

REPORT TO: Health and Wellbeing Board

DATE: 12 November 2014

REPORTING OFFICER: Operational Director – Children and Enterprise

PORTFOLIO: Children Young People and Families

SUBJECT: Early Intervention

WARDS: Borough wide

1.0 PURPOSE OF THE REPORT

1.1 To provide a summary of the revised Early Help Model and seek approval to the governance arrangements.

2.0 RECOMMENDATION: That

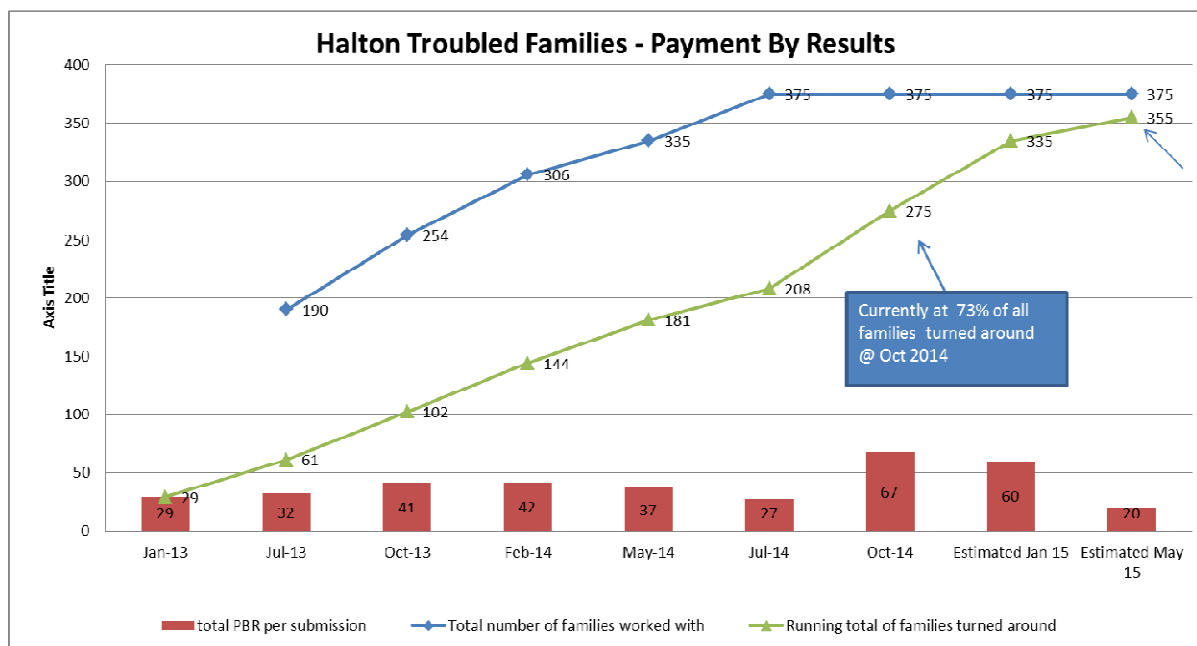
- 1) The governance arrangements for Early Intervention are agreed;**
- 2) All partners commit to working with the locality based early intervention teams; and**
- 3) All partners commit to ensuring the appropriate information sharing arrangements are in place and that CART can access the relevant data bases.**

3.0 SUPPORTING INFORMATION

- 3.1 Local and national research and evidence conclusively shows that by intervening at the earliest possible stage, the costs to the individual and family, whether it is social, emotional, physical or health are significantly reduced.
- 3.2 Early Help and Support as an approach was established in Halton in 2010. Since then the model has evolved with support at a strategic and operational level from across partner agencies. An overarching Early Help Strategy was agreed and launched in April 2013. There has since been an agreement to look to develop the next stage of Early Help.
- 3.3 The current Troubled Families Programme has demonstrated that through intelligent service design and a reallocation of resource within the system, costs incurred by individual agencies could be reduced over a period of time by supporting, children young people and families early.
- 3.4 Due to the success of the first phase of the programme it has now been extended nationally. The focus will remain on families with multiple high costs problems and continue to include families affected by poor school attendance,

youth crime anti-social behaviour and unemployment. However, it will also include families with a broader range of problems, including those affected by domestic violence and abuse, with younger children who need help and with a range of physical and mental health problems.

3.5 To be eligible to take part in the second wave of early starters in the expanded programme an authority must be able to demonstrate that it is “working with” all its current allocation of families by 30th September and have “turned around” at least 65% of them by 31st October 2014. All 375 families are being worked with in Halton and the local programme is on track to achieve payments by results for 73% of families. Halton is therefore on target to be included in expanded programme from January 2015. (see table below)



3.6 The revised approach to Early Help will now encompass Troubled Families. This will ensure the learning and success of the programme can be embedded and further developed in line with the expanded programme.

4.0 PROGRESS

4.1 A number of elements of the early help strategy were put in place throughout 2013/2014 and these have all been working well and are supported by partners and include:

- The Contact Assessment and Referral Team (CART) – the front door for all referrals to children’s social care, and decision making forum for the relevant level of need;
- Integrated Working Support Teams(IWST) delivered CAF training and support and offered a consultation service to all professional working with children and families at universal plus and level 2 of the Halton Levels of Need Framework;

- Working Together meetings – locality based multi-agency meetings to discuss referrals at CAF level, agree Lead Professional roles for new CAFs and act as a forum for case discussions with professionals in the locality who feel that CAF plans are “stuck”; and
 - Health Visitors co-located in children’s centres in Widnes.
- 4.2 Between April 2014 and June 2014 a sub group of the Early Help and Support (EHaS) group has been working on the proposal for the next phase of early help, the setting up of locality based early intervention teams. This approach has been aimed at ensuring the procedures and processes that are currently working and supported by partners are further enhanced and embedded.
- 4.3 From September Halton launched its locality model based on the realignment of the current Integrated Working Support Teams (IWST), Family Work Team and the Intensive Family Work. This new approach is known as Early Intervention.
- 4.4 The new model has set up 3 locality early intervention teams, one in Widnes and two in Runcorn, reflecting the current volumes of referrals. Each team consists of staff from the IWST teams, family support teams and intensive family work teams. The current single front door CART team has been enhanced by the addition of early help workers who will carry out all initial information gathering for families referred in once the decision is made that the child/family’s needs can be met at level 2, through a CAF/pre-CAF or family assessment. In November the staff member from the police previously seconded to the Troubled Families will move to be part of the CART.
- 4.5 The next phase of development of the programme is to work with key partners in the police, health and adult services to establish the correct links with the locality services.

5.0 THE MODEL

- 5.1 The key elements of the local early intervention approach includes:
- The addition of early intervention workers within CART so that it becomes the one front door for all new referrals for both early intervention and children’s social care.
 - Referrals assessed as level 2 on the Halton Levels of Need, early intervention workers within CART will act as the first information gathering point to ensure that a clear and coherent picture is built of the child, their family and associated needs before the referral is passed on to the locality based to or another agency to action.
 - Locality based early intervention teams acting as both a step up to and a step down to children’s social care.
 - The incorporation of the Inspiring/Troubled Families approach, so that all families on referral who fit both the current and future expanded programme are identified and supported.

- Locality based early intervention teams acting as a key signposting service for all professional in a locality who are working with families at a universal level or level 2 and require additional services.
- The locality team focus on early intervention for 0-19 years old.
- The model will be developed which will enable workers to be linked to other services and offer pro-active support and guidance to that service to better identify children earlier who could benefit from early intervention.
- School link early intervention officers acting as the named link for the pilot of seven schools clusters. Officers will work with school staff to identify children who are a cause for concern and offer packages of support to those children and families.
- An early years pilot is being developed which will link named early intervention officers to clusters of pre-school settings and areas children's setting. There will be particular emphasis on those settings offering the 2 year old free places that could benefit from additional early intervention and family support.
- Health engagement officers acting as a bridge between GP practices and early intervention will support GPs to identify families who could benefit from early intervention through a CAF and ensure families make use of universal services. Work is being undertaken to explore the high numbers of parents and carers who do not attend (DNA) medical appointments specifically in relation to the continence service.
- Performance management systems which will evaluate and monitor early help and meet the reporting needs of the troubled family programme are being developed. These systems will need to ensure that early intervention is evidenced and shows sustained improvements for families.
- Through their work locality teams may identify gaps in service. Working with Service Managers and Commissioners consideration will be given as to how these gaps can be addressed.

6.0 GOVERNANCE

- 6.1 It is proposed that the Health and Wellbeing Board act as the governing body for Halton's approach to Early Intervention, setting the strategic direction and acting as the driver for planning, co-operation and working. In addition, to ensuring effective information sharing and performance management systems are established across partners. The Board will receive regular reports from the Partnership Board. Regular reports will be presented to the LCSB.
- 6.2 The current Troubled Families Strategic Group is revised and renamed as the Partnership Strategic Board. The Partnership Board will be accountable to the Health and Wellbeing Board. Its key functions will be to develop a business plan and drive the planning, delivery and co-ordination of Early Intervention.
- 6.3 The current Early Help and Support Sub Group of the Children's Trust Executive will be responsible for operational delivery and ensuring services

are delivered in line with the agreed business plan, priorities and local needs. Please see the flow chart attached at Appendix A.

7.0 FINANCIAL IMPLICATIONS

- 7.1 DCLG will be providing a new financial framework for the next phase of the extended Troubled Families programme in the next month. This is likely to include an attachment and payment by results fee along with a transformation grant which will replace the funding previously provided for the co-ordinator.

8.0 POLICY IMPLICATIONS

- 8.1 The implementation of the approach to Early Intervention in the Borough provides an opportunity for all services and teams working with and providing services to children and families to consider how they can better work together to meet their needs earlier. Agencies are asked to consider where services can best be delivered through co-location of staff within the early intervention teams.
- 8.2 The extension of the Troubled Families programme will have implications for the future implementation and delivery of services and this will be addressed through an action plan developed and monitored by the Strategic Group.

9.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

9.1 Children and Young People in Halton

The vision for the new approach is that all children and families in Halton thrive and achieve, and are kept safe. Those children and families who need extra help and support thrive and achieve well are able to get that help quickly and easily and that all those working with children and families work well together to support families that need extra help.

9.2 Employment, Learning and Skills in Halton

A key focus of the next phase of the extended troubled families programme will continue to be addressing worklessness within families.

9.3 A Healthy Halton

A range of health partners are committed to contributing to the new approach.

9.4 A Safer Halton

Children and families are supported at the lowest safe level of needs and supported to build resilience and make full use of universal services.

10.0 RISK ANALYSIS

10.1 By embedding the approach to troubled families within the revised early intervention model this should support its future sustainability. The revised approach to early intervention aims at supporting agencies and partners to provide the right support and signposting to prevent needs from escalating.

11.0 EQUALITY AND DIVERSITY ISSUES

11.1 In order to ensure all children and families in Halton can thrive, achieve and are kept safe agencies and partners will proactively identify families who would benefit from early help.

12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

Document	Place of Inspection	Contact Officer
Troubled Families Update August 2014	Rutland House, Halton Lea	Ann McIntyre Operational Director Children and Enterprise
Children and Families Policy and Performance Board Troubled Families Update 1 st September 2014	Halton Borough Council Website	as above