton@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225) 713114/713115.

This Agenda and all the documents referred to within it are available on the Council's website at www.wiltshire.gov.uk

Pre-meeting information briefing

There will be a briefing session starting at 9.30am, immediately before the meeting. Its focus will be on Early Intervention, prior to the Select Committee's consideration of the Early Help Strategy 2013-2016 during the meeting.

Membership:

Cllr Pat Aves	Cllr Jacqui Lay (Vice Chairman)
Cllr Mary Champion	Cllr Bill Moss
Cllr Mary Douglas	Cllr Helen Osborn
Cllr Sue Evans	Cllr Sheila Parker
Cllr Jon Hubbard (Chairman)	Cllr Ricky Rogers
Cllr Chris Hurst	Cllr Philip Whalley
Cllr Simon Jacobs	

Substitutes:

Cllr Desna Allen	Cllr Dennis Drewett
Cllr Chuck Berry	Cllr Russell Hawker
Cllr Nick Blakemore	Cllr David Jenkins
Cllr Terry Chivers	Cllr Dr Helena McKeown
Cllr Christine Crisp	Cllr Jeff Osborn
Cllr Andrew Davis	Cllr John Walsh
Cllr Stewart Dobson	

Non-Elected Voting Members:

Mr Ken Brough	Parent Governor - Primary, Non-Elected Voting
Rev Alice Kemp	Parent Governor Representative (SEN)
Dr Mike Thompson	Clifton Diocesan RC Representative

Non-Elected Non-Voting Members:

Miss Sarah Busby

Mrs Di Dale

Mr John Hawkins

Kaylum House

Secondary Schools Headteacher Representative

Further Education Representative

School Teacher Representative

Children & Young People's Representative

PART I

Items to be considered while the meeting is open to the public

1 **Apologies**

2 **Minutes of the Previous Meeting** *(Pages 1 - 8)*

To approve and sign the minutes of the previous meeting held on 1 October 2013. (copy attached)

3 **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4 **Chairman's Announcements**

5 **Public Participation**

The Council welcomes contributions from members of the public.

Statements

If you would like to make a statement at this meeting on any item on this agenda, please register to do so at least 10 minutes prior to the meeting. Up to 3 speakers are permitted to speak for up to 3 minutes each on any agenda item. Please contact the officer named above for any further clarification.

Questions

To receive any questions from members of the public or members of the Council received in accordance with the constitution. Those wishing to ask questions are required to give notice of any such questions in writing to the officer named above no later than **5pm on Tuesday 26 November 2013**. Please contact the officer named on the first page of this agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent.

Details of any questions received will be circulated to Committee members prior to the meeting and made available at the meeting and on the Council's website.

6 **Early Help Strategy 2013-16** *(Pages 9 - 36)*

Julia Cramp, Associate Director, Quality Assurance, Commissioning, Performance, Schools & Early Years Effectiveness, will introduce and explain the Draft Early Help Strategy 2013-16 prepared by Wiltshire Children & Young People's Trust and Wiltshire Safeguarding Children Board. The Strategy is out for consultation until 27 December

2013.

The Committee has agreed that Early Intervention is one of its work priorities for this Council and an information briefing for members will be provided prior to the meeting (9.30am in the meeting room).

7 **Further Education in the Salisbury Area Task Group - 18-month Review of Progress**

A report by from the Further Education in the Salisbury Area Task Group, which met on 14 November 2013, will be circulated. This will:

- report the outcomes of a progress review undertaken by the Further Education in the Salisbury Area Task Group 18 months after its final report was endorsed by Committee.
- present further recommendations from the Task Group, based on the latest position, for Committee endorsement and referral to the Cabinet Member for Children's Services for response.

8 **Rapid Scrutiny Exercise - Overnight Short Breaks for Children & Young People with SEND** (Pages 37 - 42)

On 1 October 2013 the Committee established a rapid scrutiny exercise to consider the proposals under a joint review between the Council and NHS Wiltshire Clinical Commissioning Group on overnight short breaks for disabled Children and Young People in Wiltshire. This included a proposal to close the Hillcote short breaks unit in Salisbury.

The exercise took place on 7 November and several members also attended a public meeting about the proposals held in Salisbury on 6 November.

The report of the rapid scrutiny group (copy attached) was referred to the Clinical Commissioning Group Governing Body, who will make the final decision on the proposals on 26 November. The group's recommendations were referred to the Cabinet Member for Children's Services who attends the CCG Governing Body but is not the decision maker.

The decision of the Clinical Commissioning Group Governing Body will be reported at the meeting.

9 **Task Group Update/Forward Work Programme** (Pages 43 - 48)

A report by the Senior Scrutiny Officer providing an update on Task Group activity since the Committee's last meeting together with the Forward Work Programme is attached.

10 **Parent Governor Representatives (England) Regulations 2001**

Current legislation requires the Committee to appoint its statutory, voting, co-opted parent governor representatives (PGRs) only from the governing bodies of schools maintained by the Local Authority. The [Parent Governor Representatives \(England\) Regulations 2001](#) state that,

“...a person shall, unless disqualified under any enactment, be qualified to be elected as a parent governor representative in an election held by a local education authority if ...

a) he is a parent governor at a maintained school which is maintained by the local education authority;

b) he is the parent of a registered pupil who is educated at a maintained school which is maintained by the local education authority, or who is educated by the authority otherwise than at a school...”

This legislation was passed before the academies programme, a time when significantly more schools were maintained. The small number of maintained secondary schools remaining in Wiltshire has made it difficult to find nominees for the Committee’s secondary PGR position, and so far two appointment processes have been unsuccessful.

The Chairman asks the Committee to endorse a proposal that, as Chairman of the Committee, he asks the Cabinet Member for Children’s Services to co-sign a joint letter to the Secretary of State requesting changes to the legislation in order to reflect the current situation across the country in terms of school designations.

11 **Coalition Changes - Update from Department for Education** (Pages 49 - 54)

A report by Carolyn Godfrey, Corporate Director, on developments relating to children’s services arising from the Coalition Government is attached.

12 **Urgent Items**

Any other items of business which the Chairman agrees to consider as a matter of urgency.

13 **Date of Next Meeting**

To note that the next meeting of the Select Committee is due to be held on Tuesday 28 January 2014 at County Hall, Trowbridge, starting at 10.30am.

PART II

Items during whose consideration it is recommended that the public should be excluded because of the likelihood that exempt information would be disclosed

None

CHILDREN'S SELECT COMMITTEE

DRAFT MINUTES OF THE CHILDREN'S SELECT COMMITTEE MEETING HELD ON 1 OCTOBER 2013 AT COUNCIL CHAMBER - COUNCIL OFFICES, MONKTON PARK, CHIPPENHAM, SN15 1ER.

Present:

Cllr Pat Aves, Ken, Cllr Mary Champion, Cllr Christine Crisp (Substitute), Cllr Andrew Davis (Substitute), Cllr Sue Evans, Mr J Hawkins, Cllr Jon Hubbard (Chairman), Cllr Chris Hurst, Cllr Simon Jacobs, KaylumHouse, Rev. A Kemp, Cllr Jacqui Lay (Vice Chairman), Cllr Helen Osborn, Cllr Sheila Parker, Dr M Thompson and Cllr Philip Whalley

Also Present:

Cllr Richard Gamble and Cllr Laura Mayes

93 **Apologies**

Apologies for absence were received from Miss Sarah Busby and Cllr Alan MacRae.

94 **Minutes of the Previous Meetings**

Resolved:

To confirm and sign the minutes of the previous meetings held on 6 June and 5 July 2013, subject to the following amendment to Minute No 77 of the meeting held on 6 June 2013:-

Min. No. 77 – Minutes of the Previous Meeting – Matters arising – Teacher Representatives on the Committee First sentence to read:-

The *Chairman* referred to discussions that had taken place at the previous meeting concerning the availability of representatives of Primary School and Secondary School Headteachers to attend meetings of this Select Committee and enquired as to how this matter was being progressed.

95 **Declarations of Interest**

There were no declarations of disposable interest or dispensations granted by the Standards Committee.

96 **Chairman's Announcements**

Secondary Parent Governor Representative

The Chairman reminded the Select Committee that in April 2013 the Council had appointed two parent governor representatives to this Committee, namely Revd. Alice Kemp as SEN schools representative and Ken Brough as primary schools representative. Unfortunately no nominations had been received for the secondary school representative and officers had restarted the process to fill this position; they were seeking interested parent governors from maintained secondary schools who would like to play a role in the work of both this Committee and that of the Schools Forum, the deadline for nominations being Friday 4 October.

Teacher Representatives

The Chairman was very pleased to announce that Miss Sarah Busby, Headteacher of St Edmund's School, Salisbury had been nominated to represent secondary headteachers on this Select Committee.

Officers were still investigating the appointment of a primary headteacher representative and were consulting the Primary Heads Forum.

97 **Public Participation**

There were no members of the public present or councillors' questions.

98 **Developing the Forward Work Programme**

Consideration was given to a report by the Chairman and the Vice-Chairman which set out outcomes of the meeting with the relevant Executive members and directors held on 15 August 2013. The purpose of that meeting was to discuss the Council's priorities for children's services and the potential future work priorities of this Committee.

The report proposed some key work priorities for this Committee for discussion, prior to referral to the Overview & Scrutiny Management Committee for endorsement. It also suggested some new ways of working with regard to Committee meetings to help achieve better productivity and add most value to the decision making process.

The Committee considered the proposed key work priorities for this Committee and commented as follows:-

- Safeguarding Children and Young People – a Safeguarding & Young People Task Group was already established.

- Family Placements – this also came under the terms of reference of the Safeguarding & Young People Task Group.
- Special Educational Needs (SEN) and Learners with Learning Difficulties and/or Disabilities (LLDD)
 - SEN in mainstream schools
 - DCA Pathfinder (joined up services for life)
 A task group should be established following a scoping exercise and a report be made back to this Committee at its next meeting.
- Further education in Wiltshire - quality, range and equity of access
A task group should be established following a scoping exercise and a report be made back to this Committee at its next meeting.
- Engaging young people in local decision-making and developing the leaders of the future – Considered to be a priority but further discussion was required with the Executive and appropriate directors before any further action was taken.
- Early intervention – A report would be made to the next meeting of this Committee to help scope O & S activity.

In generally supporting the proposed work priorities, the Committee stressed that a key factor in determining priorities should be where work undertaken could add particularly value to children's services.

After further discussion,

Resolved:

- (1) **To approve the topics proposed within the report as work priorities for the Committee and refer them to the Overview and Scrutiny Management Committee for endorsement, except provision for gifted and talented pupils, to be considered under a later item.**
- (2) **To support further discussions between the Chairman and Vice-Chairman with Cabinet members, portfolio-holders and service directors to scope the agreed work priorities further, with an update coming to the Committee's next meeting.**
- (3) **To approve the programme of pre-meeting information briefings to enhance the Committee's ability to undertake effective overview and scrutiny. Where possible, these should be aligned to items on the agenda.**

- (4) To approve the proposed approach of making greater use of task groups, rapid scrutiny exercises and fact-finding meetings for looking at topics in detail before reporting back to the Committee.
- (5) To approve the proposed approach of limiting Committee agendas to a few key items whenever possible, in order to allow greater time and therefore add more value to each topic considered.
- (6) To ask Cllr Whalley and other interested members to undertake a scoping exercise to investigate where the Committee can add value to the academies programme and report back to the Committee.
- (7) To delegate authority to the Chairman to seek membership for a task group looking at issues affecting children with SEN/LLDD, and to scope where this exercise could add value. A report back to the Committee with proposed terms of reference.
- (8) To establish a rapid scrutiny exercise to look at the quality and equality of access to further education in Wiltshire, with a report back to Committee with outcomes and proposals of where further work is required.
- (9) To request a briefing at the next meeting on Early Intervention.

99 **Executive Response to the Final Report of the Special Schools and Post-16 SEN Task Group - Part 2**

The Select Committee received a report which set out the response of the Lead Member for Children's Services to the Final Report of the Special Schools & Post-16 SEN Task Group – part 2 which was endorsed by the Committee at its meeting on 6 June 2013 and referred to the executive for response.

The Chairman reminded the Committee that the Task Group, chaired by Cllr Graham Payne, had brought an initial final report to this Committee in July 2012 and the executive response was then received in September 2012. The Committee then asked the Task Group to undertake further work and subsequently a second final report containing six recommendations was brought back to this Committee in June 2013.

After discussion,

Resolved:

- (1) To note the executives response to the Final Report of the Special Schools and Post-16 SEN Task Group – part 2.

- (2) **To request the new task group looking at issues affecting children with SEN/LLDD to note the findings of the Special Schools and Post-16 SEN Task Group.**

100 **Review of Short Break Provision for Children and Young People with SEN/LLDD**

The Committee considered a report which summarised the joint review between the Council and NHS Wiltshire Clinical Commissioning Group on overnight short breaks for disabled children and young people in Wiltshire.

The report proposed a change to the service model, including the closure of the NHS-run Hillcote residential facility and to re-invest the money in more family-based care and support services for the families of disabled children.

It was noted that the final decision on the potential closure would be taken at the NHS Wiltshire Clinical Commissioning Group Governing Body meeting in November 2013 following a three month consultation period.

Resolved:

To establish a rapid scrutiny exercise to consider proposals for reviewing the provision of overnight short breaks for children with SEN/LLDD, with authority delegated to the Chairman for seeking membership and for making arrangements to link this exercise with the public meeting currently being arranged.

101 **Support for Gifted and Talented Pupils**

Consideration was given to a report by Carolyn Godfrey, Corporate Director which provided an information briefing in relation to gifted and talented learners. It also set out an overview of the duties, nature and range of provision for gifted and talented learners in Wiltshire.

During discussion it was noted that currently there was no statutory requirement for local authorities to track or offer support specifically for gifted and talented learners. However, schools did continue to identify, track and support such children and young people to ensure that they secured their progression and enabled them to fulfil their potential.

It was suggested that schools be encouraged to make arrangements for the business community to be made aware of these gifted and talented students.

Resolved:

To welcome the report and note its contents.

102 Update on the Provision of Education for Excluded Pupils

The Committee received a report by Carolyn Godfrey, Corporate Director which provided an update on Wiltshire's participation in the three year National Secondary Exclusion Trial (SET) and the development of provision for those pupils permanently excluded or at risk of permanent exclusion since the closure of the Young Peoples' Support Service (YPSS).

It was noted that YPSS completely closed in Wiltshire at the end of August 2013 following which the funding was devolved to schools.

The Committee was informed that the SET was due to finish in July 2014. The original intention of the trial was for the DfE to consider proposing primary legislation to delegate responsibility for permanently excluded pupils from LAs to schools. The DfE had commissioned an independent evaluation of the trial and the final report was due to be published in Spring 2015, this meaning that primary legislation was unlikely to occur before 2016/17.

In these circumstances, Wiltshire secondary schools were planning for further interim arrangements beyond the end of the trial in 2014 and pending any legislation on 2016/17. The LA had indicated that there was no intention to revert to the previous arrangements of providing support for permanently excluded children centrally and had given an undertaking to work with the Wiltshire Association of Secondary & Special School Headteachers (WASSH) to continue the present arrangements by means of a Service Level Agreement.

Resolved:

- (1) To note the update report.**
- (2) To approve the arrangements proposed for continuing the model of devolving funding to secondary schools beyond the end of the exclusion trial in 2014, working with WASSH to revise the SLA.**
- (3) To request a further update report in 12 months' time.**

103 Task Group update

The Select Committee received an update on the activity of the following Task Groups:-

- Safeguarding Children and Young People Task Group
- Further Education in the Salisbury Area Task Group

Resolved:

To note the update on Task Group activity provided.

104 Coalition Changes - Update from Department for Education

The Committee received and noted a report by Carolyn Godfrey, Corporate Director, on developments relating to children's services arising from the Coalition Government.

Resolved:

To note the update provided.

105 Urgent Items

The Chairman informed the meeting that this was the last meeting to be attended by Mrs Stephanie Denovan, Service Director – Schools and Learning as she would be leaving the employment of the Council on 18 October 2013. He paid special tribute to the work she had undertaken for children and young people during her career as a teacher, headteacher and as an education officer culminating in her appointment as Service Director.

These sentiments were warmly endorsed by Mr John Hawkins and other members of the Committee who wished her every success in her future endeavours.

106 Date of Next Meeting

Resolved:

To note that the next meeting of the Select Committee would be held on Tuesday 3 December 2013 at the Council's Offices at Monkton Park, Chippenham, starting at 10.30am but preceded by a pre-meeting information briefing at 9.30am.

(Duration of meeting: 10.30 am - 1.00 pm)

The Officer who has produced these minutes is Roger Bishton, of Democratic Services, direct line 01225 713035, e-mail roger.bishton@wiltshire.gov.uk

Press enquiries to Communications, direct line (01225) 713114/713115

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

Early Help Strategy (2013-2016)

Draft for consultation - Sept 2013

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EXECUTIVE SUMMARY

The Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy sets out our proposals for Wiltshire's early help offer. 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 out what we currently do, 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 the Wiltshire'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.

We will continue to consult actively with children, young people, families and professionals during the formal 3 month consultation period. The final strategy and agreed priorities will align with budget planning for 2014/15.

SECTION ONE: AMBITION AND CONTEXT

1. INTRODUCTION including definitions

The Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy sets out our ambition for the development of early help services.

What do we mean by early help?

"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. Local authorities, under section 10 of the Children Act 2004, have a responsibility to promote inter-agency cooperation to improve the welfare of children."

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

The definition of early intervention adopted by The Centre for Excellence and Outcomes in Children and Young People's Services (C4EO) expert group is:

"Intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Effective intervention may occur at any point in a child or young person's life.

This definition includes both interventions **early in life** (with young children, including pre-natal interventions) and interventions **early in the development of a problem** (with children or young people of any age). It includes universal interventions that are offered to an entire population to **prevent** problems developing, and targeted interventions that are offered to particular children, young people and families with existing risk factors, vulnerabilities or acknowledged additional needs in order to **protect** them from developing problems or **reduce the severity** of problems that have started to emerge."

Consultation question 1: We have included 2 definitions of early help - which definition of early help do you prefer? Is there a better definition which we should use?

2. OUR AMBITION AND COMMITMENTS

2.1 Our vision

The Wiltshire 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.

Appendix 1 includes information on early intervention priorities in commissioning strategies.

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 CONTEXT

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. 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")
- Improve inter-agency working by encouraging partners to think and work together to plan and deliver services in a seamless way
- 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 and using a seamless model of delivery (*Dartington Social Research Unit, 2005*)

All local authorities and partner agencies are operating in a climate of reducing resources so it is critical to look at ways of working that reduce costs but still deliver positive outcomes for their population. Appendix 2 includes information on Early Help practice in other local authorities. There is considerable evidence to indicate that early intervention is cost

effective - savings of between £5,000 and £450,000 per family have been reported from a sample of 80 cases (Local Authority Research Consortium). Most Common Assessment Framework (CAF) processes cost under £3,000 whilst more complex cases can cost up to £8,000 (Local Authority Research Consortium).

3.1 National Policy

Current government initiatives supporting the development of effective early help include:

- The Troubled Families programme – in Wiltshire we refer to complex families. This is part funded by central government, and involves local authorities working with partners to help 120,000 troubled families in England (circa 500 in Wiltshire) turn their lives around by 2015. Early Help is intrinsically linked to this agenda and the work to improve specific outcomes for children/families and reduce demand on specialist services.
- Investment in childcare funding for disadvantaged 2 year olds (in addition to funding for 3 and 4 year olds).
- 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 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 (known as Universal Partnership Plus).
- Establishing a new national Early Intervention Foundation in April 2013 whose mission is to be *"an independent, authoritative voice campaigning to change the culture from late intervention to early intervention at national and local level. We will champion and promote Early Intervention across the UK. We will seek to take Early Intervention to scale by the widespread adoption of evidence-based early Intervention programmes, policies and practice, so as to improve outcomes for children and families in every locality that needs it"*.
- A new Ofsted framework for the inspection of children's services which will be launched in autumn 2013. This is currently out for consultation and proposes a focus on the journey of the child and looking at the delivery of early help. The current framework for inspections of local authority arrangements for the protection of children also includes a focus on early help.
- 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 *"all-encompassing and pervasive early intervention culture"* and *"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 draft Children and Families Bill, based on the Green Paper: Support and Aspiration – a new approach to SEN and Disability, supports a move towards early identification and early help and a focus on holistic assessment and provision.

Since the Children's Act 2004, early help has been at the heart of national policy for children. And now the government, in the publication of the revised statutory guidance 'Working Together to Safeguard Children' April 2013, is very clear that the duty to cooperate to promote the wellbeing of all children in the authority's area means that every Local authority and its partners in the LSCB and Children's Trust should set out clearly its early help offer to children and families.

4. LOCAL CONTEXT

In Wiltshire there are 114,130 children and young people aged 0-19 (2013 mid-year estimate). The majority of these have their needs met through engagement with universal services; however there are some who require additional help and support. The diagram on page 10 provides an overview of the population of children and young people aged 0-19 in Wiltshire according to level of need.

As part of the **Troubled Families initiative**, the government has estimated that there are 500 families with complex needs in Wiltshire who will require support to achieve outcomes such as improved school attendance, a reduction in offending and anti-social behaviour. In 2013/4, we intend to work with 279 troubled families.

A survey of **Health Visitors'** caseloads (October 2010) 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. Schools can now receive information on young people on roll who are at risk of NEET from the Children's Services Information Team. The overlap between those at risk of becoming NEET (the RONI indicator) and those who have a CAF is currently only about 4%.

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 year's statements and statements at primary level.

Consultation is to start in September 2013 on the creation of a fully integrated Special Educational Needs and Disability (SEND) 0-25 service. The focus of the service will be on providing early and earlier intervention for children and young people and their families. A detailed service specification will be developed following consultation.

Teenage conception rates - the under 18 conception rate per 1,000 girls (15-17) is 22.9% (2011) and below the national average of 30.9%.

Community Safety - 3,700 children are known to have experienced a domestic abuse incident (children present at a domestic abuse incident reported to the Police – Wiltshire Domestic Abuse Strategy 2009-2011). However, only 1 in 5 domestic abuse incidents are reported to the Police.

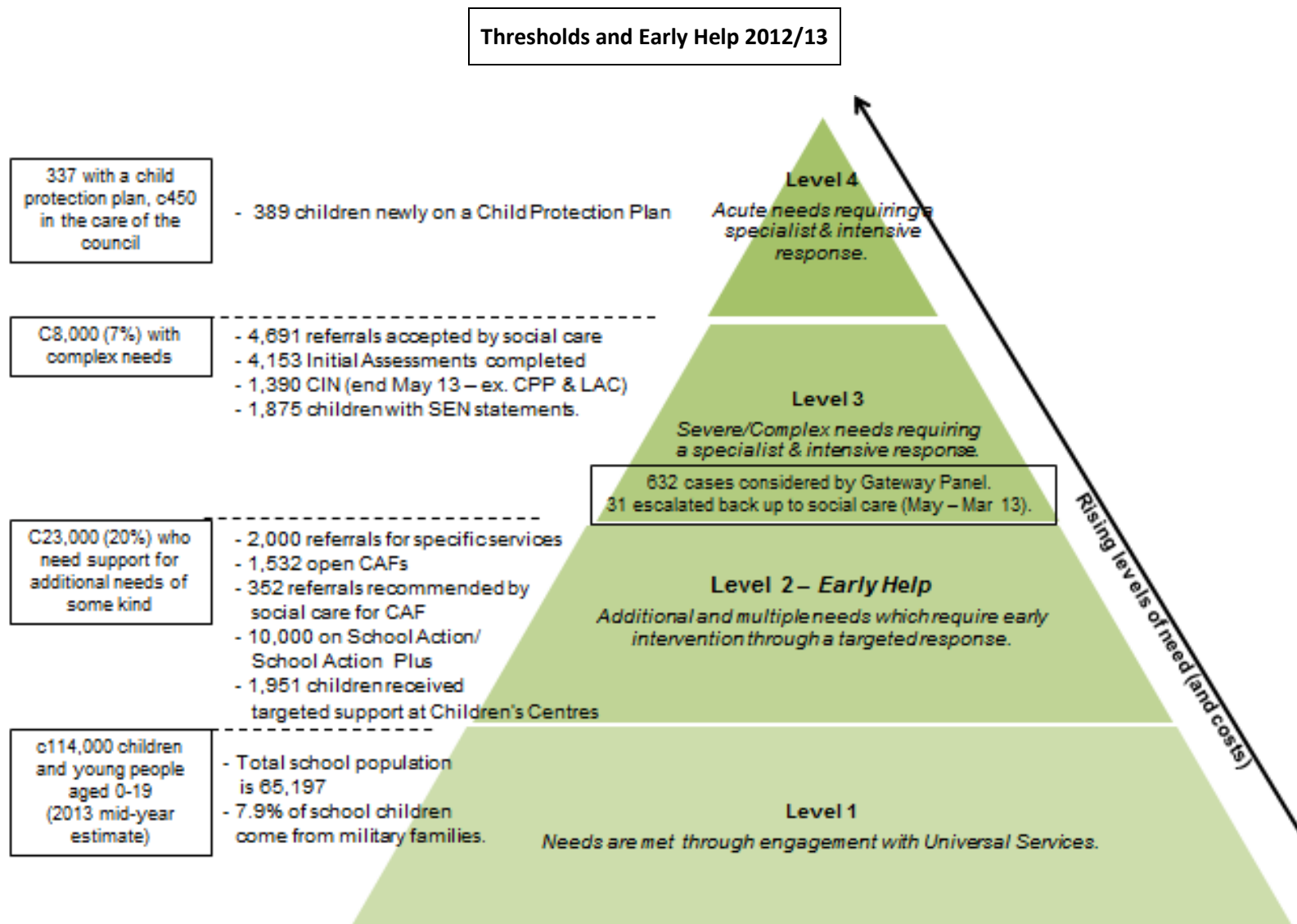
Hidden Harm in Wiltshire

A key issue for Wiltshire, as in other areas, is a lack of understanding of the size of the problem of Hidden Harm.

- The current data recording by Wiltshire agencies and services explicitly identifies a maximum of 209 children, 1,028 parents and 562 families where Hidden Harm is likely to be an issue (Wiltshire JSA for Health and Wellbeing, 2012/13).
- In Wiltshire, around 17,621 parents (9%) may 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 broken down as an impact on the ability to parent, a financial impact, an emotional impact, or other impact (Substance Misuse Needs Assessment 2010/11, Children and Young People's Trust Board, Wiltshire Council).
- It may be estimated that only 6% (n=1028) of parents engaging in negative alcohol or drug usage are currently receiving treatment.
- There may have been as many as 30,019 children experiencing Hidden Harm in Wiltshire in 2010; with only 0.69% (n=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

- 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.



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

4.1 The case for early help – demand on statutory services

In common with 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 is still a high level of inappropriate calls into social care (over 70% of all contacts and referrals into Referral and Assessment are not related to significant safeguarding concerns). This is alongside an increase in the number of CAFs being registered.

Local Authorities across the country are responding to this challenge by joining up services, ensuring that there is no duplication between services, 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. Early help is therefore critical to reducing demand and spend on specialist services.

The table below is an extract from the Safeguarding Improvement Board Data Set (July 2013 meeting):

	Indicator	Wiltshire									English average 2011/12	Statistical neigh Average 2011/12 (denotes good +)
		2011/12	2012/13 prov	Jan to March 2013	RAG	Apr to May 2013	RAG	DOT	2013/14 estimate based year to date	2013/14 Target		
1.	Number of CAFs active	1038	1441	1441	G	1532	G	↑	1532		-	-
2.	Number of contacts (excl those that went to referral)	10307	10379	3722	G	2285	G		13710		-	-
3.	Number of referrals in year	3486	4690	1070	A	640	G		3840	4055	-	-
4.	% referrals which led to initial assessment	73%	89%	87%	G	92%	G	↑	92%	77%	75%	81% (77%)
5.	Number of children in need at end of period (CIN/ CPP/LAC)	2100	2122	2122	G	2200	G		2200	2400	-	-
6.	Rate of children in need per 10,000 under 18	203	208	208	G	217	G	↑	217	237	326	253 (248)
7.	Number becoming subject to CP plan during the year	243	389	109	A	78	R		468	365	-	-

	Indicator	Wiltshire									English average 2011/12	Statistical neigh Average 2011/12 (denotes good +)
		2011/12	2012/13 prov	Jan to March 2013	RAG	Apr to May 2013	RAG	DOT	2013/14 estimate based year to date	2013/14 Target		
8.	Rate per 10,000 becoming subject to a CP plan during the year	24	38	43	A	46	R	↑	46	36	46	36 (40)
9.	Number of looked after children	416	453	453	A	446	A		446	430	-	-
10.	Looked after children rate per 10,000	41	45	45	A	44	A	↓	44	42	59	41 (36)
11.	Children who started to be looked after – numbers	179	194	48	G	20	A		120	182		
12.	Children who started to be looked after – rate per 10,000	18	19	19	G	12	A	↓	12	18	24	18
13.	Children who ceased to be looked after – numbers	154	153	31	A	23	A		138	203		
14.	Children who ceased to be looked after – rate per 10,000	15	15	12	A	14	A	↑	14	20	24	18

Consultation question 2: Do the current threshold arrangements allow families to access support at the right time?

Consultation question 3: What might be the reasons for the rate of Wiltshire Children in Need (per 10,000 under 18) being below statistical neighbour averages and the rate of both children becoming subject to a Child Protection Plan during the year and of looked after children being above statistical neighbour averages?

5. EARLY HELP SERVICES

Wiltshire had a Peer Review in February 2013 which commented that “Wiltshire has a lot of early intervention services” but needs to “consider the degree to which early help is impacting on social care pressures”.

Set out below is the list of the current Early Help services and resources in Wiltshire:

- Children's Centres
- District Specialist Centres
- Programmes and strategies offered by the Early Years Team include Reading Recovery, Better Reading Partners, the Reader Leader Project, Social and Emotional Aspects of Development (SEAD), Inclusion Development Programme (IDP), BLAST and Talk Boost
- Early Intervention Team (Early Years)
- Family Learning Service
- Youth Development Centres
- Library Services and resources for children and young people e.g. Bookstart, Rhymetimes, Storytimes and Summer Reading Challenge
- Connexions Personal Advisers (including SEND 0-25 Service)
- Motiv8/Young Person's Substance Misuse Services
- Youth Offending Prevention Service
- Behaviour Support Service
- Educational Psychology Service
- Education Welfare Service
- Specialist SEN Service
- Ethnic Minority Achievement Service (EMAS)
- Travellers Education Service
- Family Information Service
- Young Carers Services
- Counselling Services
- Primary Child and Adolescent Mental Health Services
- Wiltshire Families First (Action for Children)
- CAF Coordinators
- Health Visitors and School Nurses
- Youth Offending Services including the Prevention Project and Out of Court Disposals

We acknowledge that some services also provide a universal offer, e.g. Health Visitors.

Social care can only be effective if there is a viable early help offer. Although we acknowledge that there are reducing resources in many targeted children's services within the local authority, we are committed to doing everything we can to retain services and resources where we know that they are making a positive impact.

The national policy direction, including Troubled Families and a renewed focus on intervention early in a child's life (0 – 2 years), and significant budget reductions within the local authority, suggest we should look for opportunities to further integrate services to clarify and ensure a sustainable early help offer.

During the consultation period, we will involve agencies in more detailed service mapping including on activity and impact. We will also develop up-to-date local Early Help market

position statements building on the local Joint Strategic Needs Assessments (JSNAs), with information about need, projected need and planned outcomes.

Consultation question 4: Are there any more early help services which we need to consider during the development of this strategy?

5.1 Expenditure on services

There is a relatively large resource for early help services (approximately £21m, including Health Visitors, School Nurses and 2 year old free entitlement funding), but it is difficult to see the impact of early help services on reducing referrals into children's social care.

The expenditure is set out below:

	Expenditure £
Children's Centres (incl. District Specialist Centres)	4,462,500
Early Intervention Team (Early Years)	1,151,900
Youth Development Centres	1,363,900
Connexions Personal Advisers (including SEND 0-25 Service)	614,800
Motiv8/Young Person's Substance Misuse Services	225,300
Youth Offending Prevention Service	201,200
Behaviour Support	852,200
Educational Psychology	865,400
Education Welfare Service	407,100
Specialist SEN Service	943,200
Ethnic Minority Achievement Service (EMAS)	400,300
Travellers Education Service	196,300
Family Information Service	160,000
Young Carers	42,000
Counselling	30,000
Primary Mental Health Services	578,000
Wiltshire Families First (Action for Children)	800,000
CAF Coordinators	124,600
Health Visitors and School Nurses	5,000,000
TOTAL	18,418,700
2 year old free entitlement funding in nurseries/at child-minders (includes "trajectory funding")	2,866,800
3 and 4 year old free entitlement funding	14,926,100
TOTAL	17,792,900

In 2013/14, Wiltshire Council 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, there is approximately £8m in pupil premium within Wiltshire's schools which should help close the educational attainment gap.

6. KEY IMPACT INDICATORS

The Early Help Strategy will play a pivotal role in securing the high level outcomes set out in the Children and Young People's Plan (2012-2015). We are developing a range of early intervention and prevention key impact indicators. The likely impact indicators are:

- Tackling inequalities in low birth weight to improve health outcomes in childhood and adulthood
- Readiness of children to start school at age 5
- Improving foundation stage profile results for vulnerable and disadvantaged groups
- Improving literacy and numeracy attainment at ages 11, 16 and 19
- Success in 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 persistence absence
- Reduction in the rate of teenage pregnancies
- Reduction in the number of children and young people experiencing poverty
- 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
- Increased numbers of young people engaging in positive activities
- Reduction of anti-social behaviour
- Reduction in the number of young people offending including first time entrants to the criminal justice system
- Reduction in re-offending rates
- Number of contacts made to children's social care
- Percentage of referrals to children's social care going on to initial assessment
- Number of children requiring statutory child protection intervention
- Reduction in the number of children and young people in residential home placements including a reduction in the number placed in homes rated as less than "good" by Ofsted
- Reduction in the number of SEND young people going to residential, out of county, educational or social care settings
- Analysis of patterns and trends in young people attending GUM (Genito Urinary Medicine) clinics
- Analysis of patterns and trends of Child Trafficking Investigations

- Levels of children and young people admitted to hospital for non-accidental injuries including self-harm
- Reduction in substance abuse
- Reduction in inappropriate caring responsibilities
- Improving attendance and attainment of looked after children
- Number of children in need under Section 17 of the Children Act
- Supporting parents in to work and sustaining employment

Over the duration of the Strategy we would expect to see an increase in coordinated early intervention through a single plan following completion of a CAF, a reduction in referrals to statutory/specialist services such as Children's Social Care and CAMHS, and a decrease in the number of troubled families identified as part of the Troubled Families Payment By Results scheme.

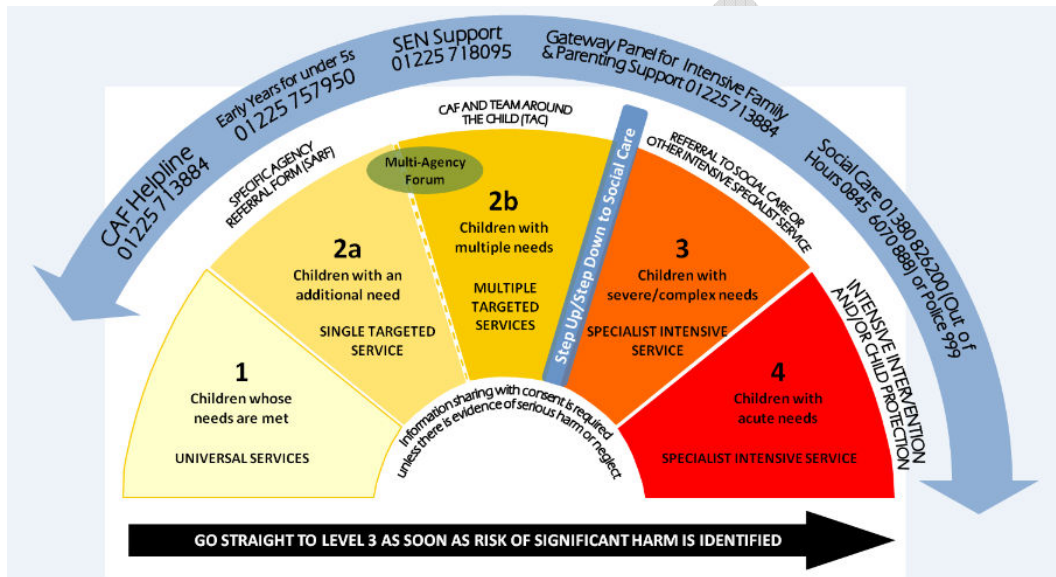
We will explore further some of these impact indicators, particularly regarding child sexual exploitation.

Consultation question 5: Do you agree with the proposed key impact indicators? Are there any other key indicators we should include?

SECTION TWO: WILTSHIRE'S APPROACH TO EARLY HELP

7. ACCESSING EARLY HELP SERVICES

The Thresholds for Safeguarding Document produced by WSCB and the Children's Trust sets out our 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 CAF and bringing together a Team Around the Child (TAC) to provide support; with support to the Lead Professional and all CAF processes provided by the CAF Coordinator team.
- A Gateway Panel that 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.

8. SUMMARY OF KEY MESSAGES FROM INITIAL CONSULTATION

During the development of this Strategy, we held a conference to consult with a range of practitioners about our current approach to early help and developing our early help offer. We also held a workshop with key managers involved in our Children's Trust and Wiltshire Safeguarding Children Board. The feedback was consistent and is summarised below:

- All services need to take a family approach rather than focusing on the individual child/young person (recognising the impact of parents' behaviour/lifestyle on the child or young person and that the key to change often lies with services that work with adults).
- Many staff in our children's workforce are not clear on the full range of support/services that are available for children and families in Wiltshire.
- Some staff lack confidence to intervene with children and their parents – the focus is often assessment and then signposting on to another service.
- There is widespread support for a core competency approach to workforce development to help develop a shared understanding and language to promote better integrated working.
- Managers need to encourage staff to participate in joint work with other professionals and to support staff taking on the role of the Lead Professional.
- Practitioners say there is a need for greater clarity in understanding and describing what we do in early help. There was a request for the strategy to map the offer.
- Practitioners and managers stated that it would be useful to have a single contact point for advice on thresholds and to get the right help to a child/family - rather than leaving the referrer to try and decide which service is most appropriate.
- Practitioners say there is a need for training to better assess risk.

Feedback from staff who attended the Early Intervention Conference in January 2013 showed that whilst the majority of participants agreed that *'Wiltshire has a good range of early intervention services'*, there were low levels of agreement with the statement *'Wiltshire agencies are working well together for early intervention'*.

We will be consulting with children, young people and their families on the development of this Strategy.

Consultation question 6: We will be asking families to help us define what early help best supports them. What else should we ask?

9. WILTSHIRE'S EARLY HELP OFFER

The proposed priority objectives of Wiltshire's Early Help offer are set out below. These objectives will form the major part of the consultation.

Objective 1: Ensure the best start in life

We will continue to:

- Deliver evidence based parenting programmes through Children's Centres, schools and partners.
- Consider what support particular target groups of parents and parents-to-be need e.g. teenage parents, parents with special educational needs and disabilities, looked after young people and care leavers.
- Provide free entitlement funding for 2 year olds that meet the government's criteria. In Wiltshire, 20% (726) will be eligible and they will be linked with their nearest Children's Centre to provide holistic family support.

Priority actions might also include:

- Setting up an intensive service to support parents of babies/very young children (aged 0 – 2). This would be similar to 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. This type of service is often focused on teenage parents but the approach could also be used where we know a parent-to-be is likely to struggle with parenting (for example, this could be due to a mental health difficulty, learning disability or involvement in substance misuse).
- Involving 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.

Consultation question 7: What are the priority actions to ensure the best start in life?

Objective 2: Gaining the skills required to begin school

We will 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.
- Provide effective advice and guidance to schools regarding children and young people 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.

Consultation question 8: What are the priority actions to support children to gain the skills required for school?

Objective 3: Being ready for adult life

We will continue to:

- Promote confidence, positive self-esteem and resilience, especially within the context of child sexual exploitation.
- Provide mentoring and professional counselling in conjunction with partners.
- Develop programmes that intervene to support relationships alongside practical support to keep young people engaged in ordinary life and positive activities and begin to think about work and further education.
- Support young people to remain in education, employment or training.
- Provide young people with good quality accommodation and support which promotes independent living.
- Ensure that the Youth Offending Team works with complex families

Consultation question 9: What are the priority actions to support young people to be ready for adult life?

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

Priority actions might include:

- Using the Complex Families project to create more effective links with services supporting adults (e.g. adult mental health services, substance misuse services, disability services and support where there is domestic violence or offending).

Consultation question 10: What are the key services which support the development of a family-based approach to early help? What more should we do in this area?

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

We will continue to:

- Improve the CAF and TAC processes:
 - Linking the CAF (Early Help assessment) with the Social Care Single Assessment to support the journey of the child from early help to Children's Social Care (and 'step down' back to early help where appropriate).
 - Improve the capacity and quality assurance role of the CAF Coordinators to create additional resource to support effective early help.
 - Improved training, advice and support offer to Lead Professionals.
- Supporting closer links between the Wiltshire Families First service provided by Action for Children (working at level 2b) and the Children's Social Care Intensive Family Support Service (working at level 3 and 4).
- Development of a stronger Early Help case management approach.

Priority actions might also include:

- Better coordination of the single point of access for getting early help for a child/family. This would ensure that the referrer focuses on need/area of difficulty for the child/family, rather than requesting a specific service. During the consultation process we will explore ideas for improving access to early help in the light of the planned developments of the Multi-Agency Safeguarding Hub (MASH).
- Better coordination through the role of the Lead Professional where more than 1 service or intervention is required.
- Setting out and publicising a Core Offer of Early Help so that children, families and universal services are clear about help that can be provided.
- Development of locality-based Early Help Hubs covering children and young people aged 0 – 19 which could tie in with Wiltshire's campus developments. Local

Authority staff working within these Hubs (from a range of currently separate services) would link with their local Children's Centres, Health Visiting and School Nursing Team, and the Primary Mental Health Service to provide a Core Offer of early help to children, parents, schools and early years settings and GPs.

- Development of Early Help Standards to underpin the work of a range of staff and to set out our expectations for all providers of services.

Consultation question 11: Do you agree with the priority actions for objective 5, development of effective structures and processes to access early help?

Consultation question 12: Do you think a single point of access should be at local level or a centralised process, and why?

SECTION THREE: MAKING IT HAPPEN

10. THE DEVELOPMENT NEEDS OF THE CHILDREN'S WORKFORCE

We need to consider how to develop the children's services workforce to provide staff with the confidence to undertake effective early intervention with families. This is part of our Complex Families project but also links with the Wiltshire Safeguarding Children Board training programme.

Safeguarding and early intervention induction training will be offered to all those working children's services in Wiltshire from autumn 2013.

11. GOVERNANCE

The joint Children's Trust and Wiltshire Safeguarding Children Board's 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.

12. IMPLEMENTATION

A comprehensive implementation plan will be developed which will detail the actions which are required in order to support delivery of the priority objectives set out in the Strategy.

Successful implementation of the Strategy is a significant task that requires consistent and effective joint working and partnership between all stakeholders.

13. REVIEWING AND MONITORING

Children's Services Commissioners will work with all stakeholders to provide six monthly progress reports on the implementation of the Strategy to both the Wiltshire Children and Young People's Trust Commissioning Executive and Wiltshire Safeguarding Children Board.

Young people and their families will be regularly involved in the monitoring and review of the Strategy, and this will be facilitated by the Wiltshire Council Voice and Influence Team.

14. RISK ASSESSMENT

A comprehensive risk register will be completed for the Strategy.

15. EQUALITY IMPACT ANALYSIS

A comprehensive Equality Impact Analysis will be completed for the Strategy.

Appendix 1: Early Intervention Priorities in Commissioning Strategies

The Children's Trust has adopted a commissioning approach to service planning and development. All commissioning strategies assess needs, consult, and then make recommendations on how services should be configured to meet particular outcomes and making the best use of available resources. Whatever the focus of the strategy, they seek to review the entire landscape of delivery paying attention to how services and systems work together and whether that works for children, young people and families. This means that each strategy includes a focus on early intervention.

The following strategies have been approved by the Children's Trust and their implementation is contributing to the strengthening of Wiltshire's early intervention offer.

Family and Parenting Support Strategy

This strategy identified the gap in services at level 2b which involved families with complex needs accessing support from services only if a crisis occurred, but where the needs of these families were beyond the capacity and expertise of level 2a services. The strategy led to the development of a range of a new parenting support services. **Wiltshire Families First** is a level 2b service which provides intensive support to families where there is family breakdown caused by one or more of the following factors; substance misuse, domestic violence, substance abuse or mental illness. **Family Group Conference Service** was re-launched in April 2012 and is now provided by Daybreak. The in-house family support service **Social Care Intensive Family Support Service** has been re-designed. The two existing geographical teams have been re-shaped into two County wide teams – one for contact and assessment and one for Intensive Family Support. This will allow a greater focus on intervention for families needing help. The service launched in its new form on 1st October 2012.

Emotional Wellbeing & Mental Health Strategy

The following early intervention initiatives have been implemented:

- Information on services available in Wiltshire to support children and young people's emotional wellbeing and mental health are available in the 'Little Book'
- There is increased support and development to frontline practitioners via training opportunities such as the Youth mental health first aid training and "Bouncing Back and Adapting to Change" conference which considered ways to encourage and support developing resilience in children and young people

- A review of counselling services has led to jointly commissioning a counselling service for primary-school aged children to be in place from 1st September 2013
- A review of the support and services provided to young carers in Wiltshire has been undertaken and Spurgeons have been contracted to deliver services for young carers from July 2013. In addition to the mentoring and breaks services, it is intended to extend the services to include counselling, advocacy, support in education and a clear link to a new transitions service

Children in Care Commissioning Strategy

This includes a priority to achieve a range of cost effective 'edge of care' services which promote good outcomes by enabling children and young people to remain living safely with their families, where appropriate. These services assist families and extended families to better care for and support children and young people; and provide direct support to children and young people. Where children do return home after a period of care, the risks will be assessed and support provided if required.

11-19 Strategy

As a result of the 11-19 strategy, a specification for the Integrated Youth Service has been developed. The Service will provide a predominantly targeted and early intervention service for young people with identified needs, working mainly at the 2a and 2b threshold of need. Part of the offer will include targeted support and early intervention for those who are on the edge of care, provided by 4 full time adolescent support workers. Access to the service these support workers provide will be via the Gateway panel where they will work closely with the Intensive Family Support Service.

Appendix 2: Early help practice in other local authorities

Many local authorities are in the process of reviewing and developing services to set out a clear Early Help offer in line with the expectations of the government's guidance in "Working Together". The majority are looking at an integrated approach to service delivery and a single point of access for early help to make it easier for children and families to get the help they need. Set out below are the key developments in a number of other rural counties similar to Wiltshire.

Gloucestershire County Council

Emerging early help offer is being developed, shared across a range of services.

Youth Support Service reconfigured with a more targeted & assertive approach – focus on hotspot areas and tailored wrap around packages for young people in communities and schools. Interdisciplinary team comprised of youth offending staff, ex Connexions Personal Advisers, youth workers etc.

Within the Youth Support Service Case Responsible Officers hold and coordinate individual cases. Programme Officers focus on delivering interventions, mainly via Youth Support Centres & Central Hubs.

Enhanced role for voluntary and community sector organisations in delivering universal youth work using council buildings.

Turn Around for Children project providing an interdisciplinary approach (health, social workers etc) to intensively supporting parents/carers whose children (0-5 years) are on the brink of going into local authority care. Focus on young parents with drug & alcohol problems - based on the Family Nurse Partnership model.

A virtual team called Families First is providing an intensive response to troubled families.

Youth Liaison and Diversion project (funded by the Department of Health through the Youth Justice Board) working with young offenders to prevent involvement by statutory/specialist services.

Worcestershire County Council

Early Help Strategy includes plans to develop 6 integrated early help service arrangements covering age 0 - 19, one for each of its district areas. This will form an overall early help service offer across the county.

Circa £8.5m of council funding is to be split between the 6 districts according to need. A service specification has been developed focused on achieving improved outcomes for children and young people aged 0 – 19.

The council is exploring different potential delivery models (one provider, consortia, lead organisation with subcontractors). There is a strong focus on market development and a comprehensive Market Position Statement has been published.

The direction of travel is to outsource delivery. Children's centres will be included in the contract and a payment by results model is being considered for providers.

The council's website includes an Early Help Hub which provides family advice and support.

Oxfordshire County Council

Single integrated early intervention service in place, delivered through 7 hubs and 44 Children's Centres. The service provides early intervention and specialist services to children, young people and families with additional and complex needs.

The offer consists of family support, parenting programmes, direct work, consultation and advice, open access and targeted sessions for young people, professional counselling, restorative justice and support to access education, employment or training opportunities.

Dorset County Council

Single integrated Early Intervention Service with 4 district based integrated locality teams in place for a number of years, delivering early help aligned to Children's Centres and youth and community centres also run by the council.

Core offer very similar to that offered by Oxfordshire but described slightly differently so includes 'delivery of evidence based parenting programmes', outreach work in rural locations, promotion of a positive school experience, individual support to parents, targeted individual support to child/young person, assistance with transitional periods in a child's life.

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Wiltshire Council

**Clinical Commissioning Group Governing Body
26 November 2013**

**Children's Select Committee
3 December 2013**

Overnight Short Breaks for Children with SEND – rapid scrutiny exercise

Purpose

1. To report to the Clinical Commissioning Group Governing Body and the Children's Select Committee the outcome of the rapid scrutiny exercise held on 7 November 2013 to look at the proposed revisions to overnight short breaks for disabled Children and Young People in Wiltshire.
2. To make recommendations to Wiltshire Council's Cabinet Member for Children's Services in regards to this issue.

Background

3. On 1 October the Children's Select Committee received a report summarising the joint review between the Council and NHS Wiltshire Clinical Commissioning Group on overnight short breaks for disabled Children and Young People in Wiltshire. Having discussed the report, the Committee established a rapid scrutiny exercise – a small working group of non-executive members – to consider the proposals and supporting information in detail, with findings and recommendations being referred to the decision maker as appropriate.
4. Authority was delegated to the Committee Chairman for seeking membership and for making arrangements to link this exercise with a public meeting being arranged at the request of members of the public. The public meeting was subsequently held on 6 November and five of the six members of the rapid scrutiny group attended. The rapid scrutiny exercise itself was held on 7 November with the following in attendance:

Cllr Jon Hubbard	Lead Member for the exercise, Chairman, Children's Select Committee
Cllr Jacqui Lay	Vice-Chairman, Children's Select Committee

Mr Ken Brough	Co-opted Member, Children's Select Committee
Rev Alice Kemp	Co-opted Member, Children's Select Committee
Cllr Simon Jacobs	Member, Children's Select Committee
Cllr Sheila Parker	Member, Children's Select Committee
Cllr Laura Mayes	Cabinet Member for Children's Services
Julia Cramp	Associate Director (with CCG), Quality Assurance, Commissioning, Performance, Schools and Early Years Effectiveness
Matthew Look	Lead Commissioner
Henry Powell	Senior Scrutiny Officer

5. The following papers were made available at the meeting:

- Report to the Children's Select Committee on the Review of Overnight Short Breaks for Children with SEN/LLDD – 1 October
- Consultation document
- Equality Impact Analysis
- Q&A on the review
- Notes of the public meeting – 6 November, Guild Hall, Salisbury
- Slides of the presentation given by Julia Cramp at the public meeting
- The results of a survey of parents of children at Exeter House School, Salisbury, which was circulated at the public meeting.

Process

6. The rapid scrutiny exercise was held on 7 November at Wiltshire Council's Shurnhold offices in Melksham. The group considered the written evidence listed above, the views expressed at the public meeting on 6 November and verbal evidence provided by Wiltshire Council officers. Discussions focused on the following:

- Clarifying what the alternative service model being proposed consisted of.
- How the predicted costs of the proposed new service model have been calculated.
- The nature of the early intervention services that would receive increased investment following Hillcote's closure.
- Possible reasons why the use of Hillcote has decreased in recent years, including the development of the Short Breaks scheme, changing attitudes to residential units and a lack of parental awareness and social worker referrals.

- How Hillcote's suitability for a child or young person is assessed and the numbers of children and young people who meet the criteria.
- Arrangements for recruiting the proposed specialist carers.
- Arrangements for quality assuring and monitoring the proposed specialist carers.
- The potential impact of the proposals on parental transport arrangements and costs.
- Back-up arrangements if a specialist carer stops operating.
- The viability of potential alternative service models, including smaller residential centre(s).
- The consultation process followed and whether the results accurately capture the views of those potentially affected by the proposals.

Recommendations

7. The rapid scrutiny group recommends that Wiltshire Council's Cabinet Member for Children's Services notes the following comments and makes appropriate representations to the Clinical Commissioning Group Governing Body on 26 November. A formal response at the Children's Select Committee on 3 December 2013 is also requested.

The rapid scrutiny group accepts the argument that a revised provision of services for children and young people with SEND could lead to greater accessibility of services overall, assuming the retention of a specialist residential centre (i.e. Canon's House). However, little information has been provided to evidence that the proposed alternative service model would adequately meet the needs of service users. The group therefore has considerable concerns about the proposals and the amount of information provided to support them. The group's concerns are as follows:

1. **The proposals have not been properly costed in the following ways:**
 - a) **No figures have been provided to demonstrate how the predicted cost of specialist carers (£40kpa, per carer) has been arrived at (for example, figures from other local authorities who have already adopted this system). The group are sceptical that this sum is realistic given the high upfront costs the carers will face in order to properly adapt and equip their homes;**
 - b) **The potential impact of the new specialist carer scheme on the future use of Canon's House and its sustainability in the long term does not appear to have been considered.**

The group therefore concludes that the cost neutrality of the proposals has not been substantiated. The availability of the savings proposed for reinvestment in early intervention services therefore cannot be assumed either.

2. Given historic difficulties recruiting foster carers for young people with more complex needs, the Council may face considerable difficulties recruiting and approving the specialist carers proposed. No information has been provided demonstrating how this will be achieved (for example, from the experiences of other local authorities who have already adopted this system), particularly within the ambitious timeframe of April 2014.
3. It has been reported that specialist carers would be subject to the same quality assurance and safeguarding checks as foster carers for children and young people without SEND. The group believes that the greater vulnerability of children and young people with SEND demands a much more robust system of monitoring to protect the children's welfare and to protect the specialist carers.
4. No information has been provided to show how continuity of provision for service users will be maintained if a specialist carer decides to stop operating. This could have a serious impact on service users and their families.
5. It has not been demonstrated that the proposed specialist carer scheme will be able to provide care at short notice, for example, when a young person's parent is taken ill.
6. The group has received anecdotal evidence that parents have not been made aware of or offered provision at Hillcote when it may have been appropriate for their child. The group are therefore concerned that a lack of information and guidance, rather than a lack of demand, has contributed to the decline in Hillcote's use in recent years.
7. It has not been demonstrated what emergency plans will be put in place to ensure continuity of service if Canon's House was temporarily unable to operate, for example because of a fire.
8. It is reported that a proportion of the savings from the proposed closure of Hillcote would be reinvested in Early Intervention services. However, no information has been provided on what these services

will actually consist of and how their effectiveness has been assessed.

Members of the Overnight Short Breaks for Children with SEN/LLDD rapid scrutiny exercise

Report author: Henry Powell, Senior Scrutiny Officer, 01225 718052,
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Background documents

Report to the Children's Select Committee on the Review of Overnight Short Breaks for Children with SEN/LLDD – 1 October

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Wiltshire Council

Children's Select Committee

3 December 2013

Task Group update

1. Safeguarding Children and Young People Task Group

Membership: Jon Hubbard (Chairman)
Andrew Davis
Alice Kemp
Bill Moss
Bridget Wayman

The Task Group met on 17 October and 31 October and discussed the following:

Placements for Looked After Children (LAC)

This comes under the Task Group's terms of reference and members have been discussing how they wish to scrutinise services and placements for LAC effectively. It has been tentatively agreed to focus on three key themes:

- a) Placement permanency – how long placements last for and why
- b) Placement choice – does the Council meet its sufficiency duty to provide a range of placements and are children involved in decisions about their placements
- c) Education for LAC – how effectively are the special education services for LAC

Key milestones in the Safeguarding and Adoptions Improvement Plan

The Safeguarding and Adoptions Improvement Board (SIB) has asked the Task Group to scrutinise its selection of key milestones and their delivery. The Task Group has now advised what evidence it wishes to see in December to assess whether each milestone has been achieved.

Single Assessment Framework

In December the Task Group will receive a briefing on the new Single Assessment Framework – a significant change in the way potential safeguarding cases are assessed. Social care managers now have increased scope to extend timelines for assessment and members wish to understand how the Council will monitor whether extensions are used appropriately.

The Task Group will meet again on 6 December 2013.

2. Further Education in the Salisbury Area Task Group

Membership: Mike Thompson (Chairman)
 Richard Britton
 Mary Douglas
 Jon Hubbard
 Jacqui Lay
 Bill Moss

The Task Group's 18-month review of progress with its recommendations took place on 14 November and is reported elsewhere in this agenda.

3. Further Education Task Group

On 1 October the Committee established a Task Group to look at the quality, range and equality of access to Further Education in Wiltshire. The Chairman was given authority to seek membership and a scoping exercise was to be held to develop some proposed terms of reference.

On 5 November the O&S Management Committee endorsed this Task Group as part of the O&S forward work programme and all members have been emailed inviting interest in taking part.

A verbal update will be provided at the meeting.

4. SEND (Special Educational Needs and Disabilities) Task Group

On 1 October the Committee established a Task Group looking at the provision for children and young people with SEND in Wiltshire. The Chairman was given authority to seek membership and a scoping exercise was to be held to develop some proposed terms of reference.

On 5 November the O&S Management Committee endorsed this Task Group as part of the O&S forward work programme and all members have been emailed inviting interest in taking part.

On 26 November the Chairman and Rev Alice Kemp (co-opted parent governor rep – SEN) will meet with the Cabinet Member for Children's Services and the Associate Director for Quality Assurance, Commissioning, Performance, Schools and Early Years to discuss where this task group could add most value.

A verbal update will be provided at the meeting.

5. Academies Task Group

On 1 October the Committee asked Cllr Whalley and other interested members to undertake a scoping exercise to investigate where the Committee could add value to the academies programme and report back to the Committee. On 26 November Cllr Whalley, the Chairman, the Cabinet Member for Children's Services and the Associate Director for Quality Assurance, Commissioning, Performance, Schools and Early Years to discuss this.

A verbal update will be provided at the meeting.

Report author: Henry Powell, Senior Scrutiny Officer,
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Overview and Scrutiny Work Plan

Committee	Review / Task Group	Nov-13	Dec-13	Jan-14	Feb-14	Mar-14	Apr-14	May-14	Jun-14	Jul-14	Scrutiny Officer	STATUS (incl. date)
		Cabinet 21st Nov	Cabinet 17th Dec	Cabinet 21st Jan	Cabinet 11th Feb	Cabinet 18th Mar	Cabinet 22nd April	Cabinet 20th May	Cabinet 17th Jun	Cabinet 22nd Jul		
		Council 12th Nov			Council 4th and 25th Feb			Council 13th May		Council 29th Jul		
CHILDREN'S	Further Education in the Salisbury Area Task Group - 12 month review	Review to reconvene Nov 2013	Children's Dec 2013								HP	Task Group undertaking 12-month review on 14 Nov. Report to Committee on 3 Dec.
	Safeguarding Children & Young People Task Group	Review in progress							HP	Final' report endorsed March 2013. Task Group currently developing their new FWP.		
	Rapid Scrutiny Exercise: Overnight breaks for C&YP with SEN/LLDD		Children's Dec 2013								HP	RSE scheduled for 7 Nov. Report to be submitted to the CCG on 26 Nov. Update to Committee on 3 Dec.
	Further Education Task Group (to be scoped)	To be scoped Nov 2013	Children's Dec 2013								HP	Membership being sought and scoping meeting to be arranged.
	Children and YP with SEN/LLDD (to be scoped)	To be scoped Nov 2013	Children's Dec 2013								HP	Membership being sought and scoping meeting to be arranged.
	Academies Task Group (to be scoped)	To be scoped Nov 2013	Children's Dec 2013								HP	Membership being sought and scoping meeting to be arranged.
	Early Help Strategy		Children's Dec 2013								HP/RB	Committee will receive a pre-meeting briefing on Early Help. The draft Strategy is out for consultation until end of 2013.
	Schools Organisation Plan (TBC)		Children's Dec 2013								HP/RB	The Plan details population projections and implications for schools. Also to cover process for determining governance arrangements for new schools.

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Coalition Changes – Update September to November 2013

Special educational needs reforms

1. The government has published a [consultation](#) giving more details of plans to overhaul the special educational needs system to ensure that all children and young people with SEN receive the extra assistance they need.
2. Alongside draft regulations, the government has issued a revised, clearer 0 to 25 SEN Code of Practice which provides practical advice for professionals and families on how to support children and young people with SEN. The new code reflects the changes being introduced by the Children and Families Bill, such as the introduction of personal budgets and reformed arrangements for 16- to 25-year-olds in further education and training.
3. In addition, the government is also consulting on the timetable for transition to the new system, which will be phased in from September 2014. We want all children and young people with SEN and their families to benefit from the improved arrangements as soon as possible, while at the same time ensuring that the best possible service is maintained during the transition.

Support for the education of children in care

4. Children in care have previously attracted pupil premium funding at the same rate as children from low-income families, but in future they will attract a higher rate of funding - the pupil premium plus. From April next year, children in care will attract £1,900 additional funding per pupil, more than double the £900 awarded in 2013 to 2014.
5. In addition, this support will now reach more children. At the moment, children in care attract the pupil premium if they have been looked after for 6 months or more, but in future they will be funded from their first day in care. Children adopted from care and those who leave care under a special guardianship order or residence order will also attract the pupil premium plus.

Reformed GCSEs in English and mathematics

6. The [outcome of a consultation on subject content for new GCSEs in English literature, English language and mathematics](#) has now been published and will be taught in schools from September 2015. The new [mathematics GCSE](#) will demand deeper and broader mathematical understanding. It will provide all students with greater coverage of key areas such as ratio, proportion and rates of change and require them to apply their knowledge and reasoning to provide clear mathematical arguments. The [English language GCSE](#) will provide all students with a robust foundation of reading and good written English, and with the language and literary skills which are required for further study and work. It will ensure that students can read fluently and write effectively, and will have 20% of the marks awarded for accurate spelling, punctuation and grammar. The new [English literature GCSE](#) will build on this foundation, and encourage students to read, write and think critically. It will involve students studying a range of intellectually challenging and substantial whole texts in detail including Shakespeare, 19th-century novels, Romantic poetry and other high-quality fiction and drama.
7. The remaining subjects consulted on will result in new GCSEs which will be ready for teaching from 2016. The content for those subjects will be published in spring 2014.

Changes to early entry at GCSE

8. The Secretary of State for Education has announced that, with effect from 29 September 2013, only a student's first entry to a GCSE examination will count in their school's performance tables. For those who have already completed a GCSE, the performance tables will still record their best result from either their previous attempt or from the next time they sit that GCSE. Those who have not yet taken a GCSE will have their first GCSE taken after 29 September 2013 count in performance tables.
9. This change is being made to address the significant increase in early entry in recent years. In summer 2013, 23% of maths entries (170,537 entries) and 10% of English entries (70,134) were from students who were not yet at the end of their key stage 4 study. Overall, entries from 15-year-olds increased by 39% from 2012 to 2013.

Reforming the accountability system for secondary schools

10. From now on the DFE will require all schools to publish core information on their website, in a standard format. there will be 4 key measures which must be published:

- pupils' progress across 8 subjects. So, a parent will see whether pupils at a school typically achieve 1 grade more than expected, or 1 grade less
 - the average grade a pupil achieves in these same 'best 8' subjects. This will show, for example, that pupils in a particular school average a high B grade or a low D grade in their GCSEs
 - the percentage of pupils achieving a C grade in English and maths
 - the proportion of pupils gaining the EBacc, which will continue in its current form
11. They will also look at requiring schools to include a destination measure to show the percentage of pupils who move on to further study or employment - including further training.
12. The DFE are also looking at how they measure under performance through the use of floor targets and will be using the progress measure above.

Academies Update

13. Number in Wiltshire as at the 1 September 2013:

Sponsored academies	8
Non-sponsored converter academies	33

14. Additions since last meeting: None.

Work experience guidance

15. The Department for Education has published [advice to colleges and school sixth forms](#) to help ensure all students get the high-quality, relevant work experience needed for good jobs. The advice is published following the findings of an [evaluation of a work experience pilot for 16- to 18-year-olds](#) in 25 further education colleges over the last 2 years.

Traineeships programme

16. An extra £20m is being made available to the government's new [Traineeships programme](#) to support even more young people into Apprenticeships and other jobs. Traineeships are an education and training programme with work experience, providing 16 to 23 year olds with skills and vital experience that employers are looking for. Employers

are at the heart of traineeships, running the programme or offering high quality work experience in partnership with a training provider.

17. Traineeships are a joint BIS-DfE programme. All young people undertaking a traineeship will be required to study English and maths unless they have achieved a GCSE A-C *in those subjects or, for those aged 19 and above, a GCSE A-C or a Functional Skills qualification at Level 2.*
18. Currently there are 5 providers in Wiltshire; FNTC, S&B Automotive, Green Labrynth, Haddon and First City delivering small numbers of Traineeships in a range of sectors including Business Administration, Retail, Childcare, Customer Service, Motor Vehicle, Horse Care, Health and Social Care. Delivery is predominantly in the North and South of the County. 33 Wiltshire young people are currently on traineeships.

Strategy for care leavers

19. Young people leaving care will now be able to see exactly what support central government makes available to them as they take the first steps into adult life with the new [care leaver strategy](#). The strategy sets out in one place the steps the government is taking - from housing to health services, from the justice system to educational institutions - to support care leavers to live independently once they have left their placement.

Framework the inspection of services for children in need of help and protection, children looked after and care leavers (single inspection framework) and reviews of Local Safeguarding Children Boards

20. From November, Ofsted have introduced a new [inspection framework](#) for local authorities. It focuses on the effectiveness of local authority services and arrangements to help and protect children, the experiences and progress of children looked after, including adoption, fostering, the use of residential care, and children who return home. The framework also focuses on the arrangements for permanence for children who are looked after and the experiences and progress of care leavers. The leadership, management and governance judgement addresses the effectiveness of leaders and managers and the impact they have on the lives of children and young people and the quality of professional practice locally. The inspection takes place over a four week period and the LA will be notified the day before the inspectors arrive.
21. Inspectors will make the following judgements:
 - the overall effectiveness of services and arrangements for children looked after, care leavers and children who need help and protection.

The overall effectiveness judgement is a cumulative judgement derived from:

- the experiences and progress of children who need help and protection
- the experiences and progress of children looked after and achieving permanence including graded judgements on:
 - adoption performance
 - the experiences and progress of care leavers
- leadership, management and governance.

CAROLYN GODFREY
Corporate Director

Report author: Lynda Cox, Head of Performance and Information Management, Children's Services.

Largely taken from the DFE website content 17 September – 18 November 2013

18/11/13

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