

PERTH AND KINROSS COUNCIL**Strategic Policy & Resources Executive Sub Committee – 16 August 2012****EARLY YEARS, EARLY INTERVENTION – THE BEST START IN LIFE FOR CHILDREN IN PERTH AND KINROSS****Report by Depute Director (Education and Children's Services)****ABSTRACT**

This report sets out a proposal for a collaborative project between Perth and Kinross Council, its Community Planning Partners and Dartington Social Research Unit (SRU) that will enhance the safe and healthy development of children through implementation of a project - 'Evidence2Success'. This project will seek to increase understanding of the needs of all children in Perth and Kinross (with a particular focus on children experiencing inequalities), inform targeting of investment in early intervention and prevention activity, increase use of evidence-based programmes and practices, and achieve maximum return for investment in services to improve children's lives.

1 RECOMMENDATIONS

- 1.1 It is recommended that the Strategic Policy and Resources Executive Sub-Committee:
- i) supports the commitment of Perth and Kinross Council and Community Planning Partners to delivering better outcomes for children and young people;
 - ii) approves the proposal to support delivery of this commitment through implementation of the Evidence2Success project outlined in Section 3 of this report; and
 - iii) agrees to commission the Dartington Social Research Unit to work collaboratively with Perth and Kinross Council, and Community Planning Partners.

2 BACKGROUND

- 2.1 The 'Early Years Framework' was launched by the Scottish Government and COSLA in December 2008 to improve the life chances of Scotland's children and tackle inequalities by targeting the early years. This framework sets out a radical shift away from the culture of crisis management to early intervention and prevention and aims to deliver better outcomes for children and young people by building greater resilience within families and communities.
- 2.2 In response to the 'Early Years Framework', Perth and Kinross Council agreed an Early Years Strategy in May 2010 (Report No 10/259 refers). A multi-agency

Early Years Project Board has been established to oversee the delivery of the Perth and Kinross Strategy. This strategy is committed to ensuring the best possible start for Perth and Kinross' children. Progress on delivery of Phase 1 of this Strategy was reported to the Lifelong Learning Committee in November 2011 (Report No 11/538 refers). This report identified that progress had been made in extending services and enhancing support, upskilling the workforce and reducing costs; it also outlined Phase 2 of the Strategy which specifically focuses on building the capacity of individuals, families and communities to secure improved life chances for themselves by making use of high quality, accessible services as required. In this way it is hoped to shift the focus from crisis management to prevention, early identification and early intervention.

- 2.3 In addition to the benefits stated above it is recognised that there are service pressures arising from the growing number of children and young people in Perth and Kinross and the challenging financial environment within which public sector organisations operate.
- 2.4 Therefore it is crucial to the implementation of the Early Years Strategy Phase 2 that the resources provided to deliver and commission services are used as effectively and efficiently as possible to deliver the improved outcomes sought. This will include a redesign of some current service models, increased integrated working between public sector organisations and strengthened partnerships between public services and communities. This will be based on a strong evidence and research knowledge base which makes a considered case for investment in universal and targeted early years services for social and economic reasons.

3 PROPOSAL

- 3.1 It is proposed that this service redesign and increased integrated and partnership working should be addressed by a programme of work that is innovative and will deliver a step change in how children and young people in Perth and Kinross are supported to grow and develop in a healthy, sociable way. This will have obvious benefits for individual children and all communities, and a long-term impact on reducing demands on services in the later years of childhood and into adulthood. To achieve this it is proposed that the Council and its Community Planning partners take forward a new approach 'Evidence2Success' which will focus on both the development of universal approaches for the whole population of children across Perth and Kinross and targeted interventions working with the community in Letham, Perth.
- 3.2 Implementation of 'Evidence2Success' will provide an approach that will support our services for children and communities to improve outcomes for children in five critical areas: behaviour, education, well-being, positive relationships, and physical health. Evidence2Success provides a structured approach to:

- gathering and analysing comprehensive data that provides increased understanding of the needs of all children in Perth and Kinross, including those experiencing greater inequality;
- developing informed targeting of investment in early intervention and prevention activity;
- facilitating the development of effective community engagement structures that effectively support children within their community; and
- identifying and implementing evidenced based interventions that work.

This approach will be invaluable in enabling the Community Planning Partnership (CPP), in partnership with communities, to develop common goals for improvement and achieve greater shared accountability for improving children's lives. Progress will be measured routinely and reported to the Early Years Project Board. Children and Young People's Strategic Partnership and Lifelong Learning Committee. Emergent improvements will form the basis for future service redesign and investment proposals.

3.3 The key elements of Evidence2Success are:

- Establishing partnerships at a Perth and Kinross and Letham level to ensure commitment to the project;
- Conducting surveys to produce a snapshot of children's well-being across Perth and Kinross;
- Generating awareness of and building capacity in services and the community;
- Pinpointing opportunities to shift funding and reinvest in activities that work;
- Developing action plans and agreeing interventions;
- Tracking improvements in children's health and development.

3.4 The Evidence2Success model is rooted in a public health approach which engages whole communities in addressing health concerns early and focuses on the underlying causes that harm or promote health and development before problems become difficult to remedy and costs escalate.

3.5 In addition to this whole population approach, Evidence2Success will work closely with a defined community where there is already a significant investment of public services, to achieve greater benefits for children's health and development.

3.6 Evidence2Success is a new model not previously implemented in the UK, although it has been effectively delivered in the US for several years. Therefore Perth and Kinross Community Planning Partnership would be pioneering it as an innovative approach that will result in a 'step change' in how services are planned, resourced and implemented.

3.7 It is proposed that in Perth and Kinross the initiative would be focused on the Letham area of Perth as this area demonstrates a higher than average demand

for services. Delivery of the project in Letham would parallel implementation of the model in Providence, Rhode Island, USA.

- 3.8 The Early Years Project Board has already initiated an Integrated Resource Framework (IRF) project that involves explicitly mapping child and locality level cost and activity information to provide a detailed understanding of existing resource profiles for this 0-8 years population group. This will provide critical information that, coupled with performance information on the impact of the services, will be used within the Evidence2Success project to inform planning for future early year's services and related resource allocation proposals. However to deliver the full Evidence2Success project a wider range of expertise will be required to manage some of the information gathering, analysis and planning stages of the project; this expertise is not currently available within the Council or its partners. Therefore it is proposed that external expertise is identified to enable delivery of Evidence2Success and train Council and partner staff to embed this approach.
- 3.9 To identify options for external support, Community Planning partners have been in discussion with Dartington Social Research Unit (SRU) with a view to this independent charity providing the necessary expertise and support for implementation of Evidence2Success.
- 3.10 The SRU were instrumental in collaborating with two other research organisations, the Annie E. Casey Foundation and the Social Development Research Group, to develop Evidence2Success based on their experience of existing tried and tested models.
- 3.11 The SRU is an independent charity founded at King's College Cambridge in 1963. Over the years the SRU has built up an impressive reputation and has been a key contributor to research to improve outcomes for children, including the recent report on early intervention and preventative spend by Graham Allen MP ([Early Intervention: The Next Steps, An Independent Report to Her Majesty's Government](#), HM Government, 2011). Among other projects the SRU is currently supporting Renfrewshire's Children's Services Partnership (RCSP) to develop a strategy to improve the well-being of all children in the area; the Big Lottery Fund's 'Realising Ambition' programme, a UK-wide initiative that will invest £25m in outstanding projects; and special schools in Birmingham to find a reliable way to discover levels of well-being among children with special educational needs. Further information on the work of the SRU is available on the [Social Research Unit](#) website.
- 3.12 The proposed project is consistent with Perth and Kinross Council interests in early intervention, delivery of best value and the effective and efficient use of public resources.

- 3.13 Implementation of Evidence2Success will also develop Council and CPP aspirations to further develop community engagement as set out in the CPP Statement of Intent – Community Engagement, by engaging local community members in taking a stake in the well-being of local children and share accountability for public sector expenditure. This will extend the Council's approach to community engagement as outlined in "Supporting Our Relationship with Communities" approved by Council on 10 May 2010.
- 3.14 It is proposed that the delivery and impact of Evidence2Success is evaluated through funding provided by the Joseph Rowntree Foundation so as to help policy-makers and researchers understand how best to get evidence-based programmes embedded in public sector systems.

4 LINKS TO WIDER COMMUNITY PLANNING

- 4.1 In September 2011 the Scottish Government published Renewing Scotland's Public Services which strongly reflected their commitment to developing preventative approaches. This identified the need for public sector reform in Scotland to be based on four pillars, prevention, place, people and performance, and for decisions to deliver improvement to be underpinned by robust evidence.
- 4.2 In March 2012 the Scottish Government and COSLA published a Statement of Ambition that emerged from the national 'Review of community planning and SOAs' initiated in January 2012. This underpins Renewing Scotland's Public Services and articulates a clear commitment by the Scottish Government, COSLA and representatives of Community Planning Partnerships to develop Community Planning and SOAs as the heart of an outcomes-based approach to public services in Scotland. The Statement also states explicitly that communities have a key role to play in helping to shape and coproduce better outcomes within their communities, and that therefore CPPs must be able to engage closely with the needs and aspirations of their communities.
- 4.3 Delivery of Evidence2Success will support the Council and CPP to progress the likely aims of the Community Empowerment and Renewal Bill. The consultation on this Bill indicates that it is likely to include a requirement for public sector organisations to ensure that communities have a greater role in determining how their local public services are delivered.
- 4.3 The proposal outlined at section 3 of this report offers an opportunity to extend existing work in improving outcomes for children and provides the opportunity to develop a model of innovative integrated working across organisations that supports better outcomes for children and families. It will also enable an opportunity to establish a share approach to budgetary decision making informed by assessment of return on investment.

- 4.4 The transferable learning from this project will be invaluable in strengthening the Council and wider CPP's approach to developing preventative spend approaches in general.
- 4.5 Delivery of Evidence2Success will support the Council and CPP to progress the likely aims of the Community Empowerment and Renewal Bill. The consultation on this Bill indicates that it is likely to include a requirement for public sector organisations to ensure that communities have a greater role in determining how their local public services are delivered.

5 SCOPE OF THE PROJECT

- 5.1 It is proposed that the scope of this project covers:
- i) The general population of children/young people from birth to age 18 in Perth and Kinross (high quality data on the well-being),
 - ii) The community of Letham in Perth.
- 5.2 The following Perth and Kinross CPP organisations will be key participants in the project:
- Perth & Kinross Council
 - NHS Tayside
 - Tayside Police (Scottish Police Service from April 2013)
 - PKAVS/VAP
 - Scottish Government
 - Care Inspectorate
- 5.3 The project will span two years from August 2012 to June 2014.

6 GOVERNANCE ARRANGEMENTS

- 6.1 It is proposed that the established Early Years Project Board will be the vehicle through which the social research will be monitored and implemented. The Project Board has representation from senior officers of Perth and Kinross CPP, Scottish Government officials, Voluntary Sector and Care Inspectorate and reports to the Children and Young People's Strategic Partnership and Perth and Kinross Council Lifelong Learning Committee and to partner boards as appropriate.

7 COMMUNICATIONS PLAN

- 7.1 A communications plan will be developed to ensure Councillors, Board and CPP members, staff, members of the public and other stakeholders are aware of the progress of the pilot project; how it is contributing to delivery of better outcomes

for our communities; and influencing the future design of children's services in Perth and Kinross.

8 RESOURCE IMPLICATIONS

- 8.1 The timescale of the project is August 2012 – June 2014, subject to successful review after one year. The contract value of the social research and development work to be undertaken by Dartington SRU over the twenty three month period is approximately £225,000. In addition, further costs in terms of officer time will be incurred in delivering the project.
- 8.2 It is proposed that the Council contribution towards funding this project is drawn from the Change Fund approved within the Final Revenue Budget for 2012/13 (Report No. 12/52 refers). The specific level of funding required will be presented within the Revenue Budget Monitoring Report No 1 for approval at the Strategic Policy and Resources Committee meeting on 19 September 2012.
- 8.3 NHS Tayside have been engaged from the outset of discussions relating to this proposal and have indicated their commitment to provide a financial contribution.

9. COUNCIL CORPORATE PLAN OBJECTIVES 2009-2012

- 9.1 The Council's Corporate Plan 2009-2012 lays out five Objectives which provide clear strategic direction, inform decisions at a corporate and service level and shape resources allocation. This proposal will specifically support delivery of the following Corporate Objectives:-
- (ii) Healthy, Caring Communities
 - (iv) Educated, Responsible and Informed Citizens
 - (v) Confident, Active and Inclusive Communities

10. EQUALITIES IMPACT ASSESSMENT (EqIA)

- 10.1 An equality impact assessment needs to be carried out for functions, policies, procedures or strategies in relation to race, gender and disability and other relevant protected characteristics. This supports the Council's legal requirement to comply with the duty to assess and consult on relevant new and existing policies.
- 10.2 The function, policy, procedure or strategy presented in this report was considered under the Corporate Equalities Impact Assessment process (EqIA) and was assessed as relevant. An equality impact assessment will be completed in conjunction with the SRU and actions to reduce or remove negative impacts will be reported to the Early Years Project Board,

11. STRATEGIC ENVIRONMENTAL ASSESSMENT

- 11.1 Strategic Environmental Assessment (SEA) is a legal requirement under the Environmental Assessment (Scotland) Act 2005 that applies to all qualifying plans, programmes and strategies, including policies (PPS).
- 11.2 However, no action is required as the Act does not apply to the matters presented in this report. This is because the Committee are requested to note the contents of the report only and the Committee are not being requested to approve, adopt or agree to an action or to set the framework for future decisions.

12 CONCLUSION

- 12.1 The proposal to collaborate with Dartington SRU to adapt and implement Evidence2Success offers an opportunity for Perth and Kinross Council and its partners to redesign services to have the best possible impact on children in their early years. This will build on the platform of well integrated, responsive services for children identified in our Child Protection Services Inspection; this focuses on well developed partnership working and strong engagement with children and their families. Importantly, the lessons learned from this project will also enable services to strengthen their approach to delivering improvements in impact across all priority areas of the Perth and Kinross Community Planning Partnership. The approach also resonates strongly with current policy drivers of the CPP around place based partnership, early intervention and prevention, evidence based performance management and smarter decision-making about scarce resources.

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Date of Report: 2 August 2012