

Education, Children and Families Committee

10am, Tuesday, 21 May 2013

Early Years Change Fund - Progress Report

Item number	7.7
Report number	
Wards	All

Links

Coalition pledges	P1
Council outcomes	CO1 - CO6
Single Outcome Agreement	SO3

Gillian Tee

Director of Children and Families

Contact: Alistair Gaw, Head of Support to Children and Young People

E-mail: Alistair.gaw@edinburgh.gov.uk | Tel: 0131 469 3388

Executive summary

Early Years Change Fund - Progress Report

Summary

At the Education, Children and Families Committee on 21 June 2012 members received a report providing an overview of how Edinburgh will use the Early Years Change Fund to begin a transformational change programme to deliver effective early intervention and strengthened support to children and families in Edinburgh.

This report provides an update on early progress on work to deliver the change.

Recommendations

To recommend that the Education, Children and Families Committee:

1. Notes progress to date on each work stream detailed in the main report.
2. Requests a further report on progress on Change Fund Objectives in May 2014.

Measures of success

The report to the Committee on 21 June 2012 set out four main objectives, each with a set of actions, and described what success would look like. In addition the report stated that plans for preventative approaches should be sustainable through delivery of savings in residential, secure and fostering services. It was recognised that success across the work streams would require the long term shared commitment of the Children's Partnership and that measurable success may take some time to become evident.

Performance indicators are consistent with those in place to measure progress in the Single Outcome Agreement; Edinburgh's Integrated Plan for Children and Young People and the Children and Families Service Plan. Regular reporting of performance to the multi-agency Core Group is in place.

Financial impact

The Council's commitment to this fund is £8.6m over three years from 2012/13. For the same period the Scottish Government has allocated £190,000 each year to support the work of the Early Years Task Force Sub Group on Family Support and Family Centres and £117,000 each year for the provision of early learning and childcare for all looked after 2 year olds.

In addition to local authority and Scottish Government allocations, funding has been ring fenced by NHS Lothian to deliver the priorities of the Early Years and Early Intervention Change Fund.

Equalities impact

The implementation of the recommendations from the report will continue to advance equality of opportunity for vulnerable children and families.

Sustainability impact

There are no adverse environmental impacts arising from this report.

Consultation and engagement

The report on 21 June 2012 sets out the principle of seeking feedback on service development and delivery on an ongoing basis. Plans were developed at a major consultation event and thought the channels available to the Children's Partnership. The key aims of the Change Fund and its implementation in Edinburgh are communicated regularly through partnership forums and established networks.

Information about the use of the fund has been disseminated during the consultation on the Children and Families Commissioning Plan (and associated service specific plans).

Information and updates on the change fund will continue to be posted on the [Edinburgh Children's Partnership](#) website.

Background reading / external references

[Early Years and Early Intervention Change Fund](#), report to E,C&F Committee 21/6/12

[Family and Community Support Division - Update](#), report to E,C&F Committee 9/10/12

[Social Work Services for Children with Disabilities](#), report to E,C&F Committee 9/10/12

[Annual Review of Service Strategy for Children and Young People who are Looked After and Accommodated by the City of Edinburgh Council](#), report to E,C&F Committee 9/10/12

[Re-location of Pilrig Child and Family Centre to Craigentiny Primary School](#), report to E,C&F Committee 9/10/12

[Getting it right for every child](#), report to E,C&F Committee on 9/10/12

[Edinburgh Children's Partnership's Integrated Plan for Children and Young People 2012-2015](#), report to E,C&F Committee 9/10/12

[The Early Years Taskforce-Shared Vision and Priorities](#), Scottish Government/COSLA/NHS

[Early Years Collaborative](#), Edinburgh Partnership website

[School Holiday Respite/Playschemes for Disabled Children and Young People](#), report to E,C&F Committee on 5/3/13

Early Years Strategy Progress Report, report to E,C&F Committee on 21/5/13

[Maternal Infant Nutrition Report](#), National Statistics Publication

[Evaluation of the Family Nurse Partnership Programme](#), Scottish Government

Early Years Change Fund – Progress Report

1. Background

- 1.1 A report to the Education, Children and Families committee on 21 June 2012 set out the background to the Early Years and Early Intervention Change Fund. The report set out the four objectives agreed for the Fund:
1. Strengthen universal ante natal and early years services especially for vulnerable* children and families
 2. Reduce the need for children and young people to become Looked After
 3. Improve support for children and young people Looked After at home to reduce the need for children to be accommodated
 4. Increase CEC fostering capacity and strengthen Kinship Care arrangements to achieve best outcomes for children and young people and provide best value placements.
- * *Vulnerable* includes those children at risk, with a complex disability or with additional support needs.
- 1.2 Members approved the strategy and the investment to develop a range of services across the city to deliver consistent and appropriate services to children in need and their families to improve their outcomes and reduce the need for children to require higher levels of intervention or become Looked After.

2. Main report

- 2.1 The Edinburgh Children's Partnership established a multi-agency Early Years and Early Intervention Core Group to provide leadership for the effective implementation of the Fund.
- 2.2 The Change Fund aims to address the continued increase in numbers of Looked After Children by investing in earlier intervention. This will change the balance of care by reducing the rate of increase in the number of Looked After Children overall LAC and increasing the numbers of children who can live at home with their parents, kinship carers, adopters.
- 2.3 By increasing the use of CEC foster carers and reducing the use of independent foster carers, residential and secure care, resources will be released to further invest in earlier intervention. A target has been set to increase CEC foster carer capacity by 25 placements a year for 5 years. This increase, along with a corresponding reduction in independent foster placements, could save the Council £2.5m a year by year 5
- 2.4 It is planned that by the end of year 3 of the fund all service improvements will be fully operational within a budget of £4.12M. Monitoring arrangements are in place to track achievement of targets against the work stream objectives.

- 2.5 All the Council's Children and Families commissioning plans support the objectives of the Change Fund. The plans are currently the subject of consultation and will be finalised this autumn.
- 2.6 Since the implementation of the fund good progress has been made within each of the four work streams.

Strengthen universal ante natal and early years services especially for vulnerable children and families

- 2.7 Key areas of the city have been identified where there are limited services for parents of children under 3. Services have been developed for 150 places for vulnerable two year olds including respite, play and stay activities and support to parents in universal settings.
- 2.8 Early Years' establishments have been identified to provide additional support for two year olds. A development worker is now also reviewing current arrangements for Looked After two year olds to make sure they all achieve their entitlement to care and learning due in 2014.
- 2.9 A development officer is in post to deliver our guarantee to offer access to parenting support for every parent with a child 0-3. The post holder has taken forward recommendations from our review of Parents as Early Educators Programme (PEEP). This work is influenced by a survey of parents who are 'hardly reached' carried out in April 2012. There are now around 50 PEEP groups running each term. Additional resources have been allocated to enable all nurseries to dedicate time to supporting parents. Additional training sessions were also delivered to staff.
- 2.10 Two nurseries will pilot a programme to deliver additional hours of early learning and child care during the summer holidays 2013. This will inform the roll out of increased nursery hours to all children in 2014.
- 2.11 Good progress has been made on the Refreshed Maternity Framework. This focuses on three key areas - workforce development, information & data and pathways of care. The key national health target states that at least 80% of pregnant women in each Scottish Index of Multiple Deprivation (SIMD) quintile will have antenatal care by the 12th week of gestation by March 2015. This is to ensure improvements in breast feeding rates and other important health outcomes. Performance across Edinburgh in January 2013 continues to be strong with almost 90% of women booked within 12 weeks. The main focus for the coming year will be to target those women not accessing ante-natal care by 12 weeks.
- 2.12 The Child Healthy Weight programme addresses prevention at a population level as well as providing treatment (Get Going weight management programme) for higher risk children and their families. A community and school-based approach was developed, with extensive consultation including parents/ carers and young people. Primary school (P1-7, whole school approach), secondary school programmes (S3 girls) and community-based programmes with parents/ carers

emerged from this work. The work in secondary schools and with parents/ carers was well received. A recent evaluation was positive with a measurable impact in intervention schools vs control schools in knowledge and attitudes for healthy eating and physical activity.

- 2.13 The Childsmile target is to achieve at least 60 per cent of 3 and 4 year old children in each SIMD quintile receiving at least two applications of fluoride varnish (FV) per year by March 2014. Recent data shows that in Edinburgh's most deprived quintile 41.5% of children age 3 and 4 had two or more FVAs. Although the results for the most deprived quintile are encouraging there is still progress to be made and this will be addressed in the forthcoming year.
- 2.14 Groundwork has been established to improve breastfeeding rates, particularly within areas of deprivation. This has included the recruitment of Breastfeeding Champions and the provision of Breastfeeding Clinics within maternity services. In line with the rest of Scotland, the percentage of mothers exclusively breastfeeding at first visit from their health visitor has reduced slightly, however the percentage of women breastfeeding, including mixed breast and formula fed, has increased over the past 10 years.
- 2.15 The Family Nurse Partnership (FNP) has had a significant impact. A second team will be in place by June 2013 and NHS Lothian are committed to expanding the service to enable all entitled first time 'teenage mums' to be offered the programme. FNP supports young mothers to:
- Develop skills as competent, confident parents
 - Engage in activities to support attachment with their child
 - Delay weaning
 - Assess their home for safety from the perspective of their child, and access practical home safety equipment
 - Become more physically active
 - Access contraception when they might not otherwise have pursued this
 - Feel better supported in relation to their own mental and emotional health and wellbeing
 - Link with appropriate community support to help them feel less isolated
 - Resolve or manage relationship conflicts
 - Navigate and access housing and benefit services and grants, and
 - Broaden the options they consider around education or work, formulate goals and overcome barriers.
- 2.16 Progress has been made by NHS Lothian to introduce a new 27-30 month health assessment. Although this places considerable additional demands on children's services it will provide considerable opportunities to improve outcomes for children. The work has involved
- ensuring that the workforce is well equipped to deliver the check
 - improving the collection of child health data, helping to establish the impact of the check and identify further improvements
 - improving information for parents and staff.

- 2.17 This work will support the reduction of health inequalities in early years and the national Early Years Collaborative. The main focus for service improvement during 2013/14 will be through the Early Years Collaborative.

Reduce the need for children to become looked after

- 2.18 Preventive work with a specific cohort of families in need is active at a neighbourhood level. Monitoring the interventions with this group is taking place to assess the impact of support on outcomes and to make sure that vulnerable families are identified quickly and a practical support plan is in place and monitored. The work includes children and families in the Total Craigroyston cohort of 20 children in need and a group of children aged 2 who are looked after at home.
- 2.19 To improve early intervention the Social Care Direct service has been enhanced to deal with child welfare concerns which would not meet the threshold for social work intervention. This allows relevant services to take account of child concerns which may not currently be known to them when supporting the child and family. This development is key to full implementation of GIRFEC - specifically the appropriate sharing of information regarding child concerns to improve early intervention.
- 2.20 To increase parental capacity and confidence a wide range of good quality, evidence based support is now available to parents and carers across the city. As a result of the Change Fund provision and uptake have increased significantly over the last 12 months. Guidance for all services on applying a comprehensive ('systemic') approach to family work is currently being produced and work is underway to inform parental entitlements and support pathways to improve access to services and ensure consistency across neighbourhoods.

Improve support for children and young people Looked After at home to reduce the need for children to be accommodated

- 2.21 An extensive national and international evidence base of what works in reducing the need to take children into care has been complemented by an analysis of 350 children who became looked after in Edinburgh in 2011. This has enabled lead professionals in Edinburgh to be better informed about the types of intervention that might have reduced the need for accommodation and informed the future direction of children's services. Key messages will continue to be disseminated and the outcomes will include the development of more systemic practice across children's social work services and other services, linked to critical reflection on practice.
- 2.22 The former Edinburgh Families Support Service has been enhanced to create a new family support service, Family Solutions, which will engage with around 400 families at an early stage to provide co-ordinated, practical intervention and support to reduce the levels of need and risk to children. The service will have one team in each of the six neighbourhoods providing the right help to children and families when they need it, 7 days a week.

- 2.23 A new Multisystemic Therapy (MST) team is being introduced. This is a successful well evidenced approach, proven to improve family relationships, improve the capacity of care-givers to meet the needs of troubled children and increase the likelihood of children remaining in their families and communities in the longer term. The MST team has just become active and plans to work with 80 families in their first year of operation. MST programmes in other authorities have demonstrated significant success in helping parents and carers to manage the factors influencing the behaviour of their children. .
- 2.24 The Family Group Decision Making team has been expanded to enable the service to work with more families to find solutions among wider family networks which can assist to meet need, decrease risk and keep children in their families and community. During 2013/14 the expanded team will work with 200 families involving around 400 children.

Increase CEC foster placements and strengthen Kinship Care arrangements to achieve best value placements with best outcomes for children and young people

- 2.25 Additional investment from the Change Fund to increase the capacity of Family Based Care has enabled the Foster Care Recruitment Team to increase the number of placements during past year.
- 2.26 Targeted campaigns will now focus on the recruitment of carers for children aged 5 and above, sibling groups, children with disabilities and carers offering permanent placements.
- 2.27 Change Fund resources have led to new marketing activities including rebranding of materials; local radio advertising; billboards across the City; taxi adverts; press adverts; posters and leaflets to libraries, local neighbourhoods and schools.
- 2.28 As a result of the enhanced recruitment campaign Family Based Care have seen a 6.25% increase in enquiries during 2012. Since the start of 2013 five new carers have been approved and the team are currently carrying out home studies for 20 prospective carers prior to approval by panel.
- 2.29 Targeted recruitment events and drop in sessions have increased from six in 2012 to eight for 2013 with an additional stand at the Mela Festival and two sessions targeted to BME recruitment at McDonald Road Library.
- 2.30 To increase support to Kinship Carers we have developed a new team to provide support and guidance. This will enable extended family members to care for children, avoiding the need for children to come into care.
- 2.31 We are establishing a dedicated permanent fostering team and post adoption support service. These developments provide necessary support for all kinship carers and adopters. This will improve outcomes for children by increasing the resilience of carers to maintain placements.
- 2.32 Two specialist social pedagogues (50% funded through the Change Fund) are now providing support and training to our foster carers who are caring for some

of Edinburgh's most complex, challenging and vulnerable young people. The approach combines academic knowledge, an understanding of emotions and hands-on practical action to herald a shift away from following procedures to supporting foster carers to help children build positive relationships that lead to stability, better outcomes and long-term well-being. By the end of May 2013, 40 Foster Carers and 8 staff will have completed 10 days training on the "Head, Hearts and Hands Programme". Awareness training has already been delivered to 120 professional staff with more sessions planned.

Further Developments

- 2.33 The Scottish Government launched the Early Years Collaborative in October 2012. The ambition of the collaborative is to "make Scotland the best place in the world to grow up in" The objective of the Early Years Collaborative (EYC) is to accelerate the conversion of the high level principles set out in GIRFEC and the Early Years Framework into practical action. A multi-agency Early Years Collaborative Team has been established in Edinburgh and participants have committed to the learning sessions in January, May and October. The team members are participating across four workstreams and small tests of change are underway. The introduction and implementation of the 27-30 month child health review will feature across the workstreams.
- 2.34 A number of the ambitions within the EYC will compliment Edinburgh's approach to implementing the Early Years and Early Intervention Change Fund objectives, particularly in relation to work stream 1. Governance and reporting will be consistent with the Edinburgh Children's Partnership approach to the Change Fund.
- 2.35 In partnership with EVOG a Voluntary Sector Innovation Fund will be established in year 3. This will create an opportunity for organisations to work together across sectors and include their proposals for projects that will achieve the outcomes of the Change Fund.
- 2.36 The Children and Families Commissioning Plan will include commitments around priorities and service developments which will support the objectives and delivery of the Early Years and Early Intervention Change Fund. The Plan will reflect the Children's Services Delivery Model and a commitment to GIRFEC. Commissioning Approaches documents have recently been out for public consultation. Each of these Approaches will be further developed to form chapters in the 5 year Commissioning Plan to be produced by the end of 2013. The chapters in this plan will include:
- Alcohol and Drugs
 - Child Disability Plan
 - Children in Need and their Families
 - Early Years
 - Looked After and Accommodated & Through care & Aftercare
 - Youth Work
 - Young Carers

Financial Implications

2.37 Funding allocated to the Early Years Change Fund from 1 April 2012. On behalf of the Children's Partnership the Early Years and Early Intervention Change Fund Core Group will jointly draw together a report on the local operation of the fund to date to be submitted to the Scottish Government Taskforce by 30 June 2013

2.38

City of Edinburgh	2012/13	2013/14	2014/15
Early Years and Early Intervention Fund	£1,630,000	£2,870,000	£4,138,000

2.39

Scottish Government	2012/13	2013/14	2014/15
Looked After 2 Year Olds	£117,000	£117,000	£117,000
Family Centres and Family Support	£190,000	£190,000	£191,000

2.40

Health	2012/13	2013/14	2014/15
Ringfenced funding			
Refreshed Maternity Framework	£137,151	TBC*	TBC*
Child Healthy Weight (part of the Effective Prevention bundle)	£135,660	£135,660	£0
Childsmile (part of the Dental Services bundle)	£837,420	£837,420	TBC
Maternal Infant Nutrition	£163,200	£163,200	£0
Family Nurse Partnership	£582,000	693,745**	TBC*
Additional NHS investment (via NRAC)			
27 – 30 month assessment	£82,620	£165,240	£165,240
Health Visitors Population	-	£138,210	£138,210
School Nursing	-	£42,840	£42,840
Speech and Language Therapy	-	£23,340	£23,340
Enteral Feeding for Children	-	£43,860	£43,860
Total	£1,938,051	£2,243,515	£413,490

* Meetings being held with Scottish Government to confirm 2013/14 funding

** Indicative allocation

Conclusion

2.41 Under the oversight of the Children Partnership the initial year of the Early Years Change Fund has seen the development of a wide range of services by the City of Edinburgh Council, Lothian Health and Voluntary Sector partners. Further developments are to be implemented. The services now active should start to make an impact on our long term strategic objectives to improve outcomes though earlier intervention and shift the balance of care.

3. Recommendations

To recommend that the Education, Children and Families Committee:

3.1 Notes progress to date on each work stream detailed in the main report.

3.2 Requests a further report on progress on Change Fund Objectives in May 2014.

Gillian Tee

Director of Children and Families

Links

Coalition pledges	P1. Increase support for vulnerable children, including help for families so that fewer go into care
Council outcomes	CO1. Our children have the best start in life, are able to make and sustain relationships and are ready to succeed CO2. Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities CO3. Our children and young people at risk, or with a disability, have improved life chances CO4. Our children and young people are physically and emotionally healthy CO5. Our children and young people are safe from harm or fear of harm, and do not harm others within their communities CO6. Our children and young people's outcomes are not undermined by poverty and inequality
Single Outcome Agreement	SO3. Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	None