



Briefing for:	Children and Young People's Scrutiny Panel	Item Number:	
Title:	Early Help Offer for Children and Young People		
Purpose of briefing:	To update the Panel on the development and implementation of Haringey's early help offer for children and young people		
Lead Officer:	Elaine Redding, Interim Assistant Director, Safeguarding and Social Care Services, Children's Service		
Date:	27 February 2014		

1 Introduction

Background

- 1.1 Preventative services will do more to reduce abuse and neglect than reactive services; coordination of these services is important in maximising efficiency to best meet the needs of our children, young people and families. From **a child or young person's point of view**, the earlier any necessary help is offered, the better their life chances are.
- 1.2 Research shows that **help provided early on at any point in a child's life when the impact of disadvantage first appears, is more efficient, effective** and in the longer term, more economic.
- 1.3 **Families and young people have told us that they value help** being given as soon as possible after they encounter problems, rather than leaving matters to escalate to crisis point or become chronic and ingrained. **Where help is provided earlier, families are able to become more self-sustaining and less reliant** on services provided by the council and other agencies, while children and young people will be better able to develop the skills necessary for adult life. Details of the national context are set out in Appendix A.
- 1.4 In addition to supporting children, young people and families when they need it most, **early help is also cost-effective**, with a broad range of pay-offs across the public sector, including better education, improved employment and reduced crime.



Definition of early help

1.5 We have adopted the definition of early help developed by the [Centre for Excellence and Outcomes in Children and Young People's Services](#):

“Intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early intervention may occur at any point in a child or young person’s life”.

1.6 The following **early help statements are underpinned by the Munro principles**. A good early help offer means:

- Strengthening the capacity of universal preventive services including children’s centres, child care and education settings, leisure and sports settings, school nursing and health visiting, and housing. The aim is to enable as much early help as possible to be accessed and delivered through universal settings.
- Using evidence based methods to work with families and turn around their life course. We will need to adopt a variety of methods, recognising that intervention aimed at a family experiencing domestic violence will be different to a family where child mental health is an issue.
- Well integrated provision to ensure that all services working with a family have the same intentions, and that when the family is 'stepped down', universal and community services are able to respond to their needs.
- Ensuring that when families do need more intensive support, they are quickly and seamlessly offered that support.
- Ensuring resources are targeted on identified need.
- Using holistic approaches and interventions which focus on the whole family.
- Embedding a child and family centred pathway which clearly identifies the routes into and – importantly – out of services and ensures a seamless experience for families.
- Ensuring that all practitioners have a shared vision and understanding, skills and approaches which put the family at the heart of deciding and implementing solutions and interventions.
- Helping families to help themselves by preventing problems from occurring and supporting them to solve their problems early.

Local context



Haringey Council

- 1.7 Haringey Council is committed to improving the life chances of children, young people and families in the borough.
- 1.8 The council's [Corporate Plan 2013-15](#) contains five principles including: *Investing in prevention and early help – improving life chances and reducing costs*. A council-wide working group is identifying prevention and early help services that are currently on offer for all residents. The group will also consider how service provision and delivery can be transformed to ensure a much greater emphasis on avoiding or averting problems in the first place.
- 1.9 The early help offer for applies to all children and young people, irrespective of their starting point and will work to our [Children and Young People's Plan](#) vision that: *Haringey is a place where children and young people thrive and achieve*.
- 1.10 In order to have maximum impact it is important to have transparency about local arrangements to help children, young people and families early, with improved co-ordination amongst statutory partners, support from local practitioners and clarity about local services available to help families.
- 1.11 Haringey Council and its partner organisations recognise that the development of a prevention, early help and intervention approach to services is dependent on the quality of involvement with partners who commission and deliver initiatives locally.
- 1.12 Appendix B shows both individual organisations' and partnership commitment to this approach.

2 Principles underpinning our early help offer

- 2.1 We have developed the following principles to underpin our early help approach; these are aligned to our early help statements and the design of the services, systems and processes to deliver it:
- **Families and communities will be supported to become more resilient and for their children** to have secure attachments through enduring positive relationships with 'built in' help so that they are more able to use their strengths to support themselves and their communities
 - **Help will be there when people need it**, before matters become serious; it will help them to help themselves by finding solutions based on self referral where possible
 - There are **different ways of providing help** and residents will have a choice
 - **People should only have to tell us their story once** and we will treat the information they share with appropriate confidentiality
 - Early help **depends on a partnership approach** and, as a partnership, we will work together with families to develop and deliver a high quality offer that has our residents at its core



- We will **build trusting relationships** that include challenge and staying with families that need support but are resistant to engagement, as we are **driven by achieving the best outcomes for children.**

3 What we want to achieve with early help

Aim

- 3.1 We want to ensure that Haringey is able to provide effective early help services that support family life and promote the wellbeing of children within their families, whilst safeguarding those children and young people for whom there is no safe alternative.
- 3.2 We will do this by transforming practice in Haringey setting high standards for evidence based practice and performing favourably against national benchmarks by providing effective early help services that support the diverse range of family life and promote the wellbeing of children and young people within their families, whilst safeguarding those children and young people for whom there is no safe alternative.
- 3.3 Early help forms a key strand of the Haringey 54,000 work programme (the Children's Services Transformation programme). The programme covers how the Council and partner agencies will re-design services so that it is easier for families to access support; and for social workers to be supported and have access to good professional development opportunities.

Impact

- 3.4 This early help offer covers those children and young people in Haringey who would benefit most. Where help is needed it applies to children and young people from conception until age 18. It also applies to young people with disabilities and young people who have been in care over the age of 18 who meet the requirements of the relevant legislation up to the age of 25¹.

4 Why we need an early help offer in Haringey²

- 4.1 In March 2013 the population of Haringey was approximately 254,900 with approximately **63,400 0-19 year olds living in the borough** (24.9%). There is a higher population of children and young people in the east of the borough than in the west and the wards with the largest number of 0-19 year olds are Seven Sisters, Northumberland Park, White Hart Lane and Tottenham Hale.

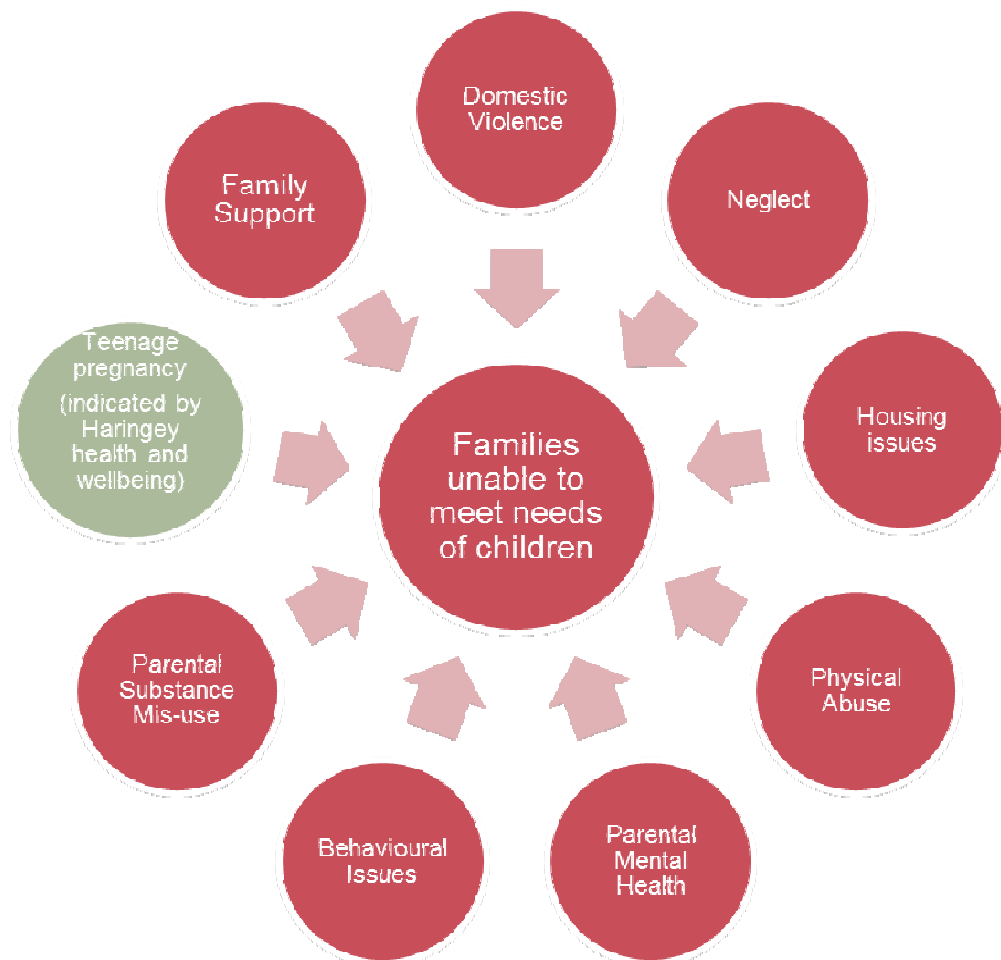
¹ For example the Children (Leaving Care) Act 2000 sets out the criteria under which children who have been in care may be eligible, relevant or former relevant children and entitled to certain specified services between the ages of 18-21, and in some cases until the age of 24. The Children's Social Care Procedures Manual on Haringey Council's Intranet provides up to date information.

² For detailed information about the needs of children and young people in Haringey see: [Children and Young People's Plan: Haringey Council](#)



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- 4.2 In March 2013 the population of Haringey was approximately 254,900 with approximately **63,400 0-19 year olds living in the borough** (24.9%). There is a higher population of children and young people in the east of the borough than in the west and the wards with the largest number of 0-19 year olds are Seven Sisters, Northumberland Park, White Hart Lane and Tottenham Hale.
- 4.3 Haringey is **one of the most diverse boroughs in London** with 80.6% of children in Haringey schools describing themselves as non-White British (London 65%, England 23%). 47.7% of the borough's school population have a first language which is known or believed to be other than English.
- 4.4 In addition to the known 'Toxic 3' – substance misuse, domestic violence and parental mental health – the other priority areas have been recognised by frequent presentation to children's services and are shown below.



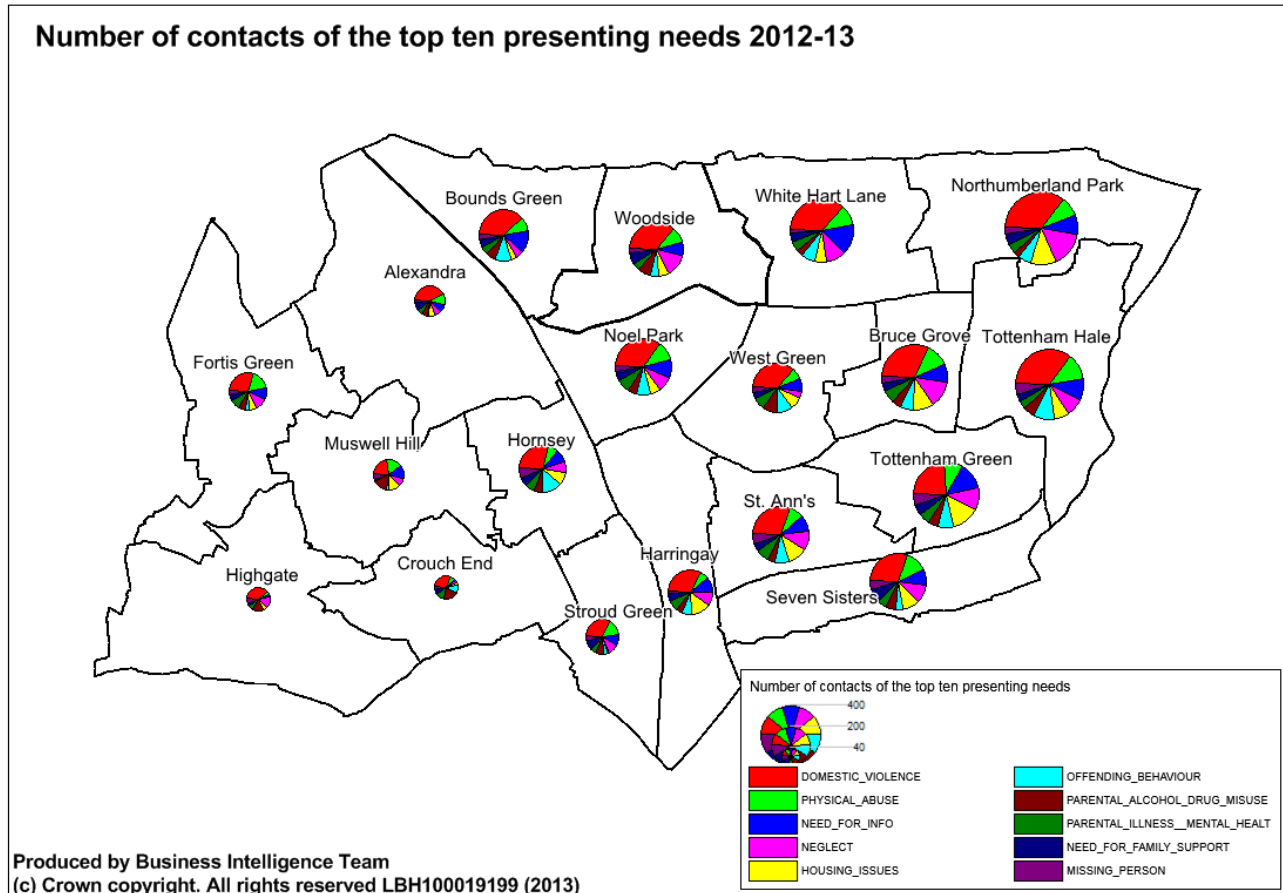
- 4.5 The overall picture in Haringey is one of **increasing demand at a time when funding for public services is reduced and family incomes are under pressure.**



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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.

4.6 The top ten presenting needs vary across the borough as shown below.



4.7 In order to address these needs over the last year, Haringey has:

- developed a strong Troubled Families service: Haringey Families First
- a Multi Agency Safeguarding Hub (MASH) in operation
- begun piloting a new early help pathway
- created a new early help team, using a re-crafted Common Assessment Framework (CAF) tool
- revised its operating model for the ‘front door’, building on customer services transformation
- undertaken diagnostic work to understand who requires early help services, and what are their presenting needs.

4.8 It is intended that the following services will take an early help approach to their delivery:

- children’s centres



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- early years and early year's foundation stage
- communication and language development
- learning disabilities and difficulties
- multi-systemic therapy
- teenage pregnancy
- emotional wellbeing and mental health services
- Haringey Families First
- substance misuse services
- domestic and gender based violence services
- Edge of Care Service.

4.9 Each of the services has its own work programme which will incorporate the early help approach.

5 Next steps

- 5.1 We are now piloting an early help approach until the end of April 2014. A dedicated early help team has been established within Children's Services to enable the co-ordination of services and identification of a lead professional for families with additional needs.
- 5.2 The findings from the pilot will be reviewed and evaluated by a group of identified professionals including the Head of Service for Early Help, the Principal Social Worker and the Assistant Director of Children & Families. The learning will be used to support, develop and roll-out a strategic approach to early help provision in Haringey.
- 5.3 The early help approach is due to be implemented in May 2014.



Appendix A: The National Context

1. Recent national policy has emphasised the benefits of access to early help for families in preventing further need. They highlight the importance of providing early help as soon as possible to avoid deterioration in the situation which leads to increasing expenditure as the problem becomes entrenched. As a result, local authorities across the country have begun to focus on an early help approach and redevelop their services to be more effective. The most influential policies in the development of Haringey's early help offer have been summarised below.

2. **Graham Allen - Early Intervention: The Next Steps (January 2011)**

Graham Allen (MP) was asked by national government to chair an independent review of early intervention services. The review looked at models of best practice regarding early intervention, how such models could be supported and the institutional arrangements for this.

The review defines early intervention as: *“Those programmes which ensure that babies, children, and young people build the social and emotional bedrock to fulfill their potential and reduce dysfunction. This is a prerequisite to break the intergenerational cycle of disadvantage and underachievement.”*

Graham Allen makes 33 recommendations, the top three being:

- *19 “top programmes” identified in the report should be supported and work undertaken with local areas to explore how they might be expanded. However, this list of 19 should not be regarded as exhaustive or complete: all 19 should be reviewed and reassessed by the new Early Intervention Foundation (proposed below) before a “living list” is evolved.*
- *Early Intervention should build on its local base by establishing 15 local Early Intervention Places to spearhead its development. These should be run by local authorities and the voluntary sector, who are already the main initiators and innovators of Early Intervention.*
- *The establishment of an independent Early Intervention Foundation to support local people, communities and agencies.”*

3. **Professor Eileen Munro – The Munro Review of Child Protection, Final Report, A Child Centered System (May 2011)**

The Munro Review made a number of recommendations which has impacted on the delivery of services to children and families. This review agreed with earlier reviews that there is a growing body of evidence to support early help and emphasised the importance of this provision.

“Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so co-ordinating their work is important to reduce inefficiencies and omissions. The review is



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recommending the Government place a duty on local authorities and their statutory partners to secure the sufficient provision of local Early Help services for children, young and people and families. This should lead to the identification of the Early Help that is needed by a particular child and their family and to the provision of an offer of help where their needs do not match the criteria for receiving children's social care services."

4. Working Together to Safeguard Families – A guide to inter-agency working to safeguard and promote the welfare of children (March 2013)

The "Working Together" document provides guidelines for professionals working with children. The new guidelines also emphasise the importance of early help, effectiveness of agencies working together to identify, assess and provide targeted early help services and that the local authority has a duty to promote this under Section 10 of the Children's Act (2004). It also recommends that Local Safeguarding Children Boards (LSCBs) *"should monitor, evaluate the effectiveness of training, including multi-agency training, for all professionals in the area."*

5. New Ofsted Single Inspection Framework (November 2013)

Following the implementation of the new Ofsted single inspection framework in November 2013, the decision making and effectiveness at all stages of the child's journey, including early help, will now be tested.

This has introduced a new set of requirements regarding early help for the local authority including:

- children, young people and families are offered help when needs and/or concerns are first identified and, as a consequence of the early help offered, children's circumstances improve and, in some cases, the need for targeted services is lessened or avoided
- the interface between early help and statutory child protection work is clearly and effectively differentiated and that the thresholds operate effectively
- senior leadership will "innovate and promote creative ideas to sustain the highest-quality services, including early help services, for all children and young people"
- the local authority works with partners to plan and deliver early help.



Appendix B: Local commitments to an early help approach

Organisation	Commitment
Haringey Council's Corporate Plan 2013-15	Principle: Investing in prevention and early help – improving life chances and reducing costs
Haringey Clinical Commissioning Group's prospectus 2013	Priority: Prevention - helping people to live healthier lives is one of the CCG's biggest priorities.
Barnet, Enfield and Haringey Mental Health Trust Strategy 2013-18	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.
Haringey Police Safer Neighbourhoods teams	Way of working: Haringey Police have 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.
Haringey Probation Service Business Plan 2013-14	Commissioning activity: will focus on the development of Intensive Alternatives to Custody (IAC), extending the provision for Restorative Justice (RJ) and mentoring across 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>
Community Safety Strategy 2013-17	<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> <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>
Health and Wellbeing	Principle: Prevention which describes those interventions that



Partnership	Commitment
Strategy 2012-15	<p>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; 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.</i></p> <p><i>Interventions aimed at detecting and treating pre-symptomatic disease that, if left undetected, could become harmful.</i></p> <p><i>Interventions aimed at improving the quality of life for people with various conditions by limiting complications and disabilities, reducing the severity and progression of disease, and aiding rehabilitation or recovery.</i></p>