



**Inspiring Young People
Overview and Scrutiny Board**

23 November 2015

**Report of the Acting Strategic Director of
Children and Young People**

ITEM 9

Early Help Annual report.

SUMMARY

- 1.1 The Children and Young People's Department in Derby City is committed to ensuring Early Help is available to vulnerable young people and their families in order to prevent them from requiring (more costly and socially damaging) higher tariff services in the future.
- 1.2 Derby has a comprehensive range of Early Help services available across the city, including Multi-Agency Teams (MAT's), who are co-located with Social Work teams in an integrated locality based model and with whom they have forged effective working relationships.
- 1.3 The MAT's are complemented by Children's Centre's as part of the city's broader Early Help offer. Children's Centre's provide universal and targeted services across the city to families with children under the age of 5 with an increasing focus on work with more vulnerable families.
- 1.4 A further key element of the Early Help offer, is the Space@Connexions, a city centre based youth 'one stop shop', which delivers careers and health advice, including sexual health services, drug and alcohol services and houses the Leaving Care and Youth Offending Teams.
- 1.5 A report on the impact of Early Help services over 2014-15 was completed in May 2015 and taken to the Local Safeguarding Children's Board and Children, Families and Learners Board (LSCB and CFLB) for overview and scrutiny. The report addressed areas impact can be either judged or measured against, including a narrative response to each of those areas in turn. The report also contains an action plan for Early Help services over 2015-16 to

address challenges and areas for improvement raised within the body of the report

RECOMMENDATION

- 2.1 For the Inspiring Young People Board to have oversight of performance in Early Help over 2014-15.
- 2.2 For the Inspiring Young People Board to be made aware of action plans for Early Help over 2015-16.
- 2.3 For the Inspiring Young People Board to be kept abreast of developments pertaining to performance within Early Help services within the CYPD.

REASONS FOR RECOMMENDATION

- 3.1 Early Help services are included as part of any future inspection undertaken by OFSTED as part of the framework for the inspection of children in need of help and protection, children in care and care leavers. There will be a particular focus on the difference Early Help services are making and the interface between Early Help and Social Care services.
- 3.2 OFSTED in a thematic report in March 2015 outlined that they expected LSCB's to adopt greater scrutiny of Local Authority Early Help services to ensure they were clear on the impact these services are having.
- 3.3 A number of the services within Early Help are delivered on a statutory footing, i.e. Children's Centres, Child in Need work, Missing Children, CSE, Connexions and NEET work and data.
- 3.4 There is a need across CYP services to ensure that work within Early Help remains focused on understanding:

How much we do.

The quality of that work.

What difference it is making?

SUPPORTING INFORMATION

- 4.1 This report now provides an overview of the constituent elements contained within the Early Help annual report.

The Early Help Performance Framework.

- 4.2 To help demonstrate the impact of Early Help services, Derby developed a performance framework in April 2014 to develop assessment of activity and support evaluations on impact. Measures are entered (onto the City Council's performance framework, DORIS) by each of the MAT's, with a summary being available by locality and then across the city. The first year of the framework (2014-15) involved setting baselines for each of the measures. The first element of the performance framework focuses on how much Early Help do in specific areas of practice, i.e. the number of:

- New referrals through either a Vulnerable Children's Meeting (VCM) or any other route
- Open cases
- Spider graphs completed
- 'How was it for you' surveys received
- Early Help Assessments completed

- 4.3 The second element of the framework focuses on how well Early Help deliver services, i.e. via the:

- Number of MAT cases with a completed assessment in place
- Number of cases re-opened within 3 months
- Number of people reporting that they were treated with respect (via 'how was it for you' surveys)
- Number of people reporting that workers listened to them (via 'how was it for you' surveys)

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- Number of cases closed (with the reasons for closure)
- Number of referrals to other interventions

4.4 The last element of the framework is concerned with impact of services, via the:

- Number of spider graphs with an improving direction of travel
- Number of people reporting that they were helped with identified issues (via 'how was it for you' surveys)
- Child in need, child protection plan and looked after child rates

4.5 The framework has been adapted following a review after the first year of data collection, as inconsistencies with regard to data collection and recording developed over 2014-15. However, a number of the measures remained valid and the outcomes are recorded below.

4.6 In relation to data collected from the 'How Was It for You' client evaluation forms, across Early Help teams over 2014-15, the number collected was 160 and of this number, 127 told us they felt they were treated with respect by their worker, which is a 79.3% success rate.

4.7 129 told us that they felt listening to by their worker, an 80.6% success rate and 128 told us that they were helped with identified issues, an 80% success rate.

4.8 Key themes and issues identified from qualitative data collected as part of this client feedback told us the main areas of support clients found Early Help staff most helpful, were in relation to routines, strategies, parenting and confidence building. These two areas accounted for 23% and 20.5% of all positive feedback from clients respectively.

4.9 The number of re-referrals back into a service often gives an indication on whether an intervention has been successful. The number of cases where a client was re-referred across 2014-15, was 354 which accounted for 12.4% of the total number of cases Early Help teams worked with across the year.

4.10 Spider-graph is a distance travelled tool used at the start, review and end of interventions to help staff and clients identify distance travelled during an intervention and where positive changes have been made. The % of spider-

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graphs completed with an improving direction of travel over 2014-15, was 66%, which alongside the data from How Was It For You forms and case re-referrals provides benchmarks for the first year of the Early Help performance framework, which in turn helped us to set targets for Early Help in 2015-16.

Children's Services Performance Data.

- 4.11 The City Council's Performance and Information team collect quarterly data that provides a quantifiable picture of the impact of Early Help services on higher tariff Social Care services as outlined below.
- Number of Early Help/level 2 cases
 - Number of child In need/level 3 cases
 - Number of child protection plans
 - Youth crime figures, i.e. numbers open to Youth Offending Service (YOS)
 - Number of children in care
 - Number of Early Help Assessments completed each quarter
- 4.12 Please refer to the table located in the annual Early Help report, which is at appendix 1 for all figures over the past 2 years relating to the above.
- 4.13 The data over 2014-15 showed an overall increase in Early Help case numbers. The case load rose by 57 cases over the course of 2014-15 and there were an additional 21 cases worked by Early Help services over 2014-15 than in 2013-14. The number of cases over the period of the last two years seems to confirm an upper limit case load of around 750 - 800 cases. At present Early Help are holding a case load of 768 cases (as at 2.11.15). This data relates to Lead Professional (LP) cases only and does not account for cases where Early Help staff are involved with a family as part of a Team around the Family approach. This data will be collected through the Early Help performance framework in 2015-16.
- 4.14 The number of CiN cases in quarter two of 2014-15 spiked to the highest rate (of CIN cases) over the past two years. The number of cases open under CiN in quarters 3 and 4 were higher than at any other point during 2013-14.
- 4.15 This may relate to internal clarification (within CYPD) that child in need cases can be held within Early Help teams so long as a Single Assessment has been completed by a Qualified Social Worker in line with the statutory guidance contained in Working Together 2015. This may mean cases are being more accurately identified as child in need rather than level 2 (emerging need) in line with the guidance contained within Derby Safeguarding Children Board's thresholds document.

- 4.16 The first X 2 quarters of 2014-15 saw continuing increases of children subject to child protection plans in line with both national trends and comparator Local Authorities. The last X 2 quarters of 2014-15 saw reductions in the numbers of children subject to child protection plans.
- 4.17 Children in care numbers reduced over 2013-14 but increased over 2014-15 in line with national trends. There was a particular spike in quarter 3 of 2014-15, which had been preceded by relatively stable numbers. This was due to a particular spike in admissions compared to discharges from care.

Statistical releases from the DfE are provided to Local Authorities every December in relation to Children in Care performance. The last set of performance figures Derby has covers the 12 month period between 1.4.13 and 1.4.14. During that period of time, Derby's reduction in CiC saw a more marked decrease (4.4% or 8.6 less children) than our comparator authority average over the year. Given the cost of care placements (the current average weekly placement, taking account of internal and external residential placements, as well as in house and agency fostering placements is £1,825 per week), this would be a financial saving of £816,140, thereby evidencing a positive financial impact of Early Help on CiC spending. Performance in relation to Children in Care across 2014-15 will be covered in the 2015-16 annual report.

- 4.18 Nationally, Child protection, CiN and Children looked after numbers have increased as demand for Social Care services rises. This is compounded by local pressures in Derby (increased population, higher numbers of children living in poverty and increased BME population, mainly from Eastern Europe). These pressures are likely to have militated against some of the more positive impacts that Early Help services have had on the above numbers. However, without an effectively functioning Early Help service, Derby would have been likely to have seen significant increases in numbers of children requiring higher tariff Social Care services, which will have been more costly financially and socially to the Local Authority and the city.
- 4.19 Youth Offending Service numbers increased quarter on quarter throughout 2013-14 but reduced significantly over the last 2 quarters of 2014-15. It is difficult to directly attribute these reductions to the work undertaken in Early Help, without examining whether any of the cases worked with by the Youth Crime Prevention Officers (co-located in MAT's) has prevented those young people from entering into the formal youth justice system.
- 4.20 Numbers of cases escalating to Social Care from Early Help over the last three quarters (of 2014-15) reduced quarter on quarter, which is very positive and displays emerging evidence of a potential direct impact of Early Help work

helping to reduce numbers of families at risk of escalating to a point where they require tier 3/4 services.

- 4.21 The number of Early Help Assessments completed increased every quarter over 2014-15, displaying greater recognition of emerging needs being identified by partner agencies and universal services, allied to a clear referral pathway into locality teams to meet these needs. The number increased by over 100 over the course of 2014-15 and displays the successful partnership approach that has been adopted in the city to the use of a single assessment format and process to identify and address the needs of children and families with emerging needs.

External Reports on Early Help.

- 4.22 OFSTED's Early Help: Whose Responsibility? Report in 2015 examined practice in Early Help services across a number of Local Authorities (not including Derby) and provided a challenge to Local Authorities with regards to improving practice within Early Help. Some of the key challenges and recommendations (that we have assessed as pertinent to Derby) from this report are outlined below:
- Many assessments were ineffective because they failed to sufficiently analyse or focus on what the child and family needed.
 - Early Help plans did not focus sufficiently on the child, often lacked clear objectives, failed to specify what needed to change and were not regularly or robustly reviewed.
 - Management oversight of Early Help was often underdeveloped and failed to identify or rectify weaknesses in the work being undertaken.
 - Partner agencies did not fully evaluate the impact and effectiveness of their Early Help services.
 - The planning of local services did not sufficiently recognise or address the needs of children living with parental substance misuse, mental ill health or domestic abuse.
 - LSCBs were not effectively overseeing or challenging partner agencies with regard to effective Early Help.
- 4.23 OFSTED made a broad range of recommendations, some of which were pertinent to Derby, some of which were not. These recommendations have been added to the Early Help action plan (see appendix 2) and will be

implemented over the course of 2015-16. The starting point was the LSCB and CFLB scrutinising the annual Early Help report in May 2015.

Case Audit Themes and Issues.

- 4.24 Every month, senior managers across CYPD complete case file audits on specific areas of practice. A focus on Early Help cases is part of this process. Over this period, there was an audit of Early Help work in over and under 11's teams. In October 2014, the case audit focus was on Child Sexual Exploitation (CSE), which involved cases from across Early Help.

Over 11's Audit Findings.

- 4.25 The quality of work observed was variable with some examples described as excellent and others where the work lacked focus and was ineffective, the majority were described as satisfactory. Assessments and plans were of more concern, whilst networking with partner agencies was seen as strength. Of concern was the number of escalations and S47s which were seen as poor or missing, with procedures not followed e.g. no written Social Care assessment – there was a tendency to treat these somewhat informally although no examples were found of children remaining unsafe, i.e. children were visited and concerns were followed up, the issue was that a Section 47 Single Assessment was not always completed. The threshold in general had been applied correctly although several auditors commented that a more detailed assessment (Early Help or social care) was required.

Under 11's Audit Findings.

- 4.26 Strengths were notable in the direct aspects of the work, such as engagement, focus, and level of intervention. In most measures, on average around a third were deemed good and a half satisfactory. There were some good examples of work demonstrably making a difference for children, and some effective multi-agency and partnership work. Some positive comments were made about the consistency in worker and methods, good use of assessment tools and positive multiagency working, and largely, outcomes were satisfactory or good.
- 4.27 However auditors do comment the quality of work undertaken was variable, with other examples of drift, and momentum being lost. There was more concern about poor or missing assessments, plans missing or not SMART, reviews not taking place and limited user feedback, all of which may contribute to drift. There were also comments about a need for better engagement, more contact, and more account of children's wishes and feelings.

CSE Audit Findings.

- 4.28 The work overall in these cases was satisfactory or good, and in general a little better than other Early Help or Social Care work. The scores indicate risk analysis, reviewing and indirect work are real strengths in these cases, and auditors commented on co-ordinated efforts in care planning and creating SMART goals. The speed of cases being picked up, on the whole, seemed positive and decision making was recorded as strength.
- 4.29 Although not particularly indicated from the ratings provided, auditors commented on the quality of 1-1 work and on-going engagement with the young people; particularly in the form of face to face meetings. However, auditors observed poor recording in some cases, with some elements missing or not having been completed in a timely manner e.g. chronology, case summary and assessments. Finally, the requirement for more frequent supervision and supporting management oversight was mentioned by the auditors in three cases; two of which were seen to not have had supervisions in an appropriate timeframe. Improvement actions relating to the outcomes of the case audits are located in the action plan in appendix 2.

Children's Centres.

- 4.30 During 2014-15, X 3 sets of locality centres were inspected, with all 3 having an outcome of 'requires improvement'. There were common themes to some of the rationale for these judgements, which mainly pertained to the lack of systematic and strategic data centres had access to in order to inform both delivery but more specifically tracking of progress.
- 4.31 Whilst there were areas for improvement, the quality of direct work and safeguarding practice was judged to be of a good quality standard and the inspection teams were impressed with several areas of operational practice, such as:
- Well written policies and procedures that were followed and understood by staff and managers.
 - Work with partners to identify, prioritise and work with families who are most in need of support.
 - Families receiving relevant, timely support and guidance.
 - The majority of new families continuing to use the services three months after they had registered.
- 4.32 Children's centres across the city now have a new database (Connect Plus) in place to help address some of the data shortfalls outlined by OFSTED, by significantly reducing the need for manual collection of data by staff in centres.

The key areas for improvement for all 3 localities outlined in the OFSTED inspection reports are outlined below:

- Improve and embed systems for the assessment and tracking of children's developmental progress, and ensure this information is used consistently across all activities to better inform next steps to nursery and early year's provision.
- Ensure adults are fully aware of, and engage with, the range of learning and volunteering opportunities within the centres to further enhance their skills and job prospects and increase the number of adults that take up further learning and development opportunities.
- With the support of the local authority, ensure local data about those families who have young children with disabilities are gathered and analysed so that the centre can meet their needs appropriately.
- Develop the record of the annual performance meeting with the local authority so that senior managers and the advisory board have more detailed information to monitor and challenge the group against.
- Increasing parental membership of the advisory board and the sub groups.
- Improve the quality and availability of data from the local authority and partners so that the group can more effectively monitor the impact of its work and engagement with target groups over time.
- Sharpen the development plan targets to speed up work to: reduce health inequalities.
- Improve the outcomes for children at the end of the Early Years Foundation Stage, including closing the achievement gap.

4.33 Each set of locality centres developed their own internal inspection action plan off the back of the feedback from OFSTED and these feed into a city wide action plan.

Priority Families.

4.34 The Government's national Trouble Families programme is known as Priority Families in Derby and uses a Payment by Results model to reward significant and sustained progress made by families against programme criteria. Derby has entered phase 2 of the programme, which means that the city has to identify an expanded number of families eligible for the programme. Significant and sustained success means (in line with Government guidance) that positive

changes have to have been made and sustained for 6 months before any payment by results can be achieved.

- 4.35 There are 12 front line Priority Families staff, 9 of whom are located in Early Help Multi-Agency Team's (MAT's) and 3 who are based in the Youth Offending Service. As such these staff are embedded within early help services. In September 2015, 189 families were checked for progress to prepare for a Payment by Results claim. The progress being made can be seen below.

Criteria	Families presenting	Improvement
Youth crime	49	39 families (87%)
ASB	45	5 families (11%)
Adult crime	12	No data available
Poor school attendance	110	48 (44%) 5 families have children classed as Electively Home Educated (EHE). We are not able to claim for families who are EHE at present.
Frequent temporary exclusions	33	17 (52%)
Permanent Exclusions and alternative provision	13	Only one student has been permanently excluded since nomination to the programme.
Children not on school roll	8	6 (75%)
Children who need help	189	32 (17%) 87 families are 'amber' meaning they have met the outcomes but have not sustained for long enough at this point in time.
Worklessness	136	6 in work (4%) – we claimed continuous employment for these families in September.

		11 families recording progress to work (8%)
Domestic Abuse	109	Unable to report progress, awaiting data.
Health	148	Unable to report progress, awaiting data.

The data seen above again provides evidence of positive impact being made by staff based within early help services, in this context, having a positive financial as well as social benefit for Derby.

Actions Moving Forward.

- 4.36 The annual Early Help report outlines baseline measures for 2014-15 and the key areas for development in relation to data of both a quantitative and qualitative nature. The LSCB were clear that they wished to see an annual report before them again in 2016, with a broader set of data, with which they could scrutinise the impact of Early Help services.
- 4.37 The annual report for 2014-15 is attached at appendix 1 and the action plan, which sets out the actions for Early Help to achieve over 2015-16, is attached at appendix 2 and is informed by the findings contained within the annual report.
- 4.38 The Early Help performance framework, which forms part of the composite annual report, is located at appendix 3. This highlights the measures and data that are captured on DORIS by managers and staff within Early Help services and which will form part of the data to be presented in next years annual report.

OTHER OPTIONS CONSIDERED

- 5.1 Given the nature of work in Early Help, it is necessary to capture both quantitative and qualitative data on impact of services to help inform future service planning and delivery, to support scrutiny of service delivery and ensure there is a system in place for ensuring that Early Help services are having a positive impact.

This report has been approved by the following officers:

Legal officer	Kaye Howells.
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Financial officer	Alison Parkin.
Human Resources officer	Liz Moore.
Estates/Property officer	N/A.
Service Director(s)	Maureen Darbon.
Other(s)	

For more information contact:	Andrew Kaiser. andrew.kaiser@derby.gov.uk
Background papers:	
List of appendices:	Appendix 1 - Implications Appendix 2 - Early Help annual report 2014-15 Appendix 3 - Early Help action plan 2015-16 Appendix 4 - Early Help performance framework

IMPLICATIONS

Financial and Value for Money

- 1.1 There are no financial implications to delivering an annual report; the resources for delivering Early Help services are already in place. The annual report is completed by Early Help Heads of Service in conjunction with support from the Performance and Data Team. Early Help services remain good value for money, OFSTED have outlined nationally that for every £4 spent on statutory services, £1 is spent on Early Help services.

Legal

- 2.1 There is no legal implication for not completing this report. The consequences would relate more closely to risk of a poorer OFSTED inspection outcome (under the Single Inspection Framework) in relation to the lack of scrutiny LSCB's locally are having on Local Authority Early Help services and the lack of narrative senior managers would be able to articulate to OFSTED inspectors on the impact of Early Help services in Derby.

Personnel

- 3.1 There are no implications regarding additional personnel to deliver the annual report and supporting action plan.

Equalities Impact

- 4.1 Services designed to support families at the earliest possible stage (before difficulties become more entrenched) are more likely to support those families suffering multiple deprivation such as poor housing, mental ill health, poverty and learning disability. As such, continued scrutiny and improvement of services, should work in line with the City Councils policies and national legislation pertaining to equalities

Health and Safety

- 5.1 There are no significant health and safety implications brought about by this strategy.

Environmental Sustainability

- 6.1 There are no significant environmental sustainability implications brought about by this strategy.

Property and Asset Management

- 7.1 There are no significant property and asset management implications brought about by this strategy.

Risk Management

- 8.1 There is a risk of adverse impact on inspection outcomes if Early Help performance is not monitored and scrutinised in a robust and systematic manner.

Corporate objectives and priorities for change

- 9.1 Corporate objectives from the council plan that are linked to this strategy are:

Early help and prevention – are critical to us keeping vulnerable children, adults and families safe and independent with their families / communities. Where possible we will be working to reduce the likelihood of higher levels of support that cost more money.

Safeguarding children, young people and adults – making sure that we take action when vulnerable adults and children require higher levels of support including; our looked after children and vulnerable adults with learning disabilities.

New and diverse communities – making sure that all residents in the city can access our services and where we have seen a rise in new communities that we respond to their needs and support them to integrate into the city.

Health and well-being – making sure we are working with key partners from health, housing and culture to support better health and wellbeing for people of all ages to improve their overall 'quality of life'. Where possible, we will be working to integrate our services with health partners to make the best use of the resources that we have available

Attainment and skills – supporting children in being ready to start school, raising educational attainment at all levels and creating a city where we have the skills to meet the needs of local employers promoting the employability of Derby people. We will also seek, alongside businesses, to maximise the apprenticeship opportunities for our young people making sure they have access to employment.