

Report for:	Cabinet 17th March 2015	Item Number:	
Title:	Building Better Futures for Children and Young People in Haringey: An Early Help Strategy 2015-18		
Report Authorised by:	Zina Etheridge, Deputy Chief Executive		
Lead Officer:	Jon Abbey, Interim Director of Children's Services		
Ward(s) affected: All	Report for Key Decision: Yes		

1. Describe the issue under consideration

- 1.1 Cabinet is asked to approve the Early Help Strategy, achieving better outcomes for children, young people and families, by developing family resilience and intervening early when help and support is needed.

2. Cabinet Member introduction

- 1.2 Early Help is at the heart of our approach. In Haringey we define Early Help as the information, advice, guidance, support and interventions that enable children and families to remain safely in their communities, improve their outcomes, reduce the need for more specialist support and sustain family cohesion. This means:
- working with families to prevent needs arising,
 - intervening early to tackle emerging problems or
 - targeting support on families most at risk of becoming vulnerable.
- 2.2 The Early Help Strategy has been developed by the Early Help Partnership Board and reflects the importance of a whole systems approach to ensuring that the needs of children, young people and families in Haringey are appropriately met with the right support at the right time.



- 2.3 The Early Help Strategy will help in delivering key objectives within the wider vision for children, young people and families in Haringey. It will also influence the structure of the operating model for children and young people's services.

3. Recommendation

- 3.1 Cabinet is asked to approve the Early Help Strategy as set out in Appendix 1.

4. Policy Context

- 4.1 Early Help and support reflects the widespread recognition that it is better to identify and deal with problems early rather than respond when difficulties have become acute and demand action by specialist services which may be less effective and more expensive.
- 4.2 The availability and impact of early help is now assessed in Ofsted inspections of effective child protection. Early help is outlined in the new "Working Together" 2013 guidance on safeguarding, and is a key area for assessment in Ofsted inspections.
- 4.3 There is a significant amount of research to suggest the importance of an early help approach both in improving outcomes for children, young people and families and in reducing costs to the whole system.

4.4 Local context

An Early Help Needs Assessment was carried out to inform the development of the Strategy in Haringey, drawing in information from a wide range of sources. The following are some of the key headlines where Early Help can benefit the system:

- Greater dissemination of information about early help and other services is needed for families
- High levels of obesity in young children
- Demand for speech and language therapy is high
- There were 1,774 Domestic Violence offences in the twelve months to December 2013, a modest increase of 6% (92 additional offences) compared to 2012
- Children and young people living in Haringey are potentially at greater risk of developing mental health problems than those living in both London and England as a whole
- The Job Seeker Allowance claimant count was 7,551 as of April 2014, or 4.1% of the total working age population (16-64); Haringey rates are significantly above the England (2.8%) and London rates (2.7%)
- The proportion of low birth weight term babies in 2011 was significantly higher in London (3.2%) than for England (2.8%). Haringey is just above the London top quartile (6.9% compared with 6.4%)



5. Proposal

- 5.1 The Early Help Strategy reflects a whole systems approach which builds on partnership working already in place with families and communities and across statutory and non-statutory agencies.
- 5.2 The Strategy will influence how both the Council and wider partners shape their services to focus on strengthening the universal offer, intervening earlier to respond to need through early help and ensuring effective liaison with social care services. The strategy is translated into the proposed model for Early Help within CYPS which is set out within Paper 4.5 (p32).

- 5.3 The Strategy has three outcomes:

- Improved family and community resilience
- Thriving children, young people and families
- Strong partnership making best use of resources.

to be delivered through five priorities:

1. Prevention and early intervention to reduce escalation of need
 2. Enhanced access to and co-ordination of integrated services
 3. Sustained resilience for children, young people and families
 4. Developing the workforce to be more confident and empowered practitioners
 5. Increasing equity of access to quality provision for all children, young people and families.
- 5.4 Partners have signed up to a set of principles which will support implementation of the outcomes in the Strategy and detailed delivery plans will be devised for each of the elements within the priorities. The strategy will continue to be driven forward by the Early Help Partnership Board to reflect the acknowledgement that the Strategy is not the responsibility of any one agency, but of the whole system working differently to prevent needs arising or escalating and to intervene earlier, in partnership with families, to promote solutions for families.

6. Comments of the Chief Finance Officer and financial implications

- 6.1. The Medium Term Financial Strategy approved by Council on 23rd February included £16.7m of savings to be found within the Priority one budget area. This included £1m savings to be found from the successful implementation of Early Help with a subsequent reduction of demand for acute care and there is also a substantial planned saving in the Looked After Children budget which depends in part on this strategy. This report sets out the principles that will underpin this work. The impact of Early Help does not always translate into immediate savings which is reflected in the savings profile; moreover there is a risk of demand creation and increased costs



in the short term. For this reason the impact of the strategy must be carefully monitored

7. Assistant Director of Corporate Governance Comments and legal implications

8.1 The Assistant Director of Corporate Governance has been consulted on this Report.

8.2 The Strategy for Early Help is in line with the expectations in the Working Together to Safeguard Children March 2013 Statutory Guidance.

8. Equalities and Community Cohesion Comments

9.1 We know that often the most socially excluded residents predominantly have the protected characteristics defined in the Equality Act 2010 and our future operating model has been designed to ensure that services are made clear and accessible to all groups in the borough, including those that are socially excluded and require either support or protection.

9.2 It is not thought that there will be any differential impact upon any of the protected groups outlined in the Equalities Act 2010, as a consequence of the Future Operating Model – however we will ensure that we gather data and undertake analysis to provide assurance that the new model does not impact upon protected groups.

9. Head of Procurement Comments

10.1 If any of the outcomes need to go through a competitive procurement process the timescales need to be built in to the implementation of the model.

New Procurement regulations come into effect on 26th Feb and this specifies that social care opportunities now need to be advertised for open competition if they are valued at over 700,000 Euros over a four year period. Waivers will no longer be allowed under these regulation for spend over 750,000 Euros.

10. Policy Implication

There are no direct policy implications arising from the adoption of the Early Help Strategy. Any proposals for changes to policy will be brought through to Cabinet for approval as they may arise.

11. Reasons for Decision

The Early Help Strategy has been developed in partnership and provides a strategic framework for the Council and partners for the delivery of an early help approach to improve outcomes for children, young people and their families.

12. Local Government (Access to Information) Act 1985

NA



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13. **Use of Appendices:** Appendix 1 – Strategy

Appendix 1

Haringey's Early Help Strategy for Children, Young People and Families

2015-2018 [image]

Achieving better outcomes for children, young people and families, by developing family resilience and intervening early when help and support is needed



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Foreword by the Cabinet Member for Children

Welcome to Haringey's Early Help Strategy 2015-2018. All children and young people in Haringey deserve to have the best possible start in life and what they experience in their earliest years is key to their success in adulthood. This document sets out our ambition for making every contact count, and for providing an easy and effective route to getting help at the earliest opportunity for everyone who needs it.

Prioritising the needs of our most vulnerable children and young people remains very high on our list of commitments for 2015-2018. We recognise that there will always be those who will need safeguarding and for whom there is no longer a safe alternative without more intensive intervention and support.

However, our goal is to improve the life chances of our children and young people by developing a strong early help offer that promotes resilience and empowers communities and individuals by identifying problems quickly and intervening early.

This means that, as well as improving the quality and effectiveness of our children's social care, we are also committed to expanding the range of services on offer to help families *before* their needs escalate or their situation reaches crisis point.

Councillor Ann Waters
Cabinet Member for Children and Families

Introduction

This document sets out our strategic approach to enabling early help and intervention for children, young people and their families. It relies on:

- Organisations and communities working together in partnership across a range of settings to provide the best possible outcomes
- Delivery of integrated, flexible and responsive services with a greater emphasis on prevention and early intervention thereby reducing, in the longer term, the need for specialist and more expensive provision
- Empowering parents, families and children to be resilient and effective in developing a supportive environment for their children
- Regular monitoring and evaluation of the effectiveness of services, with commissioning and de-commissioning, to ensure that priority needs are being met and that outcomes are being achieved

We believe that Early Help will:

- empower children, young people and families to find their own solutions and be equipped to cope with future needs as they may arise without statutory support
- work alongside approaches to build community capacity
- be based on an asset rather than a deficit model, building on the strengths and qualities within individuals and networks
- recognise that some families will continue to need high quality specialist social care support.

We are ambitious and will work collaboratively as a whole system – families, communities and partners – to achieve the outcomes set out here. To do so, we need to rebalance a system focused on those children and young people with high needs to early help. We already



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have in place some of the building blocks and this Strategy will touch all those in the borough working with children, young people and families. As a partnership, we will:

- Work alongside our residents, at the heart of what we do
- Think family
- Intervene early
- Build resilience in families and communities
- Focus on outcomes not process
- Adopt a commissioning approach, basing change on needs, evidence and outcomes
- Tackle inequalities – not all localities have the same needs
- Optimise use of all resources

Purpose of the strategy

- To improve outcomes for children, young people and their families in Haringey, in sustainable ways which build on their assets and qualities.
- To improve the capacity of families to address their own needs and respond more effectively to changing situations. This will be done by wide consultation with families to define and develop Early Help strategy for Haringey residents in terms of what it means for them and whether the outcomes that emerge from the needs assessment are what residents want.
- To meet the public sector's continuing and significant budgetary challenges over the next three years, with the public sector shrinking and delivering more through commissioning than through direct provision.



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- To bring about transformational change; the level of budget reductions cannot be achieved by cuts in existing services alone. The implementation of a robust, evidence based and measurable early help model will be critical in supporting a reduction in spend on more specialist and costly services.
- To create an improved experience for those using our services with seamless packages of support and care through greater integration of services.

Vision

The inclusive vision for Early Help is the partnership vision in the Corporate Plan for all children, young people and families in Haringey:

“We will work together with families to ensure that every child in Haringey has the very best start in life, including through world class education”

Outcomes

The Strategy will seek to deliver the following three outcomes:

- Improved family and community resilience
- Thriving children, young people and families
- Strong partnerships making effective use of all resources

Measuring the impact of our strategy

This strategy will be measured against a set of key indicators of success. Working as a partnership, we will set targets for progress and improvement for 2015 to 2018 and report on these on a quarterly basis.



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Our priorities for action

The work to develop Early Help in Haringey is in the context of a growing and young, population, increasing demand for specialist services and considerable financial challenges for all service delivery partners. Ensuring a shift towards an outcomes-based approach which focuses on achieving the outcomes which children, young people and families identify and need therefore becomes more pressing. To enable every Haringey child and young person to thrive and achieve, we need to move towards working alongside families and communities to build and support self-reliance and independence and focus on building better collaboration and integration between parents, families, agencies and professionals.

We have five strategic priorities:

1. Delivering prevention and early intervention to reduce escalation of need
2. Enhancing access to and co-ordination of integrated services
3. Sustaining resilience for children, young people and families
4. Developing the workforce to be more confident and empowered practitioners of early help
5. Increasing equity of access to quality provision for all children, young people and families

Delivering this strategy

This strategy will be delivered through Haringey's Early Help Partnership Board to reflect the fact that delivering the strategy is not the responsibility of a single agency. It will be underpinned by a series of delivery plans which will be monitored and reviewed through the Board's governance arrangements.



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Priority one: Delivering prevention and early intervention to reduce escalation of need

Why is this important?

- Child development from pre-birth to five is a crucial period to develop the social and emotional foundations necessary for the best start in life. Early identification and intervention with parents in the early years can support positive outcomes in later life
- Health behaviour in pregnancy has a major effect on children's health and development. Poor maternal mental health increases the risk of children developing cognitive and emotional problems

Where are we now?

- Reducing, although still high, numbers of Looked After Children
- High levels of obesity in young children reflected in high levels of obesity in adults in the borough
- Fifth highest rate of teenage pregnancy amongst London boroughs (source: ONS)
- Demand for speech and language therapy is high and we have significant numbers of children with Special Educational Needs and or Disabilities
- There are differences in attainment between some ethnic groups and between children eligible for free school meals and their peers
- There are significant differences in school exclusion rates between different ethnic groups.

What are we going to do?

- Develop early help hubs in communities across the borough which enable parents and communities to support each other alongside access to direct support or intervention



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- Have a core universal service offer in place, delivered through strong partnerships and empowering parents and carers
- Underpin an early help service provision with access for all to high quality information, advice and guidance. This will include opportunities for improving parental knowledge and understanding of children and young people's development, learning, health and wellbeing throughout childhood
- Deliver the 0-19 Universal Healthy Child Programme and redesign the service model for health visiting to achieve universal coverage across the borough
- Build a robust approach to step up and step down across services
- Maximise take-up of the free early education offer for 2, 3 and 4 year olds by our most disadvantaged children, identifying those who would benefit most
- Improve access to speech, language and communication support in early years, building the capacity within universal services to deliver support to children and parents
- Implement a Young People's Strategy which will support improved outcomes for all young people in the borough through a focus on improved access to education, employment and training, to health and wellbeing and to targeted support for those most in need



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Priority two: Enhancing access to, and co-ordination of, integrated services

Why is this important?

- We know there are significant inequalities between children and families who live in the most deprived areas of the borough compared with the more affluent parts.
- Identifying potential needs through high quality universal services, supported by strong partnerships between professionals and parents/carers and within communities prevents situations from escalating and can reduce the need for intensive, specialist help

Where are we now?

- Currently only 71.6% of women book early for antenatal care; Black African and young women under the age of 20 tend to book late.
- Just over 75% of mothers are breastfeeding their babies, with a considerably lower number in the east of the borough
- There are around 2,534 children and young people with mental health problems, with the highest rates in the centre and east of the borough
- Those children with Special Educational Needs and or Disabilities are disproportionately represented in youth offending behaviour

What are we going to do?

- Develop and implement an integrated early help locality model across partners
- Re-commission our early years offer on a locality basis to establish a family focused approach from conception to 19 (and to 25 for children with special educational needs or disabilities)



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- Integrate and co-locate a range of services to support families, based on local need, within the six Network Learning Communities building on the effective partnerships amongst schools
- Develop a robust and consistent family information offer across universal services that promotes independence and self sufficiency
- Create opportunities for peer and community-driven support in order to ensure that help for all families within the borough can be sustained in the long term and parents and communities are better able to find solutions for themselves, whatever needs they face
- Redesign Child and Adolescent Mental Health services to deliver an integrated service which promotes resilience, recovery and the child within a family



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Priority three: Increase resilience for children, young people and families and communities to support sustainable improvements in outcomes

Why is this important?

- Poor parental health and wellbeing has an impact on children and families, exposing children and young people to increased risks and making them more vulnerable. High risk areas include: mental health, domestic violence and substance misuse.
- Families want to be self-reliant and able to benefit from the opportunities open to them in Haringey – parents are at the heart of delivering better outcomes for their families

Where are we now?

- There were 1,774 domestic violence offence in the twelve months to December 2013
- Children and young people living in Haringey are potentially at greater risk of developing mental health problems than those living in both London and England as a whole.
- High but reducing numbers of children looked after and on the Child Protection Register
- High rates of attainment at GCSE for xxxx% of our school children



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What are we going to do?

- Work alongside our children, young people and families to deliver solutions through co-production
- Build community capacity in localities , empowering parents to support one another, ensuring approaches across the Haringey community of schools, private, voluntary and independent sector organisations and health and Council partners are co-ordinated, flexible and responsive
- Re-commission existing services in ways which enhance resilience and develop sustainable capacity and improve access to education, training and employment
- Implement our Young People's Strategy to build opportunities and resilience in young people and families
- Facilitate a responsive, flexible childcare market to meet the varying needs of the working population and those seeking to work
- Embed a family focused approach through better links with adult services, notably for Mental Health, Substance Misuse and Violence against women and girls
- Build the contributions of schools and colleges to the early help locality model



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Priority four: Developing the workforce to be more confident, motivated, flexible and empowered practitioners of early help

Why is this important?

- We need to work alongside children, young people and families and move to identify the outcomes which are important to them.
- The central importance of early help in enabling children and adults to reach their full potential has been a common theme in a number of government reviews (Munro, Marmot, Tickell, Allen, Field) independently reaching the same conclusions on the importance of providing help early in order to improve outcomes for children and young people. Frontline practitioners are critical in ensuring this is delivered.

Where are we now?

- Much of our resource is targeted on specialist and high need services, with limited scope for prevention and early intervention
- There are pockets of good practice but a consistent approach across partners and services is yet to be adopted, with plans for implementation of the Early Help Outcomes Framework now well developed
- Evidence about which forms of early help are most successful is still being gathered both locally and nationally and needs to feed into workforce and commissioning plans



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What are we going to do?

- Strengthen the role of co-production in all work with children and families
- Work in partnership to audit workforce skills, developing training and development for practitioners and parents to support early help and family focused interventions
- Address leadership, practice and organisational culture to support confident and empowered staff
- Build opportunities for shared learning and the development of a more agile early help workforce across agencies
- Work across universal and community services to strengthen competence and confidence in identifying, assessing and responding to needs

Priority five: Increasing equity of access to quality provision for all children, young people and families

Why is this important?

- The quality of childcare is second only to the quality of parenting in shaping how well children do in the early years
- There are significant inequalities in the borough as measured across a range of outcomes

Where are we now?

- Attainment at the Early Years Foundation Stage (EYFS) in the borough is improving but lags behind London and England
- In Haringey, 36% of private, voluntary and independent sector early education and childcare provision fall within Ofsted's satisfactory or require improvement category.
- Parental and family feedback on outcomes and quality is not consistently gathered

What are we going to do?

- Target resources to address where the greatest levels of needs have been identified
- Develop a new local authority policy framework for childcare, focusing resources on enabling sufficiency and quality, not delivery
- Develop a local authority Quality Strategy for all childcare and early years education to increase access to high quality provision across the borough and support continuous service improvement



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- Work in partnership to implement an early help outcomes framework
- Have an integrated approach to assessment to improve the quality and impact of intervention on outcomes
- Commission for outcomes and assess the impact for the most vulnerable and disadvantaged children, young people and families
- Develop peer support and collaborative approaches to quality improvement that empower providers and promote local accountability and responsibility

Principles

This strategic approach is underpinned by a set of cross-cutting principles and disciplines; activities to deliver the strategy will be measured against them:

- Promoting Equalities: Tackling the barriers facing the most disadvantaged and enabling them to reach their potential



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- Empowering Communities: Building resilient communities, where people are able to help themselves and support each other
- Working in Partnership: Delivering with and through others
- Customer Focus: Placing our customers' needs at the centre of what we do
- Value for Money: Achieving the best outcome from the investment made

Scope of the strategy

- All children and young people, from conception to 25 years:
 - early years: conception to five years. Strong evidence shows that this is the best opportunity to make a positive impact on long term outcomes.
 - childhood: aged five to 14
 - youth: aged 14 plus.
- We have defined “early help” as the information, advice, guidance, support and interventions that enable children and families to remain safely in their communities, improve their outcomes, reduce the need for more specialist support and sustain family cohesion by:
 - preventing needs arising,
 - intervening early to tackle emerging problems or
 - targeting support on families most at risk of becoming vulnerable.
- Early help is:
 - about providing universal and targeted provision at the right time to meet family needs and enable families to maintain control of resolving their own issues and problems
 - built on the understanding that care will be stepped up and down between different levels of intervention as need changes, and as the ability of families to cope also changes

- Early help describes:
 - an approach to practice – stepping care up and down as needs and the ability of families to cope change
 - intervention or services that can be delivered by single or multiple agencies
 - Intervention that can take place at preventative, universal and the most intensive end of service delivery

- Early help is not:
 - about specialist provision for children, young people and their families. Specialist services will continue to support those with significant difficulties such as social care for children at risk of harm.



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Annex 1: What does a good early help offer look like?

- Sufficient universal services to meet demand, particularly by those in greatest need. Universal services include: early years settings, childcare and education, leisure and sports facilities, school nursing, health visitor service and housing.
- Variety of interventions to meet the wide range of needs.
- Services working together to provide services, focusing on the same outcomes, with resources targeting identified need:
 - families may step up to access more appropriate intensive support and step down into universal services to maintain their resilience
 - pathways identify clear routes into and out of services, ensuring a seamless “one-service” experience for customers.
- The holistic approach focuses on the whole family and not just the child.
- All practitioners have a shared vision and understanding, using their skills and approaches which put the family at the heart of deciding and implementing solutions and interventions
- Families are empowered and supported to develop resilience to be able to help themselves.



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Annex 2: National context

The benefits of investing in prevention, early help and low-level intervention have been widely documented, particularly in relation to giving children and young people the best start in life. Appendix 2 lists some of the research which explores the potential of greater preventative and early help investment.¹

The clear message is that greater planned investment in prevention, early help and intervention are important, with the potential for huge benefits not only for children, young people and families, but also for the public purse.

In his independent report, Early intervention: the next steps, published in January 2011, Graham Allen makes the point that:

“In spite of its merits, which have achieved increasing recognition by national and local government and the voluntary sector, the provision of successful evidence-based Early Intervention programmes remains persistently patchy and dogged by institutional and financial obstacles. In consequence, there remains an overwhelming bias in favour of existing policies of late intervention at a time when social problems are well-entrenched – even though these policies are known to be expensive and of limited success. Strong leadership by all political parties is required to overcome this bias and achieve a cultural shift to Early Intervention. A move to successful Early Intervention requires new thinking about the relationship between central government and local providers. It also needs authoritative evidence about which forms of Early Intervention are most successful, and about their impact.”²

The central importance of early help in enabling children and adults to reach their full potential has been a common theme in a number of government reviews (Munro, Marmot, Tickell, Allen, Field). They have all independently reached the same conclusions on the importance of providing help early in order to improve outcomes for children and young people, with concerns that range from preventing abuse and neglect to helping parents achieve the aspirations they hold for their children.

¹ [Prevention and Early Intervention in Children's Services](#). Michael Little and Sonia Sodha. The Social Research Unit at Dartington. 2012.

² [Early intervention: the next steps](#), an independent report to Her Majesty's Government. Graham Allen MP. Cabinet Office. January 2011.



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The government has continually emphasised the importance of multi-agency working and early intervention in many policy areas:

1. The Early Intervention Grant (EIG) worth £2,222 million (2011-12) and £2,307 million (2012-13) has been allocated to local authorities in England to fund universal programmes and activities available to all children, young people and families as well as specialist services where intensive support is needed.
2. The Social Mobility Strategy, Opening Doors, Breaking Barriers aims for everyone to have a fair opportunity to fulfil their potential, regardless of the circumstances of their birth with specific measures to improve social mobility from the Foundation Years to school and adulthood.
3. The Child Poverty Act 2010 places a new duty on government to meet four UK-wide income poverty targets by the end of the financial year 2020. It includes a specific duty on local authorities to work more closely with partners including Job Centre Plus, NHS and police in delivering solutions to tackle child poverty at a local level.
4. Early interventions enabling parents to return to or remain in employment are included in the government's first national child poverty strategy, [A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives](#) (April 2011) with an emphasis on helping children's longer-term development, such as home, family, education and health.
5. [Improving the quality and range of education and childcare from birth to 5 years](#) (Department for Education and HM Treasury policy, April 2013) set out plans to:
 - provide children with good quality education and care in their earliest years to help them succeed in school and later in life
 - provide affordable, easily accessible and good quality childcare to support working families, and helping to create more opportunities for women who wish, or need, to work and raise children at the same time
 - improve early education by building a stronger and better qualified early years workforce
 - introduce early education places for the 20% most disadvantaged two-year olds from September 2013, and extend early education places to around 40% of all two-year olds from September 2014



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- introduce new childminder agencies to provide rigorous training and match childminders with parents.
6. The commitment to double the number of places on the Family Nurse Partnership programme for new mothers that has been shown to improve parenting and can help families where there is a risk of abuse or neglect.
 7. The Health Visiting: Call to Action Programme will see an additional 4,200 health visitors nationally by 2015, and the introduction of a National Model for Health Visiting which calls for the transformation of service delivery to ensure that children and their families have a positive start to life.
 8. Troubled Families – 120,000 families to be ‘turned around’ by the end of this parliament. The programme is intended to encourage local authorities and their partners to develop new ways of working with families, which focus on lasting change which will improve outcomes and reduce costs.
 9. Supporting Families in the Foundation Years – a joint development by the Department for Education and the Department for Health, outlines a vision for how the system should meet the needs of parents, children and families from conception until the age of five and recommends a programme of reform for all those who lead, commission and deliver services.

In her review Professor Munro comments that since preventative services do more to reduce abuse and neglect than reactive services, that paying attention to coordinating services, such as is being attempted through community budgets, is essential. This is both to maximise the efficient use of resources and to effectively safeguard and promote the welfare of local children and young people. With significant reforms underway in all the main public services, there is a further risk of inefficiencies if reforms do not take account of the repercussions for other services. She therefore recommended that local authorities and statutory partners secure sufficient provision for early help and to set out their arrangements to develop and implement this locally for children, young and people and families.

In its response to Munro’s Early Help recommendations, the government (A Child Centred System 2011) set out its intention to establish a co-produced work programme, to ensure continued improvement and the development of effective arrangements to safeguard and promote children’s welfare as central considerations of its health reforms. The Department of Health will work with the



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Department for Education, NHS bodies, local authorities, professional bodies and practitioners to agree a co-produced work programme to:

1. Develop a shared understanding of future roles and responsibilities.
2. Ensure professional leadership and expertise are retained in the new system.
3. Clarify future arrangements for partnership working, including the relationship between LSCBs and health and wellbeing boards.
4. Develop Clinical Commissioning Groups.
5. Clarify the NHS contribution to early help.
6. Future arrangements for training in safeguarding and child protection.
7. The implications for the NHS of the proposed new inspection framework
8. Draw on health sector learning on systems approaches to improving patient safety.

Key research supporting the early help approach

- [Early intervention: the next steps](#), Graham Allen MP, published January 2011

This report underlines that many of the costly and damaging social problems for individuals can be eliminated or reduced by giving children and parents the right type of evidence based programmes 0-18 and especially in their earliest years.

- [Early Intervention: Smart Investment, Massive Savings](#), Graham Allen MP, published July 2011

This second report sets out how we can pay for those programmes within existing resources and by attracting new non government money.

- [The costs and benefits of early interventions for vulnerable children and families to promote social and emotional wellbeing: economics briefing](#), Madeleine Stevens, Personal Social Services Research Unit (PSSRU) London School of Economics and Political Science, published 2011.



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The study found that: “There is mounting evidence of the strong association between early behaviour problems and later delinquency and criminality, even after controlling for family characteristics. There are also links between conduct problems at ages 10 and 16 and poor education and unemployment. There is contradictory evidence on links from age 10 to adulthood earnings in the British Cohort Study (BCS70), possibly due to differences in the population considered as having conduct problems. Childhood mental ill health has also been found to independently predict adult health outcomes and is identified as a key pathway through which inequality affects health.

- [Prevention and Early Intervention in Children’s Services](#), Michael Little and Sonia Sodha, The Social Research Unit at Dartington, published by Nesta, 2012.

The paper is part of Nesta’s ongoing work to explore the potential of greater preventative investment across different areas of our public services, from children’s services, social care, health, criminal justice, and beyond. We want to make prevention a central and strategic part of the decision making process, identifying where prevention could make a positive difference, and enabling these benefits to be effectively realised.

- [Grasping the nettle: early intervention for children, families and communities](#), C4EO, published 2010.

“The temptation to cut back on investment in early intervention in times of austerity needs to be resisted, as governments often regret, with hindsight, the long-term costs of making such short-term savings. The challenge is not, therefore, deciding whether to maintain spending on early intervention, but working out how to get better value out of the money already being invested.”

- [Skills and Employment in the age of Local Growth Deals](#), a report published in June 2013 by the All Party Parliamentary Group on Local Growth, Local Enterprise Partnerships and Enterprise Zones, includes early intervention as one of its five key themes.

The report notes the concern of employers over the quality of basic skills such as literacy, numeracy and customer-facing skills in the workforce, and the perception of further education colleges that they are expected to correct these deficiencies in the short space of time in which they are responsible for students. Backing the recommendations in Lord Heseltine’s [Growth Report](#), the APPG report recommends that government should ensure that the importance of employability is consistently reflected in relevant policy and



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practice, for example by requiring local authorities and academies to publish destination information for school leavers and by ensuring that Ofsted guidelines reflect the importance of employability.

Annex 3: Local context

Haringey is an exceptionally diverse and fast-changing borough with a population of 258,912. One in five of the population is aged between 0-19 years. There are higher numbers of children and young people under 19 years of age residing in the east of the borough. The largest numbers of 0-19 year olds are in the wards of Seven Sisters, Northumberland Park, and Tottenham Hale.

Haringey is one of the most diverse boroughs in London with 80.6% of children in our schools describing themselves as non-White British compared with London and England (65% and 23% respectively).

Nearly half of the school population in the borough has a first language which is known or believed to be other than English (47.7%).

The overall picture in Haringey is one of increasing demand at a time when funding for public services is reduced and family incomes are under pressure. Health services and schools are seeing increased demand from the growing number of births and school age children and young people and increases in numbers of children and young people with disabilities.

The council is facing significant budgetary challenges with the need to reduce expenditure over the next three year budget cycle. The council will deliver more services through commissioning. The level of budgetary reduction will be achieved through transformational change and not by cutting existing services with the focus on improving the experience for service users through a more seamless model of support and care by greater integration of services.

There has been good progress in developing the Early Help offer, including (but not exclusively):

- Regular Early Help Forums taking place in each Network Learning Community
- Established Early help team within the Council
- Initial training for practitioners across the whole system to support new ways of working
- Comprehensive needs assessment of who requires early help services, and what their presenting needs are.

Needs assessment: key messages

Deprivation was negatively associated with behaviours such as domestic violence, birth weight, parental mental and physical health and educational attainment, with higher rates of deprivation in the east and centre of the borough. In particular Seven Sisters, White Hart Lane, Northumberland Park, Noel Park, Bruce Grove, Tottenham Hale and Tottenham Green.

Residents from most ethnic minority groups are generally more likely to be deprived in terms of socio-economic status. Greater support needs to be provided in particular to families with children from the following communities: White Irish Travellers, Somalis, Kurdish, Kosovan and Turkish.

Providing more appropriate early help and support to families with children from conception to the age of five strongly influence positive outcomes in later life. This age group has high levels of vulnerability as they make up a significant number of contacts to children's social care. Early help assessments using the common assessment framework (CAF) were noted to be comparatively low.

Physical abuse (including neglect), domestic violence, mental health and drink/drug dependency, housing, family support and behavioural issues are consistently among the principle reasons for contacts and referrals to social care.

Pregnant teenage mothers, young women (16-24 years) and those with long term illness or disability are more likely to experience domestic violence. Wards with the highest repeat offence rate for domestic violence are Northumberland Park, Tottenham Hale and Bruce Grove.

More crime is committed in Noel Park, Tottenham Green, Northumberland Park, Tottenham Hale and Bruce Grove with domestic violence accounting for a third of all violent crime.



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Perpetrators of domestic violence are more likely to be young males between 18-34 years and are over-represented among the Black Caribbean, White Other and White British communities. In addition, perpetrators are more likely to have substance and/or mental health issues.

Young people who are not in education, employment or training are more likely to be persistently absent from school and/or be excluded from school permanently or more than once on a fixed term basis at secondary school. White Hart Lane, Northumberland Park and Tottenham Green have the highest number of young people not in education, employment or training (NEET).

Nearly one in three children lives in poverty; children in lone parent households are more likely to be in this category. Northumberland Park has more lone parents than any other ward.

Poor parental mental and physical health increases childhood vulnerability for developing poor mental health and substance misuse and exposure to domestic violence. Common mental health disorders in children are behavioural conduct and anxiety disorders, attention deficit hyperactivity disorder and depression.

Children with poor mental health are three times more likely to have special education needs.

Young offenders are also at higher risk of experiencing mental ill health.

Although teenage conception rates are reducing, they remain higher than London and England levels with the highest rates in Bruce Grove, Tottenham Green and Harringay.

Neglect (which includes physical harm/abuse according to the legal definition) is associated with issues such as domestic violence, mental health and substance misuse. Ofsted's [inspection report](#) (May 2014) identified the need to pick up chronic neglect more quickly and provide services in a timely way.



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The number of children with statements is rising; 1,451 children have been provided with a statement. Families with children who have special education needs are more likely to be in receipt of housing benefit and free school meals.



Annex 4 : Links with key strategies and programmes

An effective early help offer cannot be provided by any one organisation or group in isolation. We know that effective public services, such as good schools, a prosperous economic environment, accessible open spaces and safe housing all contribute to creating healthy, thriving and resilient communities.

This means that we recognise the value of working in partnership, not only with statutory organisations, but particularly with the voluntary and community sector, recognising their knowledge and experience of working directly with our communities.

Organisation	Commitment
Haringey Council's draft Corporate Plan 2015-2018	<p>Priority 1: Enable every child and young person to have the best start in life, with high quality education</p> <p>Outcomes in this priority:</p> <ul style="list-style-type: none">• All children will have the best start in life• Children and young people across Haringey excel at school, making the most of their potential• Children and young people will be healthier, happier and more resilient and those who need extra help will get support at the right time• Children and families who need more support earlier will be helped before issues escalate• All children and young people will be safeguarded from



Organisation	Commitment
	<p>abuse</p> <p>Cross-cutting principle: Prevention and early help: Preventing poor outcomes for children, young people and adults and intervening early when help and support is needed</p>
<u>Haringey Clinical Commissioning Group's prospectus 2013</u>	Priority: Prevention - Helping people to live healthier lives is one of the CCG's biggest priorities.
<u>Barnet, Enfield and Haringey Mental Health Trust Strategy 2013-18</u>	Focus: is on actively promoting holistic mental and physical well-being, prevention of ill-health, recovery and enablement, delivered as close as possible to patients' homes.
<u>Haringey Police Safer Neighbourhoods teams</u>	Way of working: Haringey Police has strong links with the community, local authority and other partner agencies, working with them to find long-term solutions to tackle crime and antisocial behaviour at a local level.
<u>Haringey Probation Service Business Plan 2013-14</u>	Commissioning activity: will focus on the development of Intensive Alternatives to Custody (IAC), extending the provision for Restorative Justice (RJ) and mentoring across



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Organisation	Commitment
	London.

Partnership	Commitment
Children and Young People's Plan 2013-15	<p>Principle: Promoting prevention, Early Help and intervention</p> <p>Prevention, Early Help and intervention both in the early years of a child's life and at any time a problem arises can have a significant positive impact for a child's later life.</p> <p>This approach can help avert emotional and behavioural difficulties; under-attainment at school; truancy and exclusion; criminal behaviour; drug and alcohol misuse; teenage pregnancy, and the need for statutory social care.</p>
<u>Community Safety Strategy 2013-17</u>	<p>Principle: An early intervention and prevention approach:</p> <p>Commissioning projects that help to prevent crime in the first place, by working closely with Children's Services, Public Health, other departments and agencies to evaluate crime prevention programmes.</p>



Partnership	Commitment
	<p>Identifying and co-ordinating prevention work across all services including schools and families via the Families First Initiative.</p> <p>Recognising that prevention is wider than young people and will continue to explore interventions such as target hardening.</p>
<p>Health and Wellbeing Strategy 2012-15</p> <p>(under review: strategy will be refreshed for 2015-18)</p>	<p>Principle: Prevention which describes those interventions that occur before the initial onset of illness or a specific condition. They can be divided into:</p> <p><i>Universal interventions which aim to prevent ill-health before its onset</i>; at any stage of the life course, they can improve quality of life and prevent problems escalating thus avoiding or delaying the need for intensive and more costly interventions or services later on.</p> <p><i>Interventions aimed at detecting and treating pre-symptomatic disease</i> that, if left undetected, could become harmful.</p> <p><i>Interventions aimed at improving the quality of life</i> for people with various conditions by limiting complications and disabilities, reducing the severity and progression of disease,</p>



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Partnership	Commitment
	and aiding rehabilitation or recovery.

Haringey 54,000 Programme

Early help is a core project within the Haringey 54,000 children's transformation programme. This sets out how partners will work differently with children, young people and families in the future.

The early help strand sets out the principles that will determine the approaches and practices to improve the organisation and delivery of provision for children, young people and their families.



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Annex 5: Enablers

Joint Commissioning

We recognise that good joint commissioning between key partners is a fundamental means of driving whole system change, and ensuring optimal and effective use of the available resource. We will commission pathways of care/support to ensure that families receive the right help, in the right place and at the right time.

Performance monitoring/service review

It is essential that services deliver high quality interventions and provide value for money. We will establish robust systems to monitor the quality and outcomes that our services deliver. Where services are not delivering effectively or efficiently we will disinvest to allow us to invest elsewhere.

Data and intelligence

There is an abundance of data and information across all sectors. We will work towards the development of integrated information systems, and build our analytical capacity so that we can translate the information we have into meaningful intelligence about the needs of families, their outcomes and our services.

Governance

Early Help is everybody's business and as such is reliant on the full engagement and commitment of all partners. We will implement a robust governance framework so that all local leaders and organisations have key lines of accountability and reporting that link directly to the relevant strategic groups.