

MANCHESTER JOINT STRATEGIC NEEDS ASSESSMENT 2015/16

CHILDREN AND YOUNG PEOPLE (STARTING WELL AND DEVELOPING WELL)

CHAPTER / TOPIC: Early Help Offer incorporating Families at Risk

Why is this important?

Effective Early Help will lead to improved outcomes for children, young people and their families by making sure that they receive the right support, at the right time. By prioritising help and support for families that need it most, as well as those that are at risk of developing further problems if we don't help them earlier, we want to improve outcomes for some of our most vulnerable residents so that they can contribute to, and benefit from, the city's economic growth.

Early Help is the responsibility of all organisations that work with children, young people and their families, and the Children's Board and its partners are committed to improving and coordinating Early Help in Manchester. The Children's Board has agreed the following definition of Early Help will be used by all agencies delivering services across the city:

'Early help is 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. Effective intervention may occur at any point in a child or young person's life'¹.

Agreeing to take an early help approach means that all partners will:

- Recognise at an early stage when things are not going well for a child, young person or family;
- Make sure a strength-based, holistic conversation takes place to understand what might be the cause;
- Identify needs within families early on, and providing preventative support before problems become complex and entrenched;
- Offer support to very young children such as in early life, or early after the emergence of a particular need. It includes both universal interventions and targeted interventions to prevent needs from escalating;
- Offer support at the right time, drawing on families' own skills and promotes self-reliance behaviours
- Connect to the right support or specialist services
- Reduce the demands upon specialist and higher tier services

¹ Definition used by the North West Children's Improvement Integrated Early Help Strategy, approved by the Association of Directors of Children's Services in 2014.

National context

Work carried out by the Early Intervention Foundation (www.eif.org.uk), the WAVE trust (www.wavetrust.org) and a number of reviews commissioned by successive governments have identified that providing help early can both enable children, young people and their families to achieve their potential and reduce demand on more reactive and expensive services:

- Munro, Prof Eileen, (May 2011), “The Munro Review of Child Protection: Final Report. A child-centred system”
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/175391/Munro-Review.pdf
- Tickell, Dame Clare, (March 2011), “The Early Years; foundations for life, health and learning,- an independent report on the early years foundation stage to Her Majesty’s government”
<https://www.gov.uk/government/publications/the-early-years-foundations-for-life-health-and-learning-an-independent-report-on-the-early-years-foundation-stage-to-her-majestys-government>
- Allen (MP), Graham, (January 2011), “Early Intervention: the Next Steps”
<https://www.gov.uk/government/publications/early-intervention-the-next-steps--2>
- Allen (MP), Graham (July 2011), “Early Intervention: Smart Investments, massive savings.”
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/61012/earlyintervention-smartinvestment.pdf

Troubled Families

Manchester’s work with Troubled Families (Families with multiple complex issues) is a central part of its ambition to reduce dependency on public services and is part of Manchester’s offer of early help to families.

Manchester’s work with Troubled Families is part of a national programme launched in 2012 that recognised that despite engagement with a number of different services families continue to experience problems and achieve poor outcomes. This in turn is putting high demand on services.

According to the national criteria a Troubled Family will have at least two of the following headline problems:

1. Parents or children involved in **crime or anti-social behaviour**
2. Children who have **not been attending school** regularly
3. **Children who need help**
4. Adults **out of work** or **at risk of financial exclusion** and young people at risk of worklessness
5. Families **affected by domestic violence** and abuse
6. Parents and children with a **range of health problems**

The programme advocates taking a different approach to working with Troubled Families which is based on the following approach:

- Interventions chosen on the basis of available evidence of what works e.g. Family Intervention Project
- Interventions are integrated so that families receive a bespoke package of support that meets the needs of individual families
- The existence of a Family Lead Worker who will assess the need of the family and help them navigate public services more quickly, more effectively and in the right order
- Integration of services around the whole family not just individuals
- A focus on early intervention for 'at risk' families as well as support for those in crisis
- A clear focus on moving towards sustained employment as a core goal/aspiration for Troubled Families

Confident and Achieving Manchester

The continued development of both Early Help and Troubled Families sit within the wider Confident and Achieving Manchester (CAM) programme of delivery, which aims to change the way we deliver support across the public sector (and Troubled Families are just one cohort of many who are engaged with public services). CAM aims to integrate reform programmes where it will increase effectiveness and improve outcomes for families and individuals, by developing appropriate pathways and links with joined up approaches to assessment and streamlined referral processes.

CAM increases the ask on our public service delivery partners to adopt the role of 'key-worker' to provide a sequenced and integrated support offer for their cohorts, and to step up/step down to more appropriate support offers as and when appropriate. CAM also aims to influence the development of community assets, in order to ensure integrated delivery at a locality level, taking a place-based approach which will help ensure that people are linked in to their communities, and build longer term resilience and independence.

The Manchester Picture

The commitment to improve outcomes for the children, young people and families of Manchester is evident through the work which has been done in partnership to develop the new Early Help Strategy, the Early Help Assessment tools and the Early Help hubs. A new Early Help performance dashboard and quality assurance framework is in development and this will enable the Children's Board to track early help activity and impact.

There is existing evidence that a strong and effective Early Help offer is needed

in Manchester:

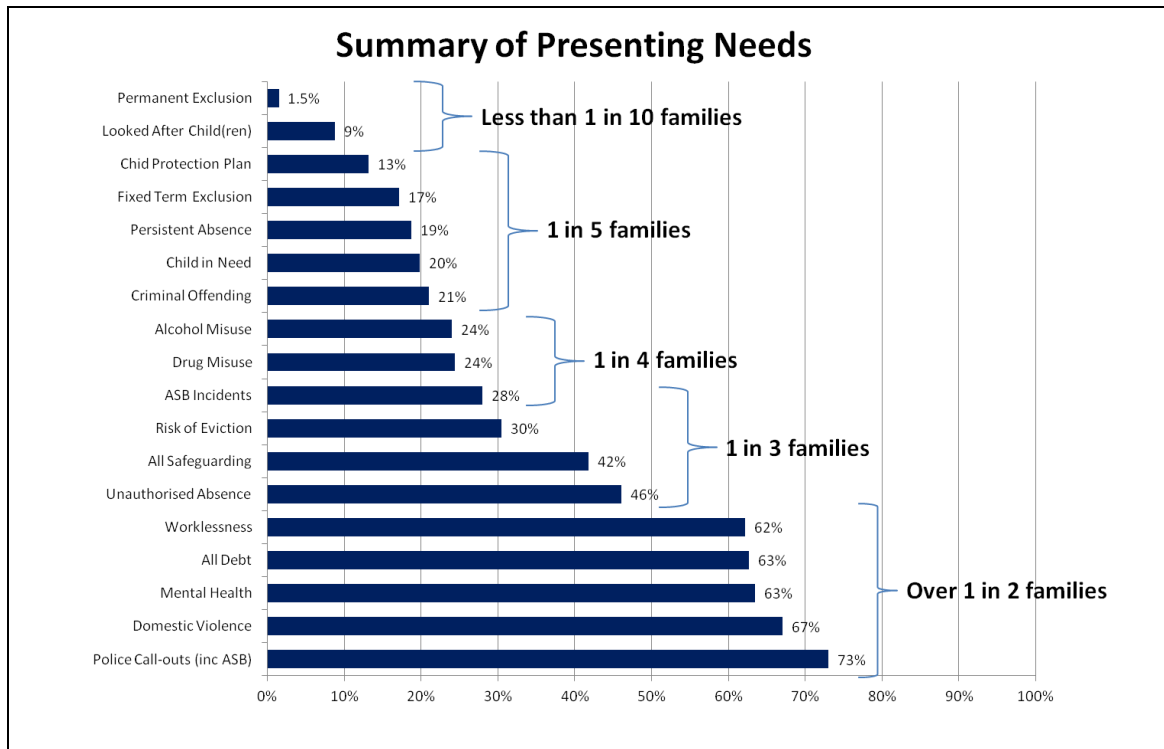
- Manchester is ranked as the 5th most deprived local authority in England (based on average scores)²
- The Child Health Profile 2014 provides evidence of higher levels of need including:
 - A higher rate of young people in care than the England UK average;
 - The health and wellbeing of children in Manchester is generally worse than the England average.
 - The level of child poverty is worse with 36.4% of children aged under 16 living in poverty – compared to 22.5% in the North West and 20.6% in England;
- There is evidence of high levels of demand on the children’s social care system (as reported to the Children’s Improvement Board November 2015) for example:
 - Higher than average referrals to children’s social care than other core cities;
 - Higher percentage of referrals received within 12 months of a previous referral compared to statistical neighbours;
- Manchester’s challenge remains to increase the number and quality of Early Help Assessments (EHAs) being completed in the city. The numbers are lower than other local authorities and the target remains to register a minimum of 300 EHAs per month to demonstrate improvement and 470 a month to be considered good.

Troubled Families

Manchester formally received funding from Government in 2012 to work with 2,385 families out of 120,000 nationally which it successfully ‘turned around’ according to the government’s success criteria. Over the next five years it is expected that Manchester will work with a further 8,000 families as part of phase 2 of the programme.

In terms of the characteristics of families the most recent evaluation of the programme found that, of 3,253 families who had engaged with Troubled Families services to date the following support needs were identified through initial assessments when the family was first engaged:

² Indices of Deprivation 2015. A Briefing Note on Manchester’s relative level of deprivation using measures produced by DCLG, including the Index of Multiple Deprivation. Elisa Bullen PRI, Sept 2015.



What would we like to achieve?

The ambition and aim is to improve life outcomes and promote independence for families in Manchester, and to offer Early Help as soon as possible to families who need support. To achieve this, children, young people and their families, our communities and all organisations working with families need to work together.

The new early help strategy sets out a systemic, consistent, multi-agency approach to early intervention and prevention to achieve these aims. As a partnership the commitment is to:

- Support children, young people and their families to connect to their communities so as to build networks of friendship and support to increase emotional resilience and mental health and wellbeing;
- Identify the children, young people and their families who need extra help and support at the earliest opportunity
- Work together as a strong partnership to deliver an effective local offer of support;
- Deliver a whole-family approach to make a difference and to achieve good outcomes.

The Early Help strategy embeds the Greater Manchester three key principles to public service reform including: taking a whole family approach, choosing interventions on the strength of evidence base and delivering integrated, coordinated and sequenced services at the right time and in the right order.

Success will mean a range of early help available across the city which is:

- Asset based
- Builds community-capacity and resilience;
- Provides mutual support systems that can identify and tackle problems before they become acute;
- Encourages behaviour that will prevent these issues happening in the first place;
- Advises people who find themselves in difficulty.

The Early Help Strategy sets out the following key indicators of success for early help:

- Increase in the number and quality of Early Help Assessments (aim is 470 per month).
- Reduction in the number of referrals to the Contact Centre that require either an Early Help offer or no further action from Social Care;
- Increased use of the Early Help hubs to accessing support for families;
- Increased uptake of children attending early years education programmes for both two-year-old and three-to-four-year olds;
- Increased quality rating for children using the two-year-old and three-to-four-year-old offers;
- Increase in the number of young carers identified, assessed and their families supported;
- Reduction in the number of children 'not school ready' using either the Early Years Foundation Stage Profile or the new Reception Entry measure suite as recommended by the Department for Education;
- Reduction in the number of children and young people living in workless households;
- Reduction in the number of children and young people experiencing domestic abuse;
- Reduction in the number of children and young people experiencing parental mental ill-health;
- Reduction in the number of children and young people experiencing parental substance misuse;
- Reduction in the number of children and young people providing inappropriate levels of care to a family member;
- Reduction in the number of children in need requiring a statutory intervention.

Troubled Families

- **Improve outcomes for families.** This includes targeted the following:
 - Supporting more families into employment
 - Improve levels of physical and mental health
 - Reduce drug and alcohol misuse.
 - Reduce levels of reoffending and anti-social behaviour
 - Improve school attendance
 - Helping families to support families and reduce safeguarding risks
 - Helping families to manage their finances effectively
 - Helping families to maintain secure accommodation
- **Reduce demand and cost in the system.** Sustained reduction in the

overall demand placed on public services in the city from those families with complex needs. Including, but not limited to, ongoing reductions in child safeguarding costs, a reduction in Looked after Children and demand on Police.

- **Make the model financially sustainable.** Working with partners to transform services including developing family support services that can be sustained beyond the course of the national programme.
- **Work with 1,363 families per year** that meet the national definition for Troubled Families phase 2, in order to meet our commitments to Government.

What do we need to do to achieve this?

The Early Help strategy sets out how all partners will work together to reform, strategically plan, jointly commission and deliver a range of provision to support children, young people and their families at the earliest opportunity. This will continue to guide the activity and development of Early Help activity in the city.

The Early Help assessment and planning process

Work will continue to embed this, and ensure that all professionals understand and are able to use these tools effectively. The early help hubs will continue to support partners to understand levels of need and to help families to access the most appropriate support. A key aim of the hubs is to build the capacity of partners to carry out strengths-based conversations and Early Help Assessments in order to increase the volume and quality of Early Help Assessments (EHAs). The hubs will do this by:

- Providing training to partners on strength based conversations .
- Providing one to one support - Where an Early Help Assessment is identified as the best method of support for a family, the early help hub staff will support new partners to do this work, in order to build the numbers of practitioners across the city that can work with families in this way.

Trust your instinct

See details in the 'what are we currently doing' section for a description about what the Trust Your Instinct approach is. A further evaluation will be completed to understand the impact of the approach, with a view to then rolling this approach out further.

Consolidating and expanding the Early Help hubs

The early help hubs went live in September 2015 and the development of the hubs will continue and key activities include:

- Expanding the range of partners within the hubs so that need is understood across all aspects of life, and to ensure that families are matched to the right support, at the right time;
- Expanding the range of early help offered – work is underway to consider which all age early help services could be integrated with the hubs.

Developing and implementing an effective performance framework

A new Early Help Performance framework has been developed to better understand the volume and impact of early help activity. As early help is provided across the partnership, this framework is being developed with partners ensure that the range and impact of early help activity is fully understood.

Strategic engagement

Work will continue to ensure all partners are clear about their role in delivering early help and how they can link effectively with the early help hubs.

Recognising the key role schools have to play, four school champions have been identified to further strengthen links between the early help hubs and schools. Funding has been secured to appoint a strategic lead (for 12 months) to link in the voluntary and community sector to the early help hubs.

Troubled Families

To improve outcomes for families, make the model financially sustainable and reduce demand on the system Manchester will:

- Engage with a further 8,019 families by 2020 which equates to an average of 1363 families per year.
- Maximise the money available from government for the TF programme by achieving 'significant and sustained' outcomes with all 8,019 families. Manchester can claim a MAXIMUM of £1,800 per family (£1000 attachment, £800 payment by result)
- Ensure full integration of Troubled Families into the way we deliver services to Manchester residents including our model for Early Help
- Further improve the way we help families to find and sustain employment
- Ensure all family support services are supported to provide successful family intervention

What are we currently doing?

The Early Help Strategy is in place.

Trust your instinct

The Trust Your Instinct approach is based on recognising signs that something isn't right and finding out if the person is already getting help or if they need support to get things going well again. This focuses on the prevention of complex dependency, and is based on the premise that most people cope well most of the time, but occasionally may need help to get things going well again. The Trust Your Instinct approach is focussed on influencing the wider workforce to recognise that it might be a small thing someone can say or do to prevent things from getting worse. There isn't a script or formal assessment but the principles behind the approach are:

- Seeing something from the persons point of view
- Explaining that there is help out there and that you could put them in touch with people who can help

- Understanding an individual's situation, giving advice, support and helping people to develop skills to help them cope and get things going well again.

This is now being used by Greater Manchester Fire and Rescue, Greater Manchester Police Police Community Support Officers's (PCSO's) and Manchester Libraries.

The Early Help assessment and planning process

Working Together to Safeguard Children 2015 makes it clear that safeguarding children and promoting their welfare is the responsibility of all professionals working with children and young people, and that professionals should understand the criteria for taking action across a continuum of need, including Early Help. Manchester's approach puts the voice of children, young people and their families at the heart of the assessment and planning process, recognising that they are the most important partner in any work to get things going well again. A refreshed Levels of Need and Response Framework and Early Help Assessment process is now in place with co-designed tools conversation enabler tools including the 'what's working well' wheel and Early Help cue cards.

The Early Help hubs are central to the revitalised and remodelled offer of early help for the city, and have been established in North, South and Central. The early help hubs are providing a new triage and guidance service to partners in relation to early help. A multi agency team is in place with MCC early help staff, GMP staff and Housing Connect conducting daily triage meetings to establish what the right support for a family will be. In addition weekly multi agency case allocation meetings are in place to ensure families are connected to the right support where they require a more targeted intervention. The range of partners taking part in triage and case allocation varies by hub but will continue to develop and grow.

Troubled Families and partners

Manchester is using a range of different family support services to engage with Troubled Families. This includes the following services:

Family In Need (FiNS) works with a specific family cohort that are identified following an assessment by a social worker. FiNS will often follow a period of social work intervention such as the ending of a child protection plan or a child in need plan. The social worker will transfer the role of 'lead worker' to the FiNS worker and the case will then be closed to the social worker.

Family intervention Project (FIP) uses a persistent approach to engage the most challenging, hard-to-reach families. A key worker will identify and co-ordinate a package of multi-agency interventions to meet support needs and challenge negative behaviours. FIP work to a national, evidence-based, family model and will work intensively with families, visiting them three to four times (for around 5 hours) each week. FIP delivers direct interventions but also co-ordinates the work of other specialist agencies.

Assertive Outreach work with families whose needs are at risk of becoming complex. The service collaborates with the family and other agencies to provide a 6 month sequenced programme of support. This involves looking at root causes of issues and challenging patterns of behaviour. The aim is to empower people to take control of their lives and to learn skills that will help them to be more independent in the future.

A number of non-MCC agencies deliver **Partner led Family Support**. Their work, whilst hosted by the partner organisation, is aligned to Early Help and Troubled Families. A range of partners, including schools, housing providers and the police, work with families who are at risk of becoming more complex and with whom they already have a relationship e.g. child on their school role.

These interventions also have access to a range of targeted and specialist services hosted by both MCC - such as the **Complex Families Parenting Team** who deliver evidence-based, parenting courses - and by other organisations through a 'spot-purchase' framework- such as access to debt advice/budget planning.

Manchester has aligned its Troubled Families 2 programme with the offer of Early Help in the City and the launch of a new Early Help Strategy:

- The services mentioned above are co-located in three **Early Help Hubs** based in the North, Central and South areas of Manchester;
- The Early Help Hubs act as a point of referral for Troubled Families provision. Manchester operates an open referral policy meaning any agency with a concern can refer a family, via an Early Help Hub, for support;
- An Early Help Hub will support agencies and practitioners in their work with families; provide support, advice and guidance; triage and assess families and allocate cases to appropriate support.

In addition, Manchester is currently using Troubled Families 2 to:

- support Children's Services to bring down the number of cases known to social work, either through effective step-down pathways or through prevention;
- build capacity amongst partners delivering Early Help and prevention services for families, driving further public sector reform.
- Align family focussed support services across the city. This ensures a family receives co-ordinated support

Strategic engagement

Over 400 individuals from different agencies attended the Early Help launch events.

Community and Stakeholder Views

The Early Help strategy, refreshed Levels of Need and Response framework and Early Help tools were developed in consultation with a wide range of partners, including families and young people. The changes made to the Early Help Assessment tool, the Levels of Need and Response Framework reflect this consultation.

Evaluation of early help hubs and Troubled Families 2 to take place in June 2016 to include stakeholder and community feedback. An evaluation of phase one of the programme will be completed in January 2016.

References and Links

National Troubled Families Financial Framework:

Financial Framework for the Expanded Troubled Families Programme

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/409682/Financial_Framework_for_the_Expanded_Troubled_Families_Programme_april_2015.pdf

Manchester TF Privacy Notice:

Early Help for Families

http://www.manchester.gov.uk/info/200031/data_protection_and_freedom_of_information/7033/early_help_for_families

Help & Support Manchester (includes access to important documents such as Early Help Strategy, Levels of Need, Early Help Assessment):

<http://manchester.fsd.org.uk/kb5/manchester/directory/directory.page?directorychannel=1-10>

Other JSNA Topics that this links to

Wider Determinants of Health

- Child and Family Poverty
- Education (including school readiness, attendance, attainment, children missing education)
- Housing and homelessness
- Deprivation

Childhood

- Oral health – tooth decay
- Childhood Obesity

Adolescence

- Under 18 conceptions
- Young people's sexual health (sexual transmitted infections, chlamydia)

screening etc)

- Smoking, alcohol and drug use
- 16-18 year olds not in education, employment or training (NEET)
- Physical activity and fitness
- Healthy eating and weight (including positive self image)
- Safety - from sexual exploitation, domestic and interpersonal violence, accidents and psychological safety

Mental Health & Emotional Health and Wellbeing (across Starting Well and Developing Well)

- Impact of parental mental ill health
- Emotional resilience
- Self harm and suicide

Safeguarding (across Starting Well and Developing Well)

- Referrals to Children's Social Care
- Assessments in Children's Social Care
- Children in need
- Child protection
- Neglect
- Child Sexual Exploitation
- Emergency admissions to hospital
- Deaths in childhood
- FGM
- Domestic Abuse

Key Groups

- Looked After Children and Young People
- Care Leavers
- Children with special educational needs and disabilities
- Children with long term conditions (asthma, diabetes, epilepsy)
- Refugee and asylum seekers (including unaccompanied children)
- Children and young people experiencing domestic violence and abuse
- Children of prisoners
- Young LGBT people
- Young Carers
- Families at risk (Confident and Achieving Work)
- Teenage Parents
- Young Offenders (including young people in custody)

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