

ROYAL BOROUGH OF KENSINGTON AND CHELSEA

FAMILY AND CHILDREN'S SERVICES: EARLY HELP AND TARGETED SERVICES STRATEGY

1. Introduction

- 1.1 The concept of early help, or early intervention as it is sometimes known, reflects the widespread recognition that it is better to identify and deal with problems early rather than to respond when difficulties have become acute and demand action by more expensive services. There is now strong evidence of the factors that place children at risk of neglect or abuse, of developing mental health problems, of failing in education, or of becoming involved in crime or anti-social behaviour. These negative outcomes are not only damaging to the children or young people concerned, to their families and the communities where they live, but also result in significant costs to the state.
- 1.2 Early help means providing help for children and families as soon as problems start to emerge or when there is a strong likelihood that problems will emerge in the future. Although research shows that the most impact can be made during a child's early years, early help is not just for very young children as problems may emerge at any point throughout childhood and adolescence. Early help includes targeted services designed to reduce or prevent specific problems from becoming entrenched.
- 1.3 Earlier this year, as part of the Stronger Families transformation programme, we began a project aimed at improving early help to work with families before problems escalate. The first phase of the project, largely evidence gathering, involved a needs analysis, a review of best practice nationally and of national and international research, consultation with frontline staff and service users, and a cost and activity analysis of current provision. The findings of that work have informed the development of this strategy, the key components of which have again been widely discussed, not only with staff, but also with partners such as schools, health services, and the voluntary sector.
- 1.4 The strategy sets out the direction of travel for targeted services within Family and Children's Services, such as the youth service, play service and early years, as well as the creation of a single all age early help service. It signals a shift in the priorities for these services which will increasingly focus on achieving priority outcomes for those children, young people and families needing extra help, rather than on delivering universal open access services for all comers.

2. Principles underpinning our strategy

- 2.1 Our strategy for early help and targeted services has its roots in the Stronger Families vision:

Children, young people and their families will be better able to realise opportunities to improve their lives. Families will be more self-sustaining and therefore less reliant on services provided by the Council and from the public purse. By prioritising the most vulnerable, and by intervening early and longer term, more costly and damaging problems will be avoided. Council costs will be reduced, as will families' and children's need to use public services. We will be doing less, yet sustaining the quality of our offer to children, young people and families.

- 2.2 Based on this vision, we have developed ten principles to underpin the strategy for early help and targeted services, set out in the following paragraphs.

- i) The role of Family and Children's Services is to ensure that the life chances of children and young people, especially those who are disadvantaged, are maximised.
- ii) Parents have primary responsibility for, and are the main influence on, their children. Our role is therefore to strengthen parents' supremacy in their children's lives, whilst steadfastly remaining vigilant with regards to our duty of safeguarding vulnerable children and young people.
- iii) The best way of helping people is to help them help themselves. Our role is to support families to be self-reliant, to become less dependent on public services, and to take control of their own outcomes.
- iv) Intervening early prevents longer term, more costly and more damaging problems later. We will therefore invest in early help and targeted services so that we see fewer children requiring specialist services.
- v) In order to make the best use of declining public finances, Council resources will increasingly be targeted at those most in need of extra help.

- vi) The correlation between worklessness, child poverty, and negative outcomes is strong. We will therefore support those parents and young people who need extra help in order to enter or remain in employment.
- vii) Children who need extra help often succeed best if that help is offered in a universal setting and within a socially mixed group. Our aim therefore is to secure high quality services that are attractive to those who can afford to pay and that offer those in need of extra help an environment in which they can flourish.
- viii) Children's needs are best met when addressed in the context of the whole family. Services should therefore work with families in an integrated and holistic way.
- ix) Decisions about what is commissioned and delivered will be evidence-based. Services will be retained in-house where business analysis shows this is the best option. Equally, we are open to alternative ways of delivering services such as through employee owned social enterprises or outsourcing where there is a clear business case for doing so.
- x) We recognise the pressures on public funding and the need to extract maximum value from every pound spent. Although we will continue to meet our statutory duties, all services will be expected to achieve maximum efficiency and effectiveness.

3. Objectives

- 3.1 Our objectives for early help and targeted services reflect both these priorities and the requirement to make savings in the Family and Children's Services' budget of £10m over the three years, and are to:
- Reduce the number of children requiring intervention from statutory services;
 - Build the capacity of vulnerable families to support their children effectively in achieving positive outcomes;
 - Address child poverty and worklessness through better targeting;
 - Target Council resources at those most in need of extra help with a consequent shift away from funding universal activity and from subsidising those who can afford to pay;
 - Make services more financially sustainable and consider alternative forms of delivery which could include outsourcing or employee owned social enterprise.

4. New Early Help for Families Service

- 4.1 Our analysis of what works in early help, and the feedback we received from frontline staff and service users, told us that the critical features of an effective early help offer are:
- a multi-disciplinary approach that brings a range of professional skills and expertise to bear;
 - a relationship with a trusted worker who can engage the child and their family, and coordinate the support needed from other agencies;
 - practice that empowers families and helps them to develop the capacity to resolve their own problems;
 - a holistic approach that addresses children's needs in the wider family context;
 - simple, streamlined referral and assessment processes.
- 4.2 Taking these features on board, we plan to create a new integrated all age Early Help for Families Service aimed at identifying and dealing with problems early in order to prevent difficulties becoming acute and demanding action by more expensive services. The work of the team will support the development of capacity, independence and resilience of families, children and young people by engaging them in a way that builds on their strengths and that allows them to identify their own solutions and to take responsibility for their future.
- 4.3 The Early Help for Families Service will include geographically based multi-disciplinary teams that will bring together staff with appropriate expertise such as family support, youth work, early childhood development, and education welfare. The teams will have the capacity to include those workers employed by partners, such as CAMHS workers, health visitors or Family Nurse Partnership workers.
- 4.4 The teams will work with those who have needs below the statutory threshold for interventions under Children Act legislation, primarily at Tiers 2 and 3¹, providing holistic support to a caseload of children, families and young people. Their role will be to deliver, broker and commission solutions to improve behaviour, family relationships, emotional health, learning (including attendance), and employability. A designated worker will be responsible for coordinating a plan for the child or young person and their family, setting targets for delivery and outcomes.
- 4.5 The teams will also develop and deliver group work, accredited projects and evidence based programmes for children, young people, and parents. Designated link workers will operate in a number of

¹ See Appendix 1

settings in their “patch”, including schools and children’s centres, particularly those whose user group exhibits high levels of need. Other early help functions, such as parenting and support for refugees and travellers and young carers will additionally be coordinated by the service.

- 4.6 Crucially for parents, it is envisaged that, in time, the Early Help Service will provide the “front door” through which they and professionals access additional support at any level. At present, queries to children’s social care about support can by-pass options for addressing needs at the early help or universal level. In line with our aim of working with children and families at as low a level of intervention as is safe, the new “front door” will ensure that these options are considered, whilst remaining vigilant to child protection and safeguarding needs. The functions of the Family Information Service, which provides information, advice and guidance to parents on a range of issues such as accessing childcare and finding a school place, will be integrated into the service, ensuring an efficient “one stop” approach to the full range of support needs.
- 4.7 To underpin the service, we have re-designed the processes for referral and assessment, and the systems that support them, so that they are simpler, more streamlined and easier to use.

5. Children’s centres and early years education (0-4 year olds)

- 5.1 There is a substantial body of evidence to suggest that interventions in early childhood can make a significant difference in improving outcomes. The key message from four important national reports² published during the last year is that investment and interventions in the early years are more effective than those later in life. We will therefore continue to prioritise provision for the youngest children and their parents with the key objective that children, especially the most disadvantaged, have reached the appropriate stage of development by the time they reach school age. Our focus will be on ensuring that children are “school-ready” and in a position to learn and achieve in the school setting.
- 5.2 The core purpose for children’s centres was re-defined earlier this year by the Government as being to improve outcomes for young children and their families, particularly the most disadvantaged, in order to reduce inequalities in child development and school readiness, and to

² Allen, G (2011) *Early intervention :the next steps*; Field, F (2010) *The foundation years: preventing poor children becoming poor adults*; Munro, E (2011) *The final report of the Munro review of child protection: a child-centred system*; Tickell, C (2011) *The early years: foundations for life, health and learning*

improve parenting skills and child and family health.³ The services required to deliver this purpose, known as the core offer, are:

- early education integrated with childcare;
- family and parenting support;
- child and family health services;
- links with Jobcentre Plus to facilitate parents into employment.

5.3 An independent review of children's centre services⁴ in Kensington and Chelsea was carried out during the summer of 2011 with a view to assessing possible options for increasing their efficiency and effectiveness in improving outcomes for disadvantaged children and families. The review complemented the needs analysis, evidence analysis, and cost and activity analysis carried out internally earlier in the year. Whilst acknowledging the high quality of our children's centres, as evidenced by Ofsted inspection results, these reports nevertheless indicated:

- scope for targeting funding and services more directly at those in most need of extra help and at achieving priority outcomes;
- scope for efficiencies in the management, operation, and occupancy rates of children's centres;
- alternative business and delivery models could deliver significant financial benefits whilst minimising negative impact on frontline services.

5.4 In relation to childcare, the Council's statutory duties are to:

- secure sufficient childcare for working parents, and for parents in training or education;
- assess the sufficiency of childcare provision;
- provide information, advice and training to childcare providers and prospective providers to help them deliver sustainable, affordable and high quality childcare that meets the needs of the community;
- ensure that providers are registered with Ofsted and comply with the expectations of the Early Years Foundation Stage to meet statutory requirements for safeguarding and to promote effective practice in all areas of learning.

The Council is not required to provide or deliver childcare itself, and, indeed, the children's centres review suggested that third or private sector providers may be better placed to deliver high quality childcare at lower cost than the local authority.

³ Department for Education, The "core purpose" of Sure Start children's centres, July 2011

⁴ Daycare Trust, Royal Borough of Kensington and Chelsea: independent review of children's centres, August 2011

- 5.5 Our intention therefore is to work towards outsourcing the childcare element of the children's centre core offer to an appropriate partner or partners. Partners would be expected to run the childcare as a business proposition and to charge parents accordingly. However, the Council will continue to fund childcare for children and families for whom a free place is an appropriate response to need, and will subsidise places for low income working families.
- 5.6 Alongside our work to outsource childcare, we will assess the options for the most effective model of delivery for other elements of the children's centres core offer. In general terms, we will secure provision that is proven to reduce inequalities for the most disadvantaged families, that targets neighbourhoods with the highest levels of need, and that ensures that children are ready for primary school and have achieved the appropriate stage of child development when they reach school age. For parents, we will secure provision that equips them with the skills and confidence needed to keep their children safe and healthy, to manage their behaviour, to support their learning and transition to school, and to further their social and emotional development. We will also prioritise provision that develops the skills and resilience parents need to cope with challenges, particularly where linked to problems of poor mental health, substance misuse, or domestic violence. Working with our partners, we will secure provision aimed at supporting parents into sustainable employment and at improving priority child and family health outcomes.
- 5.7 It is expected that the infrastructure for delivery will build on the successful early years locality model already in place which ensures that services across an area are coordinated and that duplication is avoided. In future, we may look towards developing a "centre of excellence" in the north and in the south of the borough offering a full range of services, with outreach provision in other childcare settings as appropriate. Parenting programmes and individualised support for families who need extra help will continue to be delivered by specialist key workers within the Early Help Service.
- 5.8 Early years education for three and four year olds in the borough has been impacted on by changes to the Minimum Free Entitlement⁵ and will be further affected by prospective changes detailed in the recent consultation on Schools Funding Reform scheduled for introduction in 2013-14. We will work with the Schools Forum, whose responsibility it is to make decisions about the allocation of the Dedicated Schools Grant, and with schools, both collectively and individually, to find cost-

⁵ The Minimum Free Entitlement, introduced in September 2010, extended free entitlement to high quality education for all three and four year olds from 12.5 hours to 15 hours. Historically, in Kensington and Chelsea the Dedicated Schools Grant has been used to top up the funding of maintained nursery schools and primary schools with nursery classes so that they can offer full time places. A 15 hour place therefore constitutes a reduction in Kensington and Chelsea schools.

effective solutions to the shortfall in funding these changes bring. The Council will work with partners to ensure that a high quality education offer is available for all three and four year olds, underpinned by a transparent and equitable funding distribution.

6. Play, childcare and out of school support (5-12 year olds)

- 6.1 We will re-align play, childcare and out of school support for the 5-12 age range to meet our agreed principles, objectives and priority outcomes. Whilst we wish to see a variety of high quality and enriching opportunities available out of school hours for children to develop socially, personally and physically, council funding will increasingly be directed at supporting those children and families with additional needs that are best met through such activities but who are unable to afford to pay for them.
- 6.2 In particular, we wish to secure provision that assists in engaging these children in education, that prepares them and their parents for the transition to secondary school, that addresses challenging or risky behaviour, and that builds resilience, self esteem and respect for others. We will commission bespoke programmes and activities that meet these objectives from a range of providers.
- 6.3 The Royal Borough's Play Service has traditionally offered 13 term time after school play centres and a comprehensive holiday programme, all based in schools but funded from core council budgets. The distinctive feature of the Royal Borough's approach, compared with that of many other local authorities, is that it has viewed the primary purpose of this provision as giving children the opportunity to play rather than as giving parents access to childcare. Inevitably, however, many parents see the service as providing affordable childcare after school and during school holidays. As extended services in schools have developed, and the range of after school clubs and activities has increased, several schools have expressed the wish, consistent with their responsibility to ensure access to childcare after school, to integrate the play centre into their extended offer. Combined with increasing pressure on resources and the need to target council resources at those requiring extra help, these factors point to the need to re-configure play and childcare provision for this age range.
- 6.4 Our intention is therefore to analyse the business case for a new model of play centre delivery. This may involve outsourcing the service at a level commensurate with projected demand, possibly to the existing service "spun out" as a social enterprise. An outsourced contract is likely to be the most realistic option for the holiday play programme. Alternatively, a new delivery model may involve some or all schools taking on responsibility for the after school play centre as part of their

extended services offer. In this case, the council may wish to continue to subsidise, at least in the interim, schools whose pupil population exhibits high levels of risk and deprivation factors. However, in essence it is envisaged that council funding would be used in two ways. Firstly, the council would purchase childcare places for children identified as having additional needs for which such provision is an appropriate solution and whose parents cannot afford to pay. Secondly, the council would offer subsidised places to low income parents who could not otherwise afford childcare on which they rely in order to stay in work.

- 6.5 Similar principles will apply to other aspects of the current holiday offer. Programmes and activities would largely be expected to be self-financing and commissioned from external providers, with places purchased as appropriate for children whose needs can best be met in this way and whose parents are unable to afford the fee, and with subsidised places available for low income working parents.
- 6.6 Nevertheless, we recognise the many benefits that children derive from play in terms of their physical, social and personal development; and we wish to ensure that an emphasis on access to high quality play opportunities remains an essential element of Kensington and Chelsea's offer to children. It is especially important that, in the most densely populated local authority in the country and for families living in intensely overcrowded conditions, children have easy access to facilities where they can play freely.
- 6.7 Our strategy in this regard will be to strengthen our community play offer by re-directing resources from school-based provision. We will continue to fund open access play facilities in the community, and to work with the multi-agency Play Partnership and the community to reap the long term benefits of the investment made through the Play Pathfinder Programme in 33 new or refurbished playgrounds. In line with our aims of intervening early and preventing problems escalating, we will maintain and develop the Play Ranger programme, which is targeted at children in neighbourhoods experiencing high incidences of anti-social behaviour. Through our work with parents, we will deliver programmes that allow parents to understand the importance of play for their child's development and that encourage them to play with their child.

7. Youth services (13-19 year olds)

- 7.1 Youth provision commissioned by the council will focus on prevention and early intervention with young people who need extra help in order to make a successful transition to adulthood. In particular, we wish to secure provision that equips young people for employment, that encourages them to become responsible citizens, that prepares them for parenthood and for adult relationships, and that helps them avoid

coming to harm. This will include provision for young people in danger of becoming involved in serious youth violence.

- 7.2 Whilst we acknowledge that recreational and leisure activities can provide both a diversion from risky behaviour and a positive environment for personal development, we intend to commission fewer universal activities than in the past so that we can target scarce council funding at achieving priority outcomes for those who are most vulnerable.
- 7.3 However, we recognise that the protective factors promoted by universal open access services can provide an antidote to the risk factors that lead some young people into long term difficulties; and will therefore continue to support financially such services, albeit at a reduced level, as well as to commission provision specifically targeted at young people in need of extra help.
- 7.4 Services for young people are currently commissioned from a range of voluntary sector providers, primarily locally based, as well as delivered through the Youth Support and Development Service (YSDS). We will continue to commission provision from a range of providers, particularly where they can best meet individual priority outcomes, deliver niche services, or engage specific hard to reach groups.
- 7.5 The Council has long been committed to the principle of children and young people's participation, both as a means of developing an understanding of and engagement in citizenship and the democratic process, and as a means of consulting young residents on the services and issues that affect their lives. We will continue to commission work that delivers these outcomes but will look to more streamlined and cost effective arrangements in future.
- 7.6 We recognise that it will become increasingly difficult for local authorities to sustain the direct delivery of youth services as their resources diminish. We have therefore joined the Cabinet Office Employee Mutuals Pathfinder programme to examine the feasibility of YSDS operating outside of the Council in a social enterprise context. A range of options has been examined and, while there are merits in many, it is apparent that the social enterprise approach best meets our aim of securing a high quality effective youth service at less cost to the council. The intention is to establish the enterprise as an employee led mutual that is able to operate successfully in a competitive market and has freedom to trade and derive income from sources currently restricted or simply unavailable. The Council will specify those services it wishes to see delivered and the outcomes it wishes to see achieved, and will monitor the mutual's performance in delivering the specification as part of an agreed legal contract.

8. Support for parents

- 8.1 Our vision for Stronger Families recognises that parents are, and should be, the primary carers of, and influencers on, their children's lives. Some parents, however, struggle with caring for their children or with being as positive an influence on their children's behaviour and achievement as they would like. The analysis points to the need to focus on three areas of support for parents:
- individual parenting issues (parenting capacity, mental health, substance misuse problems);
 - parent-child relationships (attachment and resilience building);
 - family issues (family breakdown, relationship violence, poverty, and housing problems).
- 8.2 We will continue to commission and deliver behavioural based parenting programmes that help parents to develop strategies for improving their child's behaviour or their relationship with their child. We will review the effectiveness of those programmes currently used in the borough, and will ensure that only those that can demonstrate cost-effective outcomes form part of our future offer.
- 8.3 There are relatively few interventions focussed on relationship support despite the fact that disharmonious relationships and family breakdowns are known to be important factors in relation to child outcomes. We will seek to commission such provision through our voluntary and community sector commissioning strategy, and will aim to develop partnerships with those third sector organisations working in this field in order to improve access to relationship support for families in the borough.
- 8.4 Our research shows that domestic violence, parental mental health, and parental substance misuse are the most prevalent factors in more than 60% of current social work cases in Kensington and Chelsea. We will therefore work with partner services and agencies more effectively so that appropriate interventions for parents form an essential element of packages put in place to support children experiencing difficulties. We will prioritise provision for young people that prevents poor mental health, violent and dysfunctional relationships, and substance misuse from becoming problematic in parenthood.

9. Benefits

- 9.1 The intended key benefits to the Council are:

- a reduction in the number of children requiring specialist or statutory services and a consequent reduction in expenditure on these services;
- maximum efficiency and effectiveness in delivering priority outcomes.

9.2 The intended benefits for children, young people and families are:

- enhanced life chances as a result of the well documented benefits of Early Help in preventing issues later in life;
- an all age integrated service providing continuous support across age groups and for the whole family;
- an easy to access one stop service with no wrong front door;
- co-ordinated support resulting in maximised opportunities and outcomes for children, young people and families;
- a relationship with a known and trusted key worker, whilst benefiting from the pooled knowledge and skills of a range of professionals.

10. Priority outcomes

10.1 The needs analysis conducted in the first phase of the project grouped together identified local needs into a number of areas:

- Behaviour
- Family circumstances and parenting
- Physical health
- Emotional health
- Learning
- Employability

10.2 Alongside consultation with frontline staff and service users, these findings have informed the development of priority outcomes for Early Help and Targeted services (for full descriptions of priority outcomes see appendix 2). These will be used as the basis on which services are commissioned and against which outcomes for children and families will be measured:

- Parental substance misuse
- Parental mental health issues
- Domestic violence

- Challenging behaviour
- Engagement in learning and school readiness
- Risky behaviour (including drugs, gangs, alcohol and sex)
- Bullying
- Coping and resilience
- Aspirations to work and make a positive contribution
- Speech, language and communication.

11. Measures of success

11.1 The key measures of success which will evidence the benefits to the Council are:

- 1) A reduction in the number of children needing the support of statutory safeguarding services.
- 2) A reduction in the number of children needing to be taken into care.
- 3) Cost reductions in the budgets of statutory and specialist services.
- 4) A decrease in the number of parents on key out of work benefits.
- 5) Improvements in measures such as the rates of young people NEET, teenage pregnancy, and first time entrants into the criminal justice system.

12. Financial plan

12.1 The financial years between 2012 and 2015 will see a reduction of £10m from the current budget of £52.442m for Family and Children's Services. In the first year savings of £5m will be made, with a further £2.5m in each of the subsequent financial years. Excluding central support recharges of £19.88m and capital costs of £10.09m, this represents a reduction of 27% from the 2011-12 budget.

Budget 2012-13

12.2 Of the 2012-13 savings, almost £2m will be achieved from the early help and targeted services discussed in this paper. In such a context, maintaining provision for vulnerable children and families becomes even more of a challenge, requiring careful prioritisation of reduced resources and innovative approaches to delivery. The savings will in part be achieved by efficiencies in management and support services and by the more efficient deployment of resources. We plan either to discontinue provision that does not provide value for money or that no longer meets our priorities. Where there are more cost effective means of delivering valued services we will re-model them accordingly. An important principle will be to ensure that Council resources are directed

at those children and families who most need extra help and who can least afford to pay for it.

- 12.3 The total budget for these services totals £24.259m, which can be broken down as follows:

Budget description	Gross budget (£000s)	DSG (£000s)	Other grants (£000s)	Income equals (£000s)	Net budget (£000s)	Savings 2012-13 (£000s)
Early Years						
Children's centres	3,417	0	744	972	1,701	510
Central functions	1,500	0	1,027	0	473	438
Early years outreach	2,017	0	1,572	0	445	52
Nursery education	5,182	5,182	0	0	0	0
PVI sector	2,858	2,858	0	0	0	0
Total early years	14,974	8,040	3,343	972	2,619	1,000
Youth support and development	6,315	0	2,329	139	3,847	520
Play service	1,947	0	153	216	1,578	100
Early help services	1,023	0	0	0	1,023	350
Total	24,259	8,040	5,825	1,327	9,067	1,970

- 12.4 The gross budget for the Early Years Service in 2011-12 is £14.974m. This includes funding from the DSG of £8.040m for the purposes of funding full time places in nursery schools and nursery classes in primary schools. The Schools Forum is currently working with the local authority to assess the impact of proposed changes in schools funding.
- 12.5 Excluding funding from the DSG, the proposed savings of £1m represent a reduction of 14.4% in funding for this area. The savings will in part be achieved by efficiencies in children's centre management and support.
- 12.6 For 2013-14 and beyond, we plan to make further savings through outsourcing childcare and assessing options for more effective models of delivery for other elements of the children's centre core offer.
- 12.7 The gross budget for the Youth Support and Development Service in 2011-12 is £6.315m. The proposed saving of £520k represents a

reduction of 8.2%. The rationale for savings is to focus on provision where unit costs are high but outputs are low, and on the reduction of management and administrative overheads.

- 12.8 For 2013-14 and beyond, our intention is to secure further reductions through the mutualisation of the existing service which will create an organisation able to operate successfully in a competitive market and to derive income from sources that are currently unavailable.
- 12.9 The gross budget for the Play Service in 2011-12 is £1.947m. The proposed savings of £100k represent a reduction of 5.1%. The reduction will impact on the number of places that can be offered during term-time and after school, dependent on the fee income that the service can secure.
- 12.10 Additional savings will be sought by the service in subsequent financial years and an analysis of alternative business models, including a spin-out of the existing service, is underway. This will consider all factors, including income, expenditure, outcomes, market research, marketing, and alternative competitors. This will enable a pro-active solution focussed approach to reduced funding.
- 12.11 The gross budget for services that will form part of the new Early Help Service is £1.023m in the current year. The proposed savings of £350K represent a reduction of 34.2%. These will largely be achieved through rationalising management, re-designing service structures, and streamlining processes.

2013-14 and beyond

- 12.12 By 2013-14, we would expect to see proportionately less of a reduction in early help and targeted services' budgets, and a greater reduction in the budgets for statutory services, given that cost benefit analyses demonstrate the long term cost avoidance achieved by spend on effective early help. For example, US research found that the Family Nurse Partnership programme saves \$17,180 per child when the cost of delivering the programme is deducted from the long term savings achieved by avoiding the need later for expensive services such as residential provision for looked after children, responses to offending behaviour, or specialist mental health provision⁶. A recent UK study on improving the support available for 16-25 year olds showed a potential return on investment of £5.65 for every £1 spent⁷. Figure 1 compares the cost of an early intervention, such as a parenting programme,

⁶ Washington State Institute for Public Policy. Evidence-based programmes to prevent children entering and remaining in the child welfare system: benefits and costs for Washington. WSIPP, 2008.

⁷ Catch 22 and New Economics Foundation. Improving services for young people: an economic perspective. NEF, 2011.

compared with the cost of a statutory intervention, such as a child being taken into care.

and intervening too late cost even more....

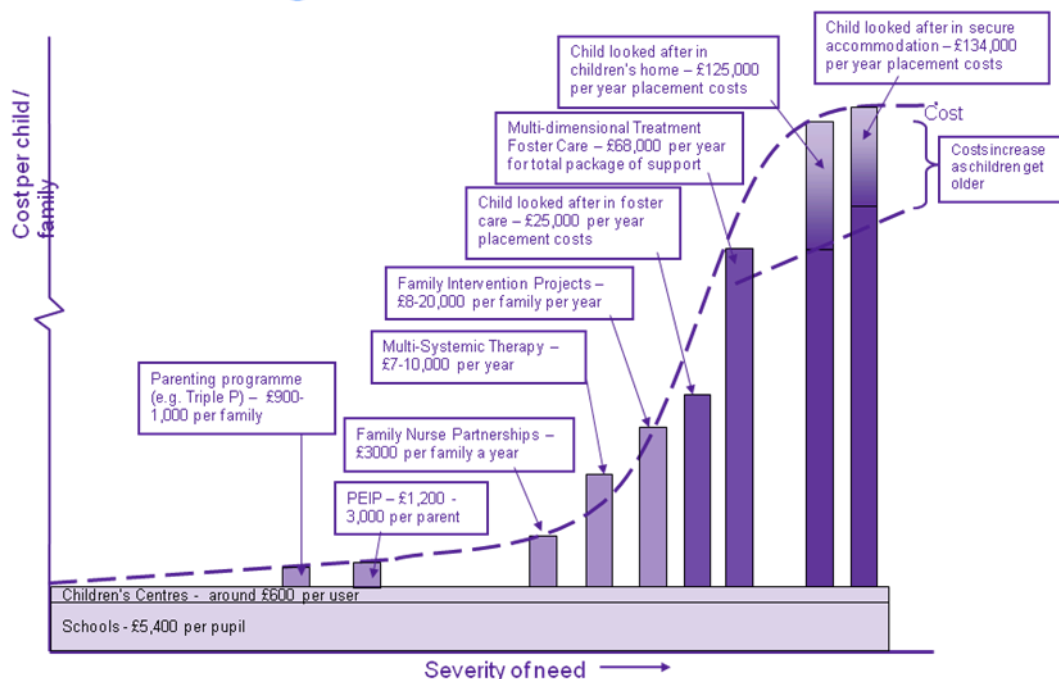


Figure 1: source, DfE, Families at Risk Division, 2011

13. Public consultation

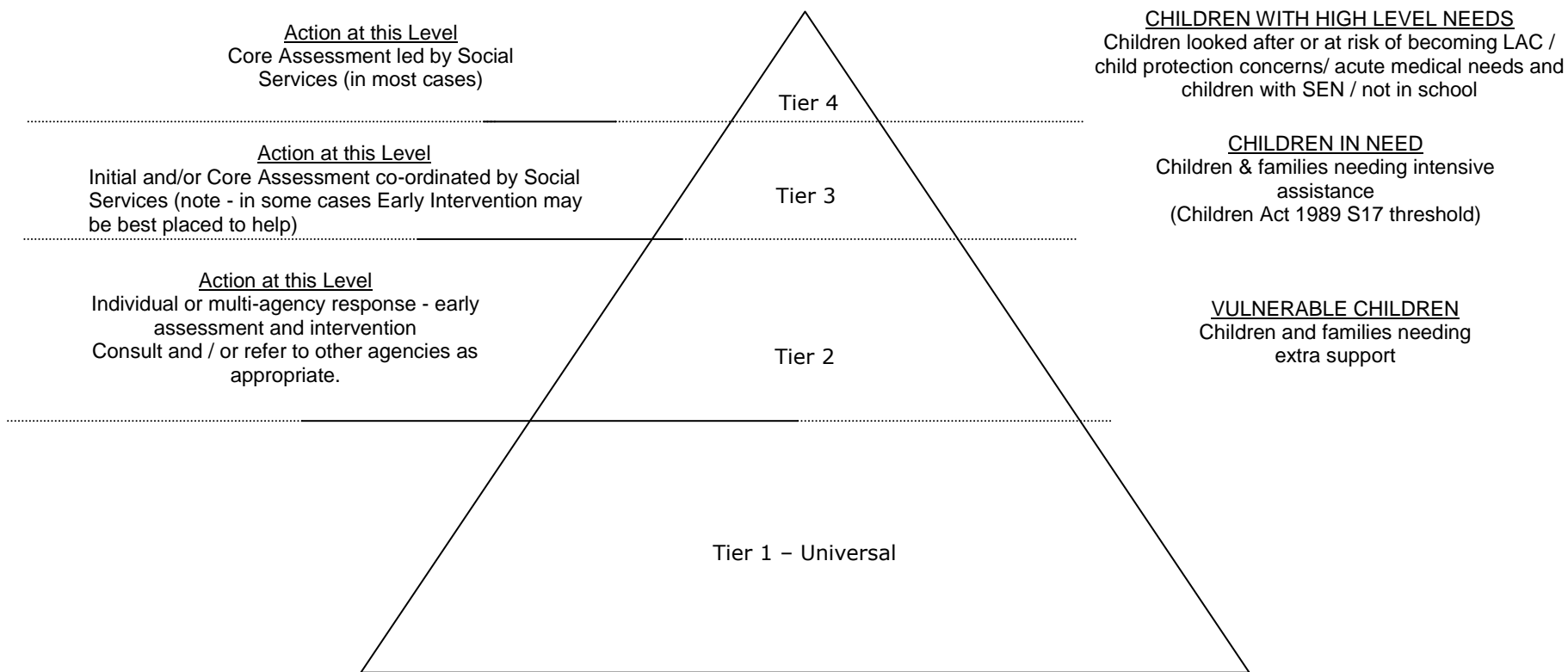
- 13.1 Before implementing some of the changes contained within this strategy, the Council will wish to consult staff, partners, service users, and residents in general. Indeed, the Council has some statutory obligations to consult; for example, with staff whose jobs may be at risk or significantly changed, and, under the Childcare Act 2006, with the public before significant changes are made to children's centres. The Council's Consultation and Partnerships Team will support both formal and informal consultation with the public, whilst consultation with children and young people on some elements of the strategy will involve the Children's and Youth Forums.

14. Implementation

- 14.1 We will aim to have any new models of delivery in place for the beginning of the financial year 2013-14. Appendix 3 sets out the broad phases of implementation as currently planned.

APPENDIX 1

Royal Borough of Kensington and Chelsea Local Safeguarding Children’s Board Multi-Agency Threshold Document



FINAL

APPENDIX 2: EARLY HELP AND TARGETED SERVICES PRIORITY OUTCOMES

Priority outcome areas	Outcomes			
	Parents	Pregnancy - 5 years	Ages 6-11	Ages 12-18
parental substance misuse	Parent assisted to access support and is able to prioritise child's needs	Impact of parent substance misuse on child/ren is minimised	Impact of parent substance misuse on child/ren is minimised	Impact of parent substance misuse on young person is minimised
parental mental health issues	Parent assisted to access support and is able to prioritise child's needs	impact of parental mental health issues on child/ren is minimised	impact of parental mental health issues on child/ren is minimised	impact of parental mental health issues on young person is minimised
domestic abuse (incl.historical)	Parent assisted to access support, and the impact on family life is minimised	impact of parental/family domestic abuse on child/ren is minimised	impact of parental/family domestic abuse on child/ren is minimised	impact of parental/family domestic abuse on young person is minimised
Challenging behaviour	Parents are better equipped to deal with their child's challenging behaviour.	Children's behaviour improves	Children's behaviour improves	Young person's behaviour improves
Engagement in learning and school readiness	Parents are able to support child's learning and transition at home and school	Children are ready for primary school and have reached the appropriate stage of development	Children are engaged in education and are ready for transition to secondary school	Young people are engaged in education and are ready for post 16 options
Risky behaviour - incl. Drugs, gangs, alcohol & sex	Parents are able to identify risk factors in their own behaviour that will impact on their child's safety in the home and community. Parents are able to support their children to make safe informed choices.	Children are kept safe and develop a sense of personal safety and understanding of dangers	Children are aware of the dangers of engaging in risky behaviour on their wellbeing and choose not to engage	Young people are aware of the dangers of engaging in risky behaviour on their wellbeing and are supported to make safe informed choices
Bullying	Parents understand and are able to identify impacts and forms of bullying, and how to access support	Understand the importance of positive behaviours and respect, develop a positive self image and feel safe	Understand the importance of positive behaviours and respect, develop a positive self image and feel safe	Understand the importance of positive behaviours and respect, develop a positive self image and feel safe
Coping and resilience (incl.emotional health)	parents are equipped to cope and deal with life changes and challenges and support their child	child is supported and equipped to cope with life changes and challenges	child is supported and equipped to cope with life changes and challenges	young person is supported and equipped to cope with life changes and challenges
Aspirations to work and contribute	Parents act as a positive role model, have an aspiration to work and contribute to the community	Children grow up in a household where there is an aspiration to work and contribute to the community	Children grow up in a household where there is an aspiration to work and contribute to the community	Young people grow up with an aspiration to work and contribute to the community
speech, language and communication (incl. Literacy and numeracy)	Parents of children with a Speech language and communication need are supported to improve their child's learning social and emotional development	Speech , language and communication needs are identified early to support learning, social and emotional development	Support given for Speech , language and communication needs to minimise impact on learning, social and emotional development	Support given for Speech , language and communication needs to minimise impact on learning, social and emotional development

APPENDIX 3 : DRAFT IMPLEMENTATION PHASES

	Early Help Service	Early Years	Play and extended services	Youth services	Parenting
Jan – Mar 2012	Set up staff team Develop IT system Implement 2012-13 savings	Implement 2012-13 savings Business analysis of options for childcare outsourcing Analysis of options for children’s centre services Public consultation	Implement 2012-13 savings Business analysis of options for service delivery model Consultation with children and parents Develop service specification	Develop service specification and contract for mutual Consultation with young people Implement 2012-13 savings	
Apr – Jun 2012	Implement new processes and systems Service launch	Develop service specification and process for outsourcing childcare Develop service specification and plans for delivery model	Develop plans for new delivery model	Shadow mutual in operation	Review effectiveness of parenting programmes
Jul – Sep 2012	Embed processes, systems and working practices Promote service to	Tendering for childcare	Implementation dependent on plan	Shadow mutual in operation	Develop service specification

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	practitioners				
Oct – Dec 2012	Six month review	Tendering for childcare	Implementation dependent on plan	Mutual fully externalised	Re-commission parenting programmes
Jan – Mar 2013		Staff consultation (TUPE etc) Implementation of new models for childcare and other services	Implementation dependent on plan	Mutual in operation Six month review	Revised offer in place

APPENDIX 4: GLOSSARY

Child and Adolescent Mental Health Service (CAMHS): NHS provided services for children in the mental health arena

Common Assessment Framework (CAF): The CAF provides a standardised approach for assessing needs at an early stage and deciding on what action to take. It is designed to enable practitioners across all agencies to follow the same process and achieve more consistent assessments.

Dedicated Schools Grant (DSG): The Dedicated Schools Grant is the principal source of funding for schools and related activities in England. The grant was introduced in place of funding previously allocated via the Formula Grant and a number of smaller specific grants.

Early help: Term currently used in Kensington and Chelsea to describe Early Intervention, is seen as less invasive than early intervention.

Early intervention: Taking action early, when a child, young person or family first show signs of having difficulties to prevent further, more complex problems developing.

Early years: Services for children aged 0-5, based in Children's Centres and includes early learning, care, family support, health services, outreach services to children and families not attending the Centre and access to training and employment advice.

Early Years Single Funding Formula (EYSFF): The Early Years Single Funding Formula funds early year's education and childcare across both the maintained and PVI sectors.

Employee led mutual (ELM): Kensington and Chelsea Youth Support and Development Services has committed through a Cabinet Office Pathfinder Programme to explore the potential for an employee led mutual or other alternative model to deliver youth support and development services.

Evidence based programmes: Programmes proven to produce sustained benefits and outcomes to individuals and families.

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Extended Schools: Extended services are additional services and activities offered to children and their families outside of school hours. In Kensington and Chelsea this includes play services, children's participation and out of school hours learning.

Family Information Service (FIS): The FIS provides up-to-date family information to families in the Royal Borough. This includes information on Early Years, Play, Childcare, Financial Support and other family support services.

Family Nurse Partnership (FNP): The FNP is a preventive programme for young first time mothers. It offers intensive and structured home visiting, delivered by specially trained nurses (Family Nurses), from early pregnancy until the child is two.

High needs: Children and young people who have a need beyond the Children Act 1989 S17 threshold. Encompasses both; Children in Need – those who are disabled or whose vulnerability is such that they are unlikely to reach or maintain a satisfactory level of health and development without the provision of services. And Complex needs – Children Looked After or at risk of becoming LAC, child protection concerns, children with acute medical needs or SEN and those not in school.

Key worker: Within the new Early help team keyworkers will be the single point of contact families have with the team, they will be responsible for engaging the child and their family, building a trusted relationship and coordinating the support needed from other agencies.

Minimum free entitlement (MFE): Funding towards childcare for 3 and 4 year olds. This was increased from 12.5 hours to 15 hours per week in Sept 2010.

Outcomes: A change in behaviour expected as a result of an intervention.

Referral and assessment: The method by which, children and young people will be able to access the early help team (referral) and the method for helping them judge what their strengths and weaknesses are and how the team may be best placed to support them (assessment).

Social enterprise: Social enterprises are businesses trading for social and environmental purposes which are absolutely central to what they do - their profits are reinvested to sustain and further their mission for positive change.

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Specialist services: Services specifically targeted at children and young people with complex needs. Services tend to be more intensive and are generally provided under statute.

Targeted services: Services that are aimed at particular groups of children and their families, particularly those who are vulnerable, to address additional needs.

Universal services: Services that are available to all children and their families.

APPENDIX 5: LOCAL AUTHORITIES' STATUTORY DUTIES

1. Early years education and childcare (0-4)

- 1.1 The Childcare Act 2006 is the principal piece of legislation that applies to the provision of early years childcare and related services. The Apprenticeships, Skills, Children and Learning Act 2009 inserted new provisions defining Sure Start Children's Centres in law, and placing duties on local authorities in relation to establishing and running children's centres. A children's centre is defined as a place or group of places "which is managed by or on behalf of, or under arrangements with, a local authority, with a view to securing that early childhood services in their area are made available in an integrated manner".
- 1.2 The Act imposed a range of duties on local authorities, including those to improve the wellbeing of young children in their area and to reduce inequalities between them, and to ensure that early childhood services are provided in an integrated way so as to improve access and maximise their benefits. Early childhood services are defined as childcare and as the social services functions of the local authority relating to young children, parents and prospective parents.
- 1.3 As a result of the Act, local authorities must also secure sufficient childcare for working parents; secure sufficient children's centres to meet local need so far as reasonably practical; and carry out consultation before children's centres are closed or are otherwise subject to significant change.
- 1.4 In addition, the Act requires local authorities to provide free early education places for three and four year olds (now 15 hours per week); to implement the Early Years Foundation Stage curriculum; to provide information, advice and assistance to parents; as well as to assess childcare provision, and to provide information, advice and training to childcare providers.

2 Play and childcare (5-12)

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- 2.1 Local authorities have a statutory duty to ensure that there are adequate facilities in schools for recreation and for “social and physical training” for children under 13, either through direct delivery or through voluntary or private organisations. (Part 1 Section 6 sub-section 5 clause 507A of the Education and Inspections Act 2006).
- 2.2 Local authorities must also ensure that there is sufficient childcare for parents of children aged 13 and under to enable them to take up or remain in work, or to attend training or education that would lead to employment. (Part 1 Section 6 sub-section 1 of the Childcare Act 2006).

3 Youth provision (13-19)

- 3.1 Local Authorities have a statutory duty to secure access, either directly or through voluntary or private organisations, sufficient educational and recreational leisure-time activities for 13-19 year olds in order to improve their personal and social development. (Part 1 Section 6 subsection 5 clause 507B of the Education and Inspections Act 2006).
- 3.2 Although the statutory duty to provide impartial careers advice transfers to schools as a result of the Education Act 2011, local authorities retain the duty to encourage, enable and assist young people to participate in education or training (Section 68(1) of the Education and Skills Act). They will also continue to be responsible for completing learning difficulty assessments (under section 139a of the Education and Skills Act 2008) for those young people with a learning difficulty and/or disability up to the age of 25.