

CHILDREN AND YOUNG PEOPLE SELECT COMMITTEE

Report Title	Early Intervention and Targeted Support	
Key Decision	No	Item No: 5
Ward	All	
Contributors	Head of Targeted Services and Joint Commissioning	
Class	Part 1	Date: 29 January 2013

1. Purpose of Report

1.1 The following report will update the Committee on the current position of early intervention and targeted support as delivered through Lewisham's Early Intervention and Access Service. The report will cover:

- the changes in early intervention funding;
- the work of the Early Intervention and Access Service;
- the development of Payment by Results;
- the balance between targeted and non-targeted provision.

2. Recommendation

2.1 For members to discuss and note the report.

3. Background: Changes in Funding

3.1 In 2010/11 children's centres were funded £10.6m through a 'ringfenced grant', which was restricted for use on the delivery of children's centre services. In December 2010 Lewisham received its financial settlement summary from Central Government. This set out a proposal to combine the children's centre grant together with 21 other grants into 1 Early Intervention Grant (EIG) for 2011/12.

3.2 These 22 grants totalled £22.5m in 2010/11, with the new EIG funding coming to £17.6m in 2011/12. This represented a reduction of 21.7% from 2010/11 to 2011/12. The EIG was also 'unringfenced' with no restrictions placed on the Council as to where it allocate the money.

3.3 A report was presented to the Mayor and Cabinet on the 17 February 2011 outlining proposals to manage the reduction in grant by targeting the resources at those most in need. Officers were asked to consult on future priorities and the approaches to managing the reductions. The results of this consultation and the approach to managing the reductions were then agreed by the Mayor and Cabinet in May 2011.

3.4 The Early Intervention Grant report detailed eight key areas of early intervention work:

- Targeted Early Years services (including children's centre services)
- Support for Team around the Child/Team around the Family activity
- Family Support Services (including Targeted Family Support Services)
- Diversion from care
- Support for families of children with complex needs
- Youth Support Services
- NEET reduction
- Family Information Service activity.

3.5 This programme of work included the development of a Targeted Early Years offer, which included the provision of children's centre services and the delivery of a Family Support Offer, including Targeted Family Support. As part of this allocation, £3.2m and £1.1m per year until March 2015 were set aside for the commissioned delivery of children's centres and Targeted Family Support (TFS) respectively.

3.6 The Early Intervention Grant remained as a distinct funding stream for two years from 2011/12 to 2012/13. In 2013/14 the grant was rolled into the General Fund and forms part of the Council wide funding reductions.

4. Early Intervention and Access Service

4.1 Children's centres and Targeted Family Support are commissioned by the Early Intervention and Access Service as part of their broader early intervention work. The aim of the Service is to deliver and embed our early intervention vision across the borough and work to ensure that the needs of children, young people and families are being identified and addressed by all services. This is underpinned through our key principles of:

1. Delivering **outcomes** for children, young people and families
2. **Be proactive** at first signs of trouble
3. Using **predictive patterns** – supporting siblings
4. **Tailored and creative** approaches which help
5. **Partnerships and relationships which work for families** rather than for providers
6. **Building resilience** – children, young people and families are able to make the difference themselves
7. **No wrong door**
8. Using an **evidence-based approach**

4.2 These key principles are all achieved through universal, targeted and specialist services working together with children, young people and their families to support them in reducing needs and preventing the future escalation to targeted and specialist services.

4.3 The Service seek to support these principles through the delivery of commissioned children's centre and Targeted Family Support, which work across the borough to identify and address family needs and implement tailored and creative solutions with partners to improve outcomes. An example of this identification includes the outreach work of one children's centre that led to a family being identified in need of children's centre support by staff at a local supermarket .

- 4.4 This Service also provide multi-agency training and individual support to encourage the effective use of the Common Assessment Framework (CAF) and Team Around the Family/Child (TAF/C) meetings. The commitment to 'no wrong door' is also embodied through the Service working with practitioners who have made referrals that have not met the social care threshold and advising on appropriate support for that family.
- 4.5 The Government's Troubled Families programme is also supported through the Service by working with practitioners and families to ensure they have the appropriate borough wide services around them. As part of the programme practitioners are working with 826 families across the Borough. Under the programme's Payment by Results scheme 286 of these have shown significant improvements in either improved attendance, reduced offending and/or gaining employment, leading to PbR payments.
- 4.6 Beyond this the Service works to tackle a number of different needs that families may be experiencing. The list below provides examples of those needs that the service works with, this includes those needs identified by the Government under the Troubled Families programme (marked with a TF).
- Families with children with challenging behaviour
 - Children of parents with mental health issues
 - Children of parents with substance misuse issues
 - Children subject to actual or potential delayed development due to poor parenting capacity and/or non engagement with universal services
 - Children with poor linguistic development
 - Children in families with poor school attendance (TF)
 - Children with parents with learning disabilities
 - New arrivals with poor networks
 - Children in domestic violence situations
 - Children with disabilities
 - Children with parents who have disabilities
 - Families with current or history of offending (TF)
 - Families with poor attachment
 - Lone parents with vulnerabilities
 - Families with evidenced risk of teenage pregnancy
 - Families experiencing worklessness (TF)
 - Families with risks of poor health outcomes
 - Young carers

5. Children's centres (CC)

- 5.1 Children's centres provide services and support to children under 5 and their older siblings. This is focused on adopting a 'whole-family' through pulling together appropriate teams of practitioners around families to ensure all children and young people's needs are met through multi-agency support. CC Services are currently delivered by the voluntary sector and schools across the borough at 18 designated Children's Centres (Appendix A).
- 5.2 Children's centres are expected to secure improvements against the following overarching outcomes for children, young people and families in Lewisham:

- Improved parenting and attachment.
- Improved school readiness.
- Prevention of escalation.

5.3 All children's centre providers offer a mixture of one-to-one and group support for families. Services will cover support across key areas including:

- i. Parenting support (including evidence-based programmes).
- ii. Support in sourcing childcare provision and the free entitlement.
- iii. Supporting positive early attachment between parents/carers and children.
- iv. Supporting early learning and development.
- v. Supporting families to develop routines and boundaries.
- vi. Reducing family isolation and promoting community integration.
- vii. Supporting families to engage with other professionals and services such as education, health, employment and training.
- viii. Supporting families in addressing financial and housing difficulties.

5.4 These services are continuously developed through; the analysis of data regarding the local area (e.g. immunisation rates, claimant rates etc), evidence on the impact of services and input from parents, carers, children and our partners. As such there is a variety of programmes delivered across the borough.

One to one support

5.5 All children's centres are able to offer one-to-one support for families. This ranges from low/medium-need outreach work which may include support to engage with universal services, to medium/higher-need family support work, which may include supporting families engaged with Social Care or in-depth work on improving parenting skills or attachment.

Group Work

5.6 Children's centres will also deliver group work within the Centres. This will range from evidence-based parenting courses such as Triple P and Incredible Years to structured Stay and Play sessions focusing on supporting areas such as personal, social and emotional development and communication and language.

Hub for Services

5.7 Children's centres are also key delivery sites for our partners and provide space for practitioners from local voluntary and community groups to midwives and Job Centre Plus to host various clinics, groups and one-to-one work with parents, carers and their families.

5.8 Partnerships are key to the success of children's centres both as part of developing the hub of services and to increase the referrals into Centres. Examples of current partnership working includes:

- Health Visitors completing the children's centre registration form at their new birth visits.

- Joint home visits by Health Visitors and Family Support/Outreach Workers.
- Midwifery services delivered from Eliot Bank Children's Centre
- GP referrals to Children's Centre Services
- Group Family Nurse Partnership delivered at Clyde Early Childhood Centre.
- Drumbeat outreach sessions delivered at Beecroft Children's Centre
- Salvation Army Deptford working with Children's Centres to identify most vulnerable families to received their Christmas food and toy parcels.
- Job Centre Plus delivering from Kelvin Grove Children's Centre.
- Children's Centre representatives on key strategic groups, including Immunisations Action Group, Breastfeeding Working Group and Health Visitor Expansion Board.

5.9 The Children's Centre Partnership Groups (one for the north of the borough and one for the south) also provide key forums for practitioners to share their current provision and discuss any current issues. The partnership groups have also formed distribution lists of over 180 practitioners as a means to share information between partners.

6. Targeted Family Support (TFS)

6.1 Targeted Family Support is commissioned to secure improvements against the following overarching outcomes for children and young people in Lewisham:

- Improved child and family resilience
- Improved school participation and engagement
- Prevention of escalation

6.2 Targeted Family Support deliver more intensive family support than children's centres and provide greater expertise in supporting families with older children. They are able to work with families for up to 8 hours a week and for up to 9 months' duration. They deliver a number of interventions Including:

- i. Parenting Support (based on Incredible Years).
- ii. Supporting families to develop routines and boundaries.
- iii. Improving communication within families and between family members.
- iv. Reducing family isolation and promoting community integration.
- v. Supporting families to engage with other professionals and services such as education, health, employment and training.
- vi. Supporting families in addressing financial and housing difficulties.
- vii. Supporting young people and their families in developing independence and life skills.
- viii. Positive role-modelling.

6.3 TFS deliver their services across the borough, primarily working with families at their homes but also working from sites such as children's centres and schools. TFS is a referral only service and any practitioner working in the

borough is able to refer to the service through a Common Assessment Framework form.

6.4 Partnerships are key for Targeted Family Support in order to pull together multi-agency teams around the family and increase referrals to the service. In the first six months of the financial year (April – September 2013), TFS received referrals from:

- 22 different primary schools
- 9 different secondary schools
- 11 different health agencies
- 6 different GP
- 11 other agencies (including CSC, LBL Services, VCS organisations and Nurseries)

7. Payment by Results

7.1 The Targeted Early Years and Targeted Family Support Service contracts both contain an 'outcomes based' specification which includes an element of payment by results (PbR). PbR involves providers of services being paid for results that they achieve, rather than on the activities (outputs) delivered.

7.2 A PbR approach aims to encourage innovation and to improve services for families that providers work with. Providers are given freedom to develop new services and tailored support, with the primary focus on delivering positive outcomes for their families. PbR and additional general performance monitoring enables the Early Intervention and Access Service to see what level of impact and value for money is being achieved in the services they commission.

7.3 The service specification for CC and TFS enabled providers to develop and deliver services during the 2012/13 financial year and that during this period they would be paid 100% of their contract value as a fixed fee. The PbR element of the contract then began on 1st April 2013 and from this point providers were paid 30% of their contract on a PbR basis. This is split with 15% being paid on achievement of outcomes and 15% being paid on reach (the number of targeted families engaged). Officers worked closely with the delivering providers and relevant professionals from the Local Authority, Public Health and local NHS trust to develop the specific reach definition and outcomes measures. This ensured that the measures set have been dictated by local priorities for Lewisham and reflect local need.

7.4 The PbR outcome measures that families working with Target Family Support are measured against cover:

Outcome Measure	Outcome Area
Tailored outcomes set with families by TFS.	Improved family and child resilience
School attendance and exclusions.	Improved school participation and engagement
School assessment sheet	Improved school participation and engagement
Early Years Foundation Stage Profile.	Improved school participation and engagement

Health Visiting checks.	Improved family and child resilience / Prevention of escalation
Immunisation rates.	Improved family and child resilience and Prevention of escalation
Referrals to Children's Social Care.	Prevention of escalation

7.5 The PbR outcome measures that families working with Targeted Early Years (children's centres) are measured against cover:

Outcome Measure	Outcome Area
Tailored outcomes set with families by CC.	Improved parenting and attachment
Breastfeeding rates.	Improved parenting and attachment
Early Years Foundation Stage Profile.	Improved school readiness
Health Visiting checks.	Improved parenting and attachment and Prevention of escalation
Immunisation rates.	Improved parenting and attachment and Prevention of escalation
Referrals to Children's Social Care.	Prevention of escalation

7.6 Each outcome is measured against families that CC or TFS have worked with and not against the population as a whole. Funding is also weighted toward the tailored outcomes set with individual families, which are determined in partnership with the family and provider. This is due to the importance of the practitioner assessment with the family and the follow up action plan in supporting the family to address. It is also expected that this measure will apply to the vast majority of their caseloads.

7.7 Each outcome measure links directly to one of the 3 overarching outcomes for CC and TFS as set out in paragraph 5.2 and 6.1 respectively.

General Quality Assurance

7.8 Alongside the PbR measures the Service undertake regular quality assurance exercises, this includes:

- Quarterly monitoring returns.
- Quarterly monitoring meetings.
- Telephone surveys with families.
- Regular on-site challenge and support (both unannounced and arranged).
- Annual survey with families.
- Surveys of practitioners.
- Mystery shopping exercises.
- Onsite case file/family file audits.

7.9 This ensures that the service are identifying key issues that Children's Centres and Targeted Family Support face and ensuring they are delivering value for money. This also forms part of our quality assurance of Payment by Results, with providers submitting the outcomes they set with families on a quarterly basis.

7.10 An example of a key issue arising that have been addressed through this process includes the nature of the outcomes set with families. Through

submissions we identified that providers were setting outputs rather than outcomes with families (e.g. 'parent X to attend parenting group' rather than 'parent X to feel more confident in parenting'). The service has followed up with site visits with Centre Managers reviewing the outcomes set with families. In addition the Service hosted an interactive workshop session with one of our provider's outreach team and managers on setting outcomes with families.

- 7.11 Discussing Children's Centre services direct with targeted families through our surveys also help to identify particular issues and how are Children's Centres are performing. In our last survey 65% rated their experience as 'Excellent', with 27% rating it as 'Good'. Additionally 88% stated that they would recommend their Children's Centre to a friend or family member. The surveys also highlight areas to address, this has included increasing the visibility and signage at some sites and how Centres can better cope with busy sessions.
- 7.12 While the Payment by Results measures are taken at the end of the financial year, the Service also undertake cross-referencing throughout the year on the outcome data held locally. An example is the matching undertaken with Early Years Foundation Stage Profile (EYFSP) data against contact with individual Centres. This work has evidenced children's centre interventions leading to a higher likelihood of children achieving a Good Level of Development (GLD) at EYFSP e.g. children who had 6+ contacts with Dowlerry Children's Centre had a 10.6% increased likelihood of achieving a Good Level of Development at 2013 EYFSP against the Lewisham average and 26.6% against the National average.

8. Targeted and Non-Targeted Provision

- 8.1 Children's centres are focused on providing a range of activity for the whole community including those families who may need extra support and those who may not. The activity funded by the local authority is focused on those families in need of support and the performance of the children's centre is measured on resolving families needs and achieving outcomes for children and families in the borough.
- 8.2 All sessions delivered at centres are aimed at providing support to parents across a range of areas and through a 'no-wrong door' approach, all sessions provide signposting and guidance to parents on a number of areas. This is also achieved through universal provision, examples include:
- Stay and Play Sessions.
 - Health Visitor Clinics.
 - Baby Yoga.
 - First Aid Training.
 - Internet Café.
 - Development Checks.
- 8.3 The latest figures from children's centres highlight this balance, from 1 April to 30 November 2013 children's centres have worked with a total of 6,494

families and of these 3,330 (51.28%) have had an assessed targeted need.¹ The percentages below (table 2) highlight some of the most common issues identified by children's centres.

Table 2: Needs identified by Children's Centres 1 April – 30 November 2013.

Need Identified*	Percentage from the total needs identified in children's centres
Worklessness	23.42%
Poor Health	15.91%
Lone parent in need of support	16.27%
Child at risk of delayed development	8.13%
Parenting and Attachment	7.02%
Poor linguistic development	6.37%
New arrivals to the UK with poor networks	5.09%
Child with challenging behaviour	5.03%
Children with disabilities	4.51%
Mental health	1.72%
Parents who have disabilities	1.47%
Domestic Violence	1.38%
Teenage Pregnancy (includes at risk)	1.10%

*Please note a family may have more than one need identified

8.4 Children's centres work with a variety of services in order to support families to address these needs, this ranges from Health Visiting and GPs to Housing and Job Centre Plus. The needs of the families vary from those who just need to be pointed in the right direction to those who need more in-depth 1:1 work.

9. Common Assessment Framework (CAF) / Team around the Family/Child (TAF/C) and the Government's Troubled Families Programme

9.1 As part of the broader work that the Early Intervention and Access Service undertake, the Family Support Team provide support and advice to all Lewisham practitioners and professionals working with children and young people aged 0 – 19 years. This includes:

- Support to practitioners through multi-agency training and individual support to develop a clear understanding of how to use the local early intervention tools such as the CAF, TAF/C and Early Intervention Panel to respond to children and young people who have been identified as having additional needs.

¹ Reports were run from a 'live system' on 18th December 2013.

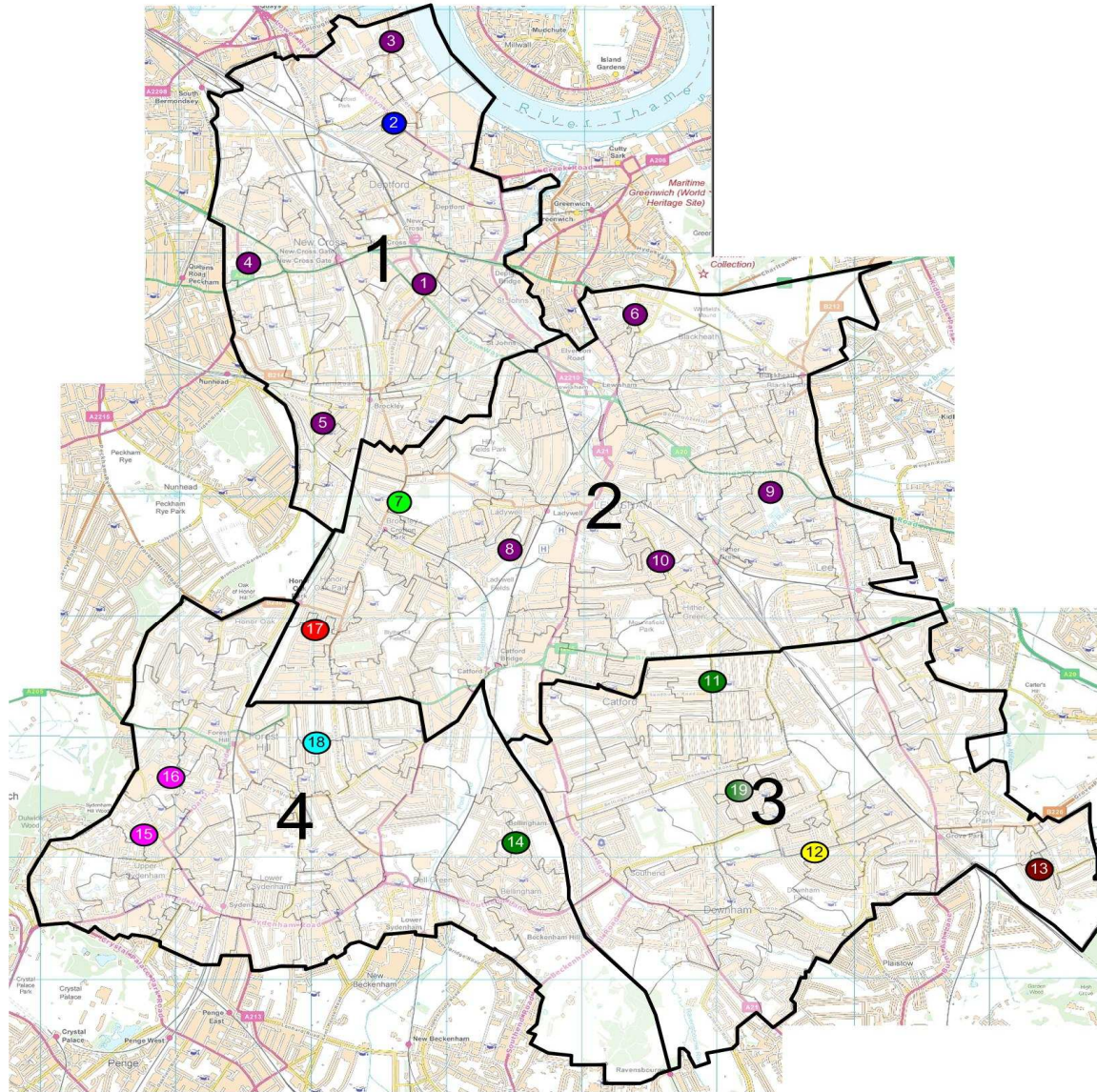
- Support practitioners to effectively utilise the Common Assessment Framework (CAF) to assess children and young people's additional needs and request involvement from other services.
- Support for practitioners to effectively establish a Team around the Child or Family.
- Managing Area Locality Panels within the Borough which bring providers together to ensure appropriate services to support the family are identified and families engage with them.
- Work with all children's service and other relevant providers to ensure all CAFs are logged onto the Early Intervention and Access Service CAF database.

9.2 The Service also work to work to support families under the Government's Troubled Families agenda. This is delivered both through the support of commissioned services such as Targeted Family Support and children's centres but also through the Early Intervention Co-ordinators who work to ensure that all those families identified under the programme are engaged with Lewisham's services.

10. Summary

10.1 Early intervention services aim to provide support to families to address issues that might otherwise escalate. Services are continually reviewed in order to ensure that services are meeting the needs of the community.

Appendix 1: Map of children's centre provision



Children's Centre Address and Telephone

- 1 Amersham Children's Centre (Annexe), 75 Amersham Road, SE14 6QQ - 0208 691 1777
- 2 Clyde Early Childhood Centre, Alverton Street, SE8 5NH - 0208 692 3653
- 3 Evelyn Children's Centre, 231 Grove Street, SE8 3PZ - 0208 691 1064
- 4 Besson Street Children's Centre, Besson Street Gardens, New Cross, SE14 5AE - Contact Evelyn Children's Centre
- 5 Hatcham Oak Children's Centre, 29 Wallbuton Road, SE4 2NX - 0207 732 8803
- 6 Heathside & Lethbridge Children's Centre, Melville House, Sparta Street, SE10 8DP - 0208 694 1287
- 7 Beecroft Garden Children's Centre, Beecroft Road, Brockley, SE4 2BS - 0208 694 4958 / 0788 110 8336
- 8 Ladywell Early Childhood Centre, 30 Rushey Mead, SE4 1JJ - 0208 690 6696
- 9 Manor House Children's Centre, Old Road, SE13 5SY - 0208 852 5408
- 10 St Swithun's Children's Centre, SE13 6RW - Contact either Manor House or Ladywell
- 11 Torridon Children's Centre, 103 Torridon Road, SE6 1RQ - 0208 695 9648
- 12 Downderry Children's Centre, Shroffold Road Downham BR1 5PD - 0208 695 5915
- 13 Marvel's Lane, Riddons Park, SE12 9RA - 0208 851 2129
- 14 Bellingham Children's Centre, 109a Randlesdown Road, SE6 3HB - 0208 695 6236
- 15 Kelvin Grove Children's Centre site, Kirkdale, SE26 6BB - 0208 613 0172
- 16 Eliot Bank Children's Centre site, Thorpewood Avenue, SE26 4BU - 0208 314 7410
- 17 Ackroyd Children's Centre, 4 Ackroyd Road, Forest Hill, SE23 1DL - 0208 291 4933
- 18 Kilmorie Children's Centre, Kilmorie Road, SE23 2SP - 0208 699 7802
- 19 Limelight Family Learning Centre (linked to Torridon Children's Centre), Goldsmiths Community Centre, Castillon Road, SE6 1QD - 0208 695 5955

Named Point of Contact for each Provider

- Ackroyd Children's Centre
- Beecroft Garden Children's Centre
- Clyde Early Childhood Centre
- Downderry Children's Centre
- Kelvin Grove & Eliot Bank Children's Centre *[joint management arrangement]*
- Kilmorie Children's Centre
- Marvel's Lane Children's Centre
- Pre-School Learning Alliance
- The Children's Society