

UPDATE ON PREVIOUS REVIEW OF THE COMMITTEE - 'EARLY INTERVENTION SERVICES'

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REASON FOR ITEM

This report provides and update following the Children, Young People and Learning Policy Overview Committee Major Review of the Effectiveness of Early Help to Promote Positive Outcomes for Families 2015 - 2016.

OPTIONS OPEN TO THE COMMITTEE

To note the content of the report and seek further information or points of clarification as required.

1. INFORMATION

1.1 This report provides the update requested, by offering a progress summary in relation to the following recommendations arising from the previous review:

- That an assessment of the development and implementation of the new services be undertaken, once the changes have become embedded;
- That Officers further develop partnership working in order to ensure efficient delivery of early intervention and prevention services to promote positive outcomes for families, in particular, this would be achieved through:
 - Developing the use and sharing of data and intelligence required for effective service delivery so that individuals, families and communities in needs of early support are identified and supported; and
 - Identifying how the effectiveness of partnership and collaborative working can be enhanced.
- That officers investigate how the early help offer can be effectively promoted to families and professionals, with a particular focus on digital promotion;
- Within existing resources, consideration be given as to whether funding for Children's Centres and the Key-working Service receive should be dependent on local levels of need or whether funding should be allocated universally; and
- That officers seek to ensure that the principles and best practice in relation to the provision of early help are embedded through the provision of training and development to early intervention staff and practitioners.

2. UPDATE ON PROGRESS IN RELATION TO REVIEW RECOMMENDATIONS

2.1 The following information provides a summary update of progress in relation to each review recommendation:

Recommendation 1: That an assessment of the development and implementation of the new services be undertaken once the changes have become embedded.

Progress commentary

2.2 The service continues to develop and implement its early intervention and prevention delivery model following the previous major review, and is working towards delivering against the strategic priorities for Early Intervention and Prevention as detailed in the Early Intervention and Prevention Strategy 2017 - 2020 as listed below:

- Enabling children to have the best start in life;
- Enabling children and young people to make a positive transition from childhood, through adolescence to adulthood; and
- Supporting families to be resilient and self-sufficient.

2.3 During the previous review, officers reported that a new delivery model for early intervention and prevention was being developed. This model has now been established with the following 4 divisions of service created to attend to the operational business of the service. Committee members are asked to note that further work is being progressed to remodel the Children and Families division of service in order to establish an integrated locality-based delivery model for family support services following a Business Improvement Delivery (BID) review.

2.4 This section of the report offers a summary update on each of the 4 service divisions in order to provide a response to the request for an assessment of the development and implementation of the service whole.

2.5 **Child and Family Development Services:** The service is developing an integrated locality-based approach for council managed and commissioned 0 - 5 child and family development services, with the aim of securing and providing a range of early learning, childcare and family development opportunities delivered through early years centres and children's centres. This model has been developed through the alignment of a reshaped children's centre programme with associated services which include:

- **The Healthy Child Service.** An integrated service which brings together **Health Visiting Services;** supporting families before new babies arrive, in the early weeks following birth and during the early years by providing a range of services including antenatal visits, health reviews, parenting support and child health drop-in clinics; and **School Nursing Services;** School health nurses work in partnership with parents, school staff, GPs, health visitors, and other agencies to protect children from serious disease, through screening and immunisation, reduce childhood

obesity by promoting healthy eating and physical activity and identify health issues early, so support can be provided in a timely manner; and

- **Families' Information Service:** providing information, advice and assistance to families in the borough regarding childcare, early education and other services that may be relevant to them.

2.6 In order to create the locality model for Child and Family Development Services a major review and reorganisation of the staffing establishment was required. The recruitment and selection process for the new locality model is almost complete. 5 locality teams are in the process of being created, led by 5 Senior Locality Officers who are charged with the leading the new integrated locality teams. These teams are tasked with developing locality based networks of family support services comprising of both local authority services and partner agencies including the Healthy Child Service.

2.7 The following information provides a summary of recent performance data, together with explanatory narrative, in order to provide Committee members with an overview of service activity, using the current basket of performance indicators for the Child and Family Development Service division.

Child and Family Development Services Key Performance Indicator Summary			
Indicator	Nov 16	Nov 17	Quarter 3 performance narrative
Total Children Registered	372	334	The service has seen some fluctuation in registration and participation which was anticipated during the service restructure. Performance indicator volumes are now returning to comparable levels to previous year's figures
Total Adults Registered	568	472	
Total Participating	8652	10799	
Total Vulnerable Participating	3227	4048	
Healthy Child Programme	Jun 17	Sept 17	
Number of mothers who received a first face to face ante natal contact with a health visitor at 28 weeks of pregnancy or above	589	415	In line with 85% target expectation
% of births that receive a face-to-face new birth visit within 14 days by a health visitor	93%	91%	Exceeding 85% target expectation
% of children that receive a face to face 6-8 week review by a health visitor	92%	90%	Below 95% target expectation
% of children who receive a 12 month review by the time they were 12 months	83%	84%	Exceeding 75% target expectation
% of children who receive a 2-2.5 year review using ASQ 3	100%	100%	In line with 100% target expectation
Families' Information Service	Nov 17	Dec 17	
Free childcare for disadvantage 2 year olds			The number of eligible two year olds has been declining since Autumn 2016. This trend may change when families receiving Universal Credit are included from April this year
- Number of eligible two year olds	1333	1333	
- Number of eligible two year olds attending funded places	821	821	

- % of eligible two year olds attending funded places	62%	62%	Percentage is in line with for statistical neighbour average which is 62% and above the outer London average of 59%.
30 Hr childcare provision			
- Number of eligible 3 and 4 year olds	1277	945	Data for the Autumn term 2017
- Number of eligible 3 and 4 year olds whose eligibility for 30 hours free childcare has been checked by a setting	863	780	Average for statistical neighbours of codes checked was 89%. In Hillingdon it was 92%.
- Number of eligible children receiving 30 hours free childcare	757	780	
- % Taken Up	88%	83%	In line with average for statistical neighbours and at 83% and below outer London local authorities at 87%

2.8 Work is ongoing to secure further integration of Child and Family Development Services through the development of locality plans and associated performance indicators and outcome measures as they related to each given locality. Children's Centre locality leads will also be charged with establishing actual and virtual locality-based teams in order to foster further integrated multi-agency practice in response to local need.

2.9 **Key-working Services.** This division of service has been established to meet the needs of families by providing integrated 1-1 support and challenge to enable them to overcome problems including those identified within the terms of the Troubled Families programme, those concerned with school absence and non participation in education employment and training.

2.10 The Service has been fully established and is delivering against all its key performance objectives which relate to enabling and promoting the application of the early help assessment and team around the family process, working in collaboration with social work teams to prevent families requiring statutory children's social care intervention or enabling them to 'step down' where intervention has been necessary, to lead on the identification and turnaround of troubled families and to work in collaboration with education providers to ensure children and young people up to the age of 25 sustain their participation in employment, education and training.

2.11 The following information provides a summary of recent performance data, together with explanatory narrative, in order to provide Committee members with an overview of service activity, using the current basket of performance indicators for the Key-working Service.

Key-working Service division Key Performance Indicator Summary			
Indicator	Nov 17	Dec 17	Q 3 performance narrative
Average caseloads per FTE			TAF co-ordination demand has declined over the Christmas period.
- Early Help Coordinator Team	20	15	Caseloads remain within tolerance levels given the nature of the work undertaken by respective teams
- Keywork Team 1	17	15	
- Keywork team 2	22	20	
- Participation Team	89	83	
Percentage of case closed with positive outcome	39%	67%	Case closure volumes continue to be monitored within targeted timescales and cases escalated or step-down following review
Number of EHAs undertaken	22	21	In line with previous year's monthly average of 20
Number of TAFs held	18	13	Above previous year's average of 11 a month
Number of open TAF Plans	115	113	Levels consistent with volume of TAFs held over quarter
Number of families identified as having multiple and complex problems in accordance with troubled families criteria	1223	1223	Families currently identified for coordinated support. Numbers currently under review via refreshed identification process
Number of families supported to achieve significant and sustained improvement in circumstances	185	192	Families where evidenced significant and sustained progress has been secured. Working on going with existing and soon to be refreshed cohort.
Number of family members supported to secure employment	69	69	Employment secured, sustainability being monitored
Children Missing Education (CME) Referrals Received	48	29	Expected seasonal reduction in referrals
CME Referrals Closed	68	63	Expected seasonal reduction in referrals
% Successfully closed	81%	76%	Closure levels in keeping with usual patterns
EET Participation - 16-17 year olds	92.1%	95.1%	Expected improvement following 'September Guarantee'
NEET levels - 16-18 year olds	1.7%	2.0%	Anticipated increase following tracking work and reduction in not known levels
Not known levels - 16-17 year olds	5.8%	2.9%	Significant reduction achieved through destination tracking. Levels less than or in line with geographical neighbours

2.12 Working is ongoing to promote and increase the use of the early help assessment and team around the family processes as although the process is being consistently used, with schools being the primary appliers, data suggests a plateau in application. In addition, the service is working in collaboration with social work teams to develop our 'step down' processes which enable families to move away from statutory social care intervention. Most recently, the service has been successful in securing significant improvement in

performance with regard to the tracking of, and support for young people to enable their sustained engagement in employment, education and training and continue to drive the troubled families' agenda in collaboration with partners.

2.13 Targeted Programmes Service: This division of service was established to meet the needs of families by securing and providing targeted programmes of developmental activity that enables children, young people and families to develop the behaviours, skills and capabilities to avoid or overcome problems and risks. The Targeted Programmes division has been fully established and is now delivering a variety of targeted programmes to children, young people and families in need of support. Priority groups include families who are subject to Child in Need and Child Protection Plans, children and adolescents who are at risk of, or in, Local Authority care, young care leavers, young people at risk of disengagement or exclusion from education and employment, adolescents and young adults engaged in anti-social or offending behaviours, and those who have additional support needs in relation to substance misuse, or their emotional, physical, or sexual health and wellbeing. The most recently *Targeted Programmes Offer Brochure Autumn 2017*¹ comprises a broad ranging offer which is shared with referral agencies and partners to promote and enable participation.

2.14 The Targeted Programmes division also oversees the delivery of the externally commissioned 'Brilliant Parents' service which provides a range of Triple P-branded programmes and seminar events across the borough. The Triple P-branded services are designed to provide early help and developmental opportunities for parents, who have been identified as requiring additional support in order to improve their parenting capabilities and to enable their dependent children's progression and attainment.

2.15 The following information provides a summary of recent performance data, together with explanatory narrative, in order to provide Committee members with an overview of service activity using the basket of performance indicators for the Targeted Programmes division of service.

Targeted Programmes Service Division: Key Performance Indicator Summary			
Indicator	March 17	July 17	Q 3 performance narrative
Intervention Programmes Delivered	286	875	Over the reporting period, Targeted Programmes has continued to deliver eleven groups of public-facing programmes. During the most recent delivery period, service uptake has been predominantly by adolescents aged 10-19, pre-adolescent children aged 5-9, and adult parents. Service user-uptake data evidences that over 95% of service users who were engaged in programmed interventions completed the full intervention.
Intervention Places Delivered	3900	9647	
Intervention Sessions Delivered	2144	7093	
Intervention Hours Delivered	2861	9276	
Service Users Referred to Programme	7653	15838	
Service Users Engaged by Programme	7910	16756	
Service Users Completed Programme	7707	16367	
Brilliant Parents Programme	May 2017- Dec 17		

¹ Targeted Programmes Offer Brochure Autumn 2017 attached as appendix 1

Number of course participants	50	Participation levels agree with target expectations
Number of seminar participants	116	Participant levels agree with target expectation

2.16 The Targeted Programmes division continues to develop and promotes its offer to ensure vulnerable children and families are accessing available provision. The service is also reviewing its offer to ensure its responds to current needs and demand. Recent developments include the creation of a new mentoring programme in response to demand from statutory social care services, for mentors to work with vulnerable children and families. The project has delivered 40 recruits who are in the process of being trained before being matched to suitable mentees.

2.17 **Youth Offending Services:** meeting the needs of young people who have come to the attention of criminal justice agencies by delivering intervention and tracking services with a view to reducing the likelihood of further offending behaviour. The Youth Offending Service is a constituent part of the remodelled Early Intervention and Prevention Service delivery model.

2.18 The following information provides a summary of recent performance data, together with explanatory narrative, in order to provide Committee members with an overview of service activity using the basket of performance indicators for the Youth Offending Service division:

Youth Offending Service Division: Key Performance Indicator Summary			
Indicator			Q 3 performance narrative
	October 14 to Dec 14 cohort	October 15 to December 15	Re-offending data: Current rates are above London/ National and family data all of which show a rate of over 41%. Custodial sentences The custody figure for 17/18 is showing a reduction against 16/17 for the same period (6 v 15). First Time Entrants continues to be on a downward trajectory, we currently have the lowest rate in London. Triage cases - although the overall number of triage cases is down this has not resulted in a rise in FTEs Remands in custody - at the time of writing there are no remands in custody
Re-Offending Rate (Latest Published Data)	47.7%	38%	
	Quarter 2 17/18	Quarter 3 17/18	
Custodial Sentences	3	2	
First time entrants	21	12	
Triage	37	18	
Remand cases open	2	1	

2.19 The service continues to work with partners to maintain effective performance in ensuring the number of young residents who enter the criminal justice system is kept to a minimum. The service is doing so, by working in collaboration with all key partners, particularly the Police and Community Safety to respond to the risk of offending by young people as well as managing offending behaviour in order to secure sustained desistance.

2.20 The Committee are asked to note that services for children with special educational needs and disabilities have also been incorporated within the early intervention and prevention delivery model. Work is ongoing to integrate these services within the wider service structure.

2.21 In summary, and as evidenced by the information provided in this section of the report, the new service delivery model has been implemented and is developing according to plan. Service divisions are functional and working collaboratively to delivery against service delivery objectives and priorities.

Recommendation 2: That Officers further develop partnership working in order to ensure efficient delivery of early intervention and prevention services to promote positive outcomes for families, in particular, this would be achieved through:

- Developing the use and sharing of data and intelligence required for effective service delivery so that individuals, families and communities in needs of early support are identified and supported.
- Identifying how the effectiveness of partnership and collaborative working can be enhanced.

Progress commentary

2.22 Officers have further developed partnership working with regard to the delivery of early intervention and prevention services via the development and implementation of the ***Early Intervention and Prevention Strategy 2017 - 2020²***.

2.23 Officers have secured partner ownership of the early intervention and prevention agenda by promoting its adoption via the Local Safeguarding Children Board. The strategy is underpinned by the following behaviours designed to foster effective partnership working:

- **Understanding together**
Developing our collective understanding of the needs of our families and communities and the services that are in place in response. Increased and shared understanding will enable more effective targeting of services and make the best use of available resources and expertise.
- **Planning together**
We will respond to our understanding of need by jointly planning and commissioning services that are best placed to secure the outcomes we seek for our families. We will plan together at strategic and operational levels so that we may benefit from the rich and diverse range of knowledge and expertise across the partnership and ensure we avoid duplication of services.
- **Delivering together**
We will develop a collaborative approach to meeting the needs of our families by bringing capacity and expertise together in order to maximise us of the professional resources available to us. Where there is a business case for doing so we will co-locate services and develop integrated practice in order to provide the best possible service to our families.

² Early Intervention and Prevention Strategy 2017 - 2020 attached as appendix 2.

- **Learning together**

We will foster a culture of shared learning across agencies so that we may base our planning and delivery on evidence of what activity services and approaches produce the outcomes we wish to secure with our families. We will also invest in learning about the each other and the respective assets and expertise we bring to our work with families. This will include joint workforce development activity and good practice sharing across the partnership.

2.24 Work continues to be progressed in order to enhance data and information sharing to inform the effective and efficient provision of early intervention and prevention services. Examples include the development of a **Locality-based Needs Analysis Framework**³ to inform the implementation of the children's centre locality model. This work is designed to enable services to consider a range of related needs data to inform service development and targeting.

2.25 In addition, the Youth Offending Service division has developed and introduced the Axis Project. 'AXIS' is a new intelligence-gathering initiative. The project seeks to gather information about emergent concerns regarding young people's involvement in the supply of drugs, sexual exploitation, going missing from home/care, and serious youth violence, so that key developments can be understood and responded to.

2.26 AXIS' key target groups are young people who have been identified as being at risk of engagement in: Possession with Intent to Supply Drugs; Child Sexual Exploitation; Serious Youth Violence; Missing from Home or Care; or Transfer to Probation.

2.27 The project seeks to improve the early-identification of young people who are vulnerable to the above list of concerns, through the sharing and co-ordination of soft intelligence by a range of service providers within, and external to, Hillingdon Council. Where a professional who is working with a young person becomes aware of indicators that suggest their potential involvement in risk-related activities, this information is shared with AXIS. Individual items of information received by AXIS are considered in the context of known issues and concerns, with an aim to identify themes of local youth-related criminal activity.

2.28 Through the collation and review of early information from a range of agencies, the project aims to enable the delivery of targeted interventions to at-risk groups, and to support young people and families to access local services and resources to reduce the identified risks.

2.29 In addition, a refreshed approach to identifying and meeting the needs of families with multiple and complex problems within the wider context of the Troubled Families programme has been progressed. Officers have created a new multi-disciplinary leadership team, charged with working collaboratively to identify residents we are collectively most concerned about so that we may jointly plan in order to enable them to overcome the difficulties they face. New intelligence sharing arrangements have been put in place which has enabled the recent identification of over 500 families as part of a review of the previously identified cohort.

³ locality-based Needs Analysis Framework attached as appendix 3

Recommendation 3: That officers investigate how the early help offer can be effectively promoted to families and professionals, with a particular focus on digital promotion

2.30 This recommendation has been responded to through the development of a 'Connect to Support' portal which includes the Local Offer for children with Special Educational Needs and Disabilities. A working group of officers, practitioners and parents have developed the website with a view to creating a vehicle for services to share the details of the provision they offer to families as well as providing a platform to provide advice, information and guidance whilst also offered the facility to offer feedback on the offer. It may be accessed at www.connecttosupporthillingdon.org/localoffer. In addition to this development individual services use social media to promote service activity, for example, the Families' Information Service proactively uses Twitter to advise families of childcare provision and associated initiatives.

Recommendation 4: Within in existing resources, consideration be given as to whether funding for Children's Centres and the Key-working Service receive should be dependent on local levels of need or whether funding should be allocated universally.

2.31 Consideration has been given to resource allocation dependant on local levels of need. In general terms is has been determined that the current flexible and universal approach of resource management and deployment best enables targeted services to be offered in response to presenting needs. However, the new locality model for children's centres does see the introduction of a service delivery model designed to lead, coordinate and deliver services based on and in response to an understanding of local need. Although this isn't a model that translated funding to levels of local need, it will enable resources to be more effectively coordinated and targeted.

Recommendation 5: That officers seek to ensure that the principles and best practice in relation to the provision of early help are embedded through the provision of training and development to early intervention staff and practitioners

2.32 The principles of early help continue to be embedded via the Early Help Assessment (EHA) and Team Around the Family (TAF) training programme which is part of the wider Local Safeguarding Children Board (LSCB) training offer. The programme is delivered at times that best suit targeted participants with twilight sessions offered to schools. Bespoke training is as also offered on a commissioned basis in addition to the variety of training as required and is delivered by the Early Intervention Officer in the Key-working Service division. Advice and guidance is also offered to agencies when they call into the team seeking advice regarding EHA and TAF.

2.33 The EHA and TAF training and processes are continually promoted via the LSCB school safeguarding clusters, which are held termly, and the LSCB newsletter. The Early Help Co-ordinator also attends meetings with social care teams and visits the teams 1-2 times per week to discuss any cases or concerns.

2.34 Over the period 17/18 approximately 200 individuals have received either formal training or information via meetings or training. Agencies attending these sessions are primarily schools. Health, including GPs, have taken up the training offer. The Early

Intervention Officer attends a range of agency meetings team meetings across the partnership. In these meetings the EHA and TAF processes are promoted along with the wider Early Intervention and Prevention Service offer.

3. Concluding comments

3.1 A new service delivery model for Early Intervention, Prevention and Special Education Needs and Disabilities Services (EIP & SEND) has been developed and implemented. As reported further changes are in progress and the service will continue to evolve its offer within strategic and operational environment it functions within. Good progress has been made, as evidenced by the content of this report, in establishing the service so that it may deliver against its key objectives as referenced in this report. Further work is required to develop the model, particular in relation to developing a unified and integrated performance framework for the service. The service will continue to lead and drive the early intervention agenda with partners as part of the process of renewing the EIPS & SEND plan and the wider Early Intervention and Prevention Strategy.

4. SUGGESTED COMMITTEE ACTIVITY

None noted

5. BACKGROUND PAPERS

Appendices as referenced