

Early Intervention is a core component of long term planning

Breaking the inter-generational cycle of dysfunction and underachievement is the greatest prize that Early Intervention can offer – (Graham Allen Early Intervention Next Steps Jan 2011)

INTRODUCTION

1. Defining Prevention and Early Intervention

1.1. Prevention

Prevention can be defined at different levels e.g. preventing something from happening at the outset or preventing a child being placed in the care system. Generally prevention can consist of methods or activities that seek to reduce or deter specific or predictable problems from occurring and promoting desired outcomes or behaviours.

1.2. Early intervention

The majority of children are brought up in their families being cared for and given the right encouragement and direction resulting in good outcomes as they grow. There are other children living in families who need a bit of support but not significant enough to meet the criteria for social services intervention. These families may not have the confidence or knowledge to look for support to help resolve their problems so their problems continue to get worse and in some cases result in social services intervening. Identifying these families early and giving them the support they need when they need it will reduce this risk of escalation. This is early intervention, because the family are supported to stop their problems getting worse and helping them to access support and build resilience for the future and not escalating to more costly services associated with social service interventions.

1.3. Prevention and early Intervention for the purposes of this document is defined as below

“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.” Grasping the Nettle: early intervention for children, families and communities – C4EO

2. Purpose and Objectives

This is a needs assessment relating to prevention and early intervention for children and families; which will provide recommendations of what is needed to build on and progress prevention and early intervention services in Gwynedd.

The purpose of this needs assessment is to identify

- Current provision
- Areas of need
- Gaps in service provision
- What we should be delivering and recommendations as to how

The information in this document will support the development of a Prevention and Early Intervention strategy for Gwynedd setting a long term plan for preventative services in partnership with the third sector and statutory partners.

3. Legislation

There are two key pieces of legislation that are being implemented that make early intervention and prevention a statutory requirement. A summary of the key areas of the Acts are provided below.

3.1. Social Services and Wellbeing (Wales) Act 2014 (the Act)

The Act relates to individuals of all ages, it requires any person exercising functions under the act to promote the well-being of people who need care and support and carers who need support. This is referred to as 'the well-being duty'. Those who are 'exercising functions' under the Act include Welsh Ministers, local authorities, health boards and other statutory agencies. The Act emphasises the need to work with people to secure their wellbeing and prevent the development of their needs for care and support.

Well-being is defined as:

- Physical and mental health and emotional well-being
- Protection from abuse and neglect
- Education, training and recreation
- Domestic, family and personal relationships
- Contribution made to society
- Securing rights and entitlements
- Social and economic well-being
- Suitability of living accommodation
- Physical, intellectual, emotional, social and behavioural development (Children only)
- Welfare as that word is interpreted for the purposes of the Children Act 1989. (Children only)

The fundamental principles of the Act are:

- **Voice and control** – putting the individual and their needs, at the centre of their care, and giving them a voice in, and control over reaching the outcomes

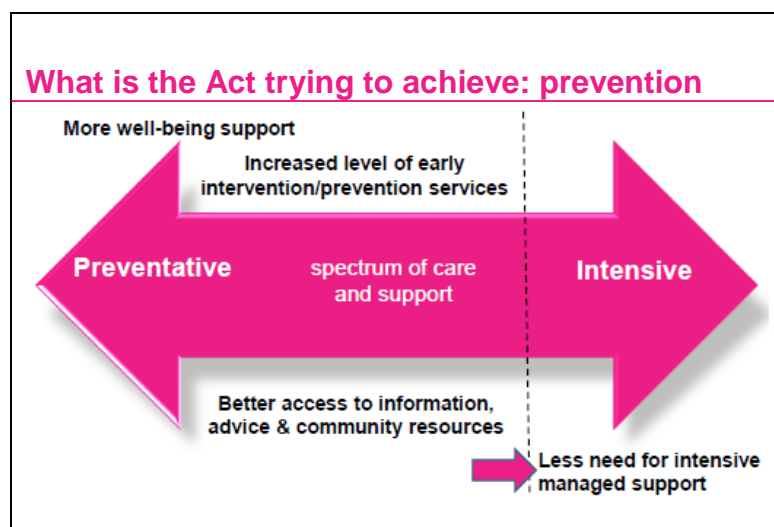
that help them achieve well-being.

- **Prevention and early intervention** – increasing preventative services within the community to minimise the escalation of critical need.
- **Well-being** – supporting people to achieve their own well-being and measuring the success of care and support.
- **Co-production** – encouraging individuals to become more involved in the design and delivery of services.
- **Collaboration** – strong partnership working between organisations

There is a clear focus on rebalancing support from the more costly and intensive intervention to prevention and early intervention. Through increasing levels of prevention services in communities it will minimise the escalation of needs to a critical level.

The below diagram shows where the Act intends services to be working as can be seen the line is further along the spectrum of care.

Diagram 1: Spectrum of Care and Support



It makes significant changes to the way children and young people are to be supported, prioritising prevention and early intervention services which is now a statutory duty. As a result it repeals many previous laws and guidance relating to care and support replacing it within the Act. As a result Part 3 of the Children Act 1989 'Local Authority Support for Children and Families' no longer applies as this is now incorporated into the Act.

The new statutory framework consists of three main elements which are contained in;

- the Act itself,
- regulations made under the Act and
- supporting codes of practice and statutory guidance.

The Act was implemented on 6 April 2016. There will be significant implications for the Authority relating to implementation of the Act to ensure the changes to service delivery meet the requirements of the Act.

3.2. Wellbeing and Future Generations (Wales) Act 2015 (Future Generations Act)

The Future Generations Act places a duty on specified public bodies to achieve the 'well-being' goals. It also has a prevention element and will place an expectation that the public bodies will work better with people and communities and each other to give future generations a good quality of life. There is an expectation that the public sector consider the long term impact on the decisions they make.

Well-being goals to be achieved are as below:

- Prosperous Wales - relating to consideration of climate change, education, economy and employment
- Resilient Wales – enhancing biodiverse natural environments supporting social, economic and ecological resilience with capacity to adapt to change.
- Healthier Wales – peoples physical and mental wellbeing is maximised
- More equal Wales - A society that enables people to fulfil their potential no matter what their background or circumstances
- Wales of cohesive communities – Attractive, viable, safe and well-connected communities
- Wales of vibrant culture and thriving Welsh language - A society that promotes and protects culture, heritage and the Welsh language joined-up approach.
- Globally responsible Wales – takes account of whether things it is doing makes a positive contribution to global well-being

In carrying out their duties there is an expectation that the public bodies will work in collaboration within and outside its service as well as ensuring people who have an interest in achieving the well-being goals are involved.

The sustainable development principle sets out how organisations deliver their duties under the Future Generations Act. In order to show that they have applied the sustainable development principle there are 5 things public bodies need to take into account. These are:

- **Long term** - The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs
- **Prevention** – How acting to prevent problems occurring or getting worse may help public bodies meet their objectives
- **Integration** - Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies
- **Collaboration** - Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives
- **Involvement** - The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves

The Future Generations Act is now being implemented from April 2016 and the elements of prevention, integration and collaboration run alongside the requirement of the Social Services and Wellbeing (Wales) Act 2014.

4. Evidence Base

There is a significant amount of research both from the UK and internationally that evidences the benefits of early intervention. It is also acknowledged that the cost benefits are significantly better than services that intervene later delivering more costly interventions.

Intervention can start before a child is born and will need to continue until the child grows to adulthood. Graham Allen argues that although intervening early before the age of 3 when the brain is developing may have the most effective impact we must ensure that interventions are available from 0 – 18 years to break intergenerational cycles of dysfunction:

*'The 0–18 cycle needs to be addressed over and over again until the repetition of dysfunction from one generation to another is finally broken.'*¹

*'Early Intervention breaks the all too common cycle in which people who grow up with dysfunctional behaviours and lifestyles transmit them to their children, who, in turn, transmit them to their grandchildren. Early Intervention offers a real chance to break this destructive pattern and of raising children to become good parents and carers in turn. Breaking the inter-generational cycle of dysfunction and underachievement is the greatest prize that Early Intervention can offer.'*²

The Chief Medical Officer for Wales in her annual report 2014/15 has made the 'first 1000 days' of a child's life a priority in setting a 'strong foundation for current and future generations'. The priority is based on evidence that getting things right in the first 1000 days of a child's life can break the link between poverty and poor life outcomes. The 1000 days covers the period from conception to the child's second birthday, as this is the time when the child's brain develops most rapidly growing from 25% of its adult size at birth to 75% of its adult size by its second birthday³. What happens in these first 2 years has a significant impact on the development of cognitive skills, social skills and resilience.

What a child experiences early in life will have an impact on their future health, social and emotional behaviours. Public Health Wales have recently undertaken a Welsh study based on over 2000 adults living in Wales looking at their exposure to Adverse Childhood Experience (ACE's) and the impact these have had on their later health and behaviour. ACE's are experiences occurring during childhood that directly hurt a child or affect them through the environment in which they live. The ACE's considered in the report are:

- Sexual abuse
- Physical abuse
- Verbal abuse
- Domestic violence
- Parental separation

¹ Early Intervention: Next Steps – Graham Allen MP January 2011 Ch1.

² Ibid

³ Chief Medical Officer for Wales Annual Report 2014/15 – Healthy, Happier, Fairer

- Mental illness (parent or someone living in the household)
- Alcohol and drug abuse
- Someone they lived with being in prison

It was found that the more ACE's experienced in early childhood the worse the outcomes in later life:

'Children who experience stressful and poor quality childhoods are more likely to adopt health-harming behaviours during adolescence which can themselves lead to mental health illnesses and diseases such as cancer, heart disease and diabetes later in life.

Experiencing ACEs means individuals are more likely to perform poorly in school, more likely to be involved in crime and ultimately less likely to be a productive member of society

....children of those affected by ACEs are at increased risk of exposing their own children to ACEs.... Consequently, preventing ACEs in a single generation or reducing their impact on children can benefit not only those individuals but also future generations across Wales.⁴

Providing support across the age ranges will enable and support children and young people to make better life choices and impact on their future role as parents.

There are significant social benefits to intervening early, for example in terms of improvements in behaviour, reduction in violent crime, higher educational attainment, better employment opportunities and more responsible parenting of the next generation. If we continue to intervene later the cost will continue to increase for local authorities, police, health, judicial system (courts, prisons etc) and the intergenerational cycle of poor outcomes will continue. Intervening early is an investment which will save on later more costly interventions.

5. Mapping Current Provision

Current provision in Gwynedd for children and families is varied and crosses various services and agencies from local authority, health and the third sector. Mapping of the current provision has been undertaken and full details of the relevant services and provision are available in Appendix 1.

6. Current Effective Practice

Based on evidence from delivery of the current services a summary of effective practice is outlined below. The elements from these services are key to successful support for children and families.

6.1. Multi agency working and Information Sharing

Multi agency working and information sharing go hand in hand when providing support to families. Agencies working together and sharing information on the service they are providing or are able to provide to families ensures that there is no duplication and families are not overwhelmed with many different services working with them at the same time.

⁴ Adverse Childhood Experiences and their impact on health harming behaviours in Welsh adult population: Welsh Adverse Childhood Experience Study, Public Health Wales 2015

6.1.1. Families First have been successful in delivering multi agency support by:

Requirement for Consortia – Commissioning for Families First required services to work together in consortia when responding to tenders. Providers working in consortia with a lead provider who distributes referrals to the consortia working together to deliver support and sharing information. This has resulted in them building good working relationships that may not have developed without being in a consortia.

Allocation Panel – Fortnightly meetings with consortia leads and Gyda'n Gilydd to discuss and allocate referrals. Information is shared about families to ensure the most appropriate service is provided and all agencies know who is working with the family and when.

Review meetings – review meetings are held with the family and services who are working with them to discuss progress. Everyone knows what stage the support is at and how the family are progressing. Families have valued these meetings as they feel empowered and able to contribute.

6.1.2. Flying Start are a multi agency team made up of health, local authority and third sector services working together and able to access relevant support within the programme more easily.

6.1.3. Integrated Family Support Service (IFSS) :

multi agency team made up of health and social services staff who are co located and provide expertise to support families and colleagues.

They are able to share information and allocate the most appropriate member of the team to work with a family based on the families needs.

6.1.4. Youth Engagement and Progression Framework have established multi agency panel to discuss and share information relating to young people who are at risk of becoming Not in Education Employment or Training (NEET) called the 'Post 16 Young People Engagement Panel'. The panel is a multi-agency partnership that was developed to identify the gaps and barriers that prevent young people from entering education, training and/or employment.

The 16+ Engagement Panel share information in accordance with the local information sharing protocol that has been approved by WASPI and signed by all key partners.

The panel has examples of good practise and impact in terms of identifying the right support/provision for young people who have multiple barriers via working cohesively to ensure outcomes. All partners are pro active in following up identified action points within their organisation and support the multi agency approach.

Information sharing – the 16+ Engagement Panel share information in accordance with the local information sharing protocol that has been approved by WASPI and signed by all key partners

6.1.5. TRAC have a multi agency staff team who are able to meet the identified needs of young people in school who need their support to prevent them becoming NEET.

Multi agency panel who meet to identify those who progress to receive Trac support which includes relevant services that work with children and families to reduce duplication.

6.2. Early Identification

Early identification is key to providing support early to prevent issues from escalating and ensuring they progress successfully either as a family or children progressing to gain the best outcomes for their future.

Effective practice is in place in the following programmes/projects:

- 6.2.1. TRAC have a specific early identification system to identify young people in years 7 to 13 who are at risk of becoming NEET. Once identified they are discussed in the multi agency panel to identify those who progress to receive Trac support.
- 6.2.2. Youth Engagement and Progression Framework have an early identification system developed by the Engagement & Progression Co-ordinators (EPCs) from the 6 North Wales authorities known as a learner profile tool (LPT). The LPT provides data on learners who are at risk of becoming NEET post 16. This enables them to prioritise appropriate resources and support for the identified learners to reduce the risk of becoming NEET.
- 6.2.3. Flying Start provides services to all children up to 4 years old living in the more deprived areas of the county. By providing this service in the more deprived areas it is providing services to families who may have difficulties either before they start or when they are just starting.
- 6.2.4. Youth Justice Service Prevention Team have worked with young people who are identified as being at risk of or who are first time entrants into the youth justice system. They are a multi skilled team who work with the young person to divert them from future entry into the criminal justice system.

6.3. Dedicated Worker

Having a person who the family, child or young person can build a relationship with and trust has been a key element of the support provided. This has been implemented in:

- 6.3.1. Families First with a coordinator allocated to the family to undertake the assessment with them, develop their plan and coordinate the services they receive. Families have valued the role of the coordinator as a single point of contact if they need it to support and advise them through the process of TAF.
- 6.3.2. Edge of Care team have been successful in using a dedicated family worker who is allocated to the family to work intensively with them for up to 8 weeks on a 1:1 basis. The team have the time to build a relationship with the family getting to know them and build trust which helps in being able to identify what the family's needs are and work with them to resolve issues and improve their skills
- 6.3.3. IFSS multi agency team have a worker allocated to the family to provide intensive support in the first 6 weeks of provision. The worker as in the Edge of Care team is able to build a good relationship with the family understanding the

support they require and working with them to improve their situation.

6.3.4. Trac use a key worker role to work with the young person identified as needing support. The key worker works with the individual and develops bespoke supports with them to meet their specific needs. This works well with young people as they have individual needs and which may not be addressed within a group setting.

6.3.5. Teulu Ni provided a flexible 1:1 services provided by family buddies in the home. They were able to spend time with the families working with them to identify and meet their needs where possible e.g. attending groups, engaging in community activities.

6.4. Whole Family Approach

Delivery of support to the family as a whole is a key to success in early intervention as working with one member will not have the full effect.

6.4.1. Families First deliver TAF through Gyda'n Gilydd providing a whole family approach and identifying each members strengths and what they want to change. Based on this the TAF will put in place the support either as a family or for individuals making sure they are coordinated.

6.4.2. IFSS and the Edge of Care team also have a whole family approach working with the parents and child/young person to keep them together or return a child/young person to a family unit. The whole family approach ensures that every element of the family is supported to improve their circumstances.

6.4.3. Trac work with the young person but where needed will work with the family to ensure that the work undertaken with the young person is re enforced in the home.

6.5. Single Point of Access

Having a single point of access for support is important both for families and practitioners is important so that they know where they can access information and support if required.

6.5.1. Families First have a single point of access to their services through Gyda'n Gilydd who coordinate the referrals and allocation through the allocations panel.

6.5.2. Trac and Youth Engagement and Progression Framework both have panels where they discuss the young people with identified needs. Whilst this isn't a point of contact it is a single panel where all the young people are discussed on a multi agency basis.

7. Gaps in Service

The delivery of Families First over the last 3 years has resulted in a significant amount of data and information being collected relating to families who have used the service and the needs of those families. We are in a much better position as a result to be able to identify what services are required to meet their needs and intervene early. Together with information from Families First providers, Flying Start and Social Services some gaps and needs have been identified.

7.1. Low level mental health support

Gyda'n Gilydd have identified a need for low level mental health support. Many of the families they have worked with have a parent with low level mental health needs mainly relating to anxiety and depression. Because the needs are not at a level which makes them eligible for adult mental health services they are unable to access relevant support.

Current provision:

Mind (mental health charity) provide some services which are used to support some parents and the counselling services provided by GISDA has been effective but both are limited. Barnardo's provide Mindfulness to parents in Gwynedd. Some parents have attended Mindful parenting which has been successful in improving the relationship between parent and child.

Evidence of impact on children from parental mental health:

Information from a study undertaken by Scie⁵ relating to the impact of parental mental health indicates that it is probable that 9 to 10% of women and 5 to 6 % of men will be parents with mental health problems; the most common mental disorders being anxiety and depression. The study also identified from national surveys that lone parents are more likely to have mental health problems with young mothers more likely than older ones to have mental health problems.

The Scie report also refers to a model which suggests mental health and wellbeing of the children and adults in a family where a parent has a mental health problem are linked in at least three ways:

- parental mental health problems can adversely affect the development, and in some cases the safety, of children
- growing up with a mentally ill parent can have a negative impact on a person's adjustment in adulthood, including their transition to parenthood
- children, particularly those with emotional, behavioural or chronic physical difficulties, can precipitate or exacerbate mental ill health in their parents/carers.

With this in mind it is important to ensure that parents with mental health problems are provided with relevant support to ensure their children do not develop mental health issues themselves thereby continuing the intergenerational impact of poor mental health.

Service development:

Many of the parents who need support have chaotic and problematic lives with other issues such as debt, housing issues, unemployment that will contribute to poor mental health. The interventions therefore need to take a holistic approach to how these issues are dealt with having a package of support which includes dealing with the mental health issue.

Gyda'n Gilydd does currently provide the holistic support to families through an in depth assessment and an action plan for how the support will be provided agreed with the family. The support for parenting, financial issues, housing etc are available for families which goes some way to improving situations, there is however a need to have a service which is specific to resolving the mental health issues.

⁵ Research reviews on prevalence, detection and interventions in parental mental health and child welfare Scie July 2009

In order to ensure the most effective services are provided it is recommended that the mental health needs of parents are reviewed and they are involved in designing services based on their needs. Identify what has worked well with parents who have been supported by Gyda'n Gilydd and other local services and what has not, this will support service development. Identify what workforce development is required to enable the workforce working with children and families to be confident in identifying, supporting and signposting parents with low level mental health.

7.2. Support for teenagers

Teenagers have different needs due to various circumstances from their development to changes in the home environment. Parenting can assist to support parents to deal with behaviours and understand their children, but more is needed. Based on feedback from providers there are other services needed specifically to support the needs of teenagers, these include:

- mental health support in particular relating to self harm
- changes in family circumstances where a new step parent is introduced with older children tending to feel isolated leading to breakdown in family relationship
- Behaviour which can be linked to parenting during the early years, developmental delays/issues not identified e.g. communication, speech and language delay, peer pressure undiagnosed conditions such as autism and ADHD.

Current provision:

There are services available through Gisda relating to counselling, housing and employment and with Y Bont through Families First who provide a family group conferencing and mediation service. Both these services are dependent on funding with **Families First element funded until 2017.**

Service Development:

Whilst the services available through Families First will support some teenagers, there is a need for other support and intervention to fully meet the needs identified. Multi agency approach which includes schools, health, youth provision and current third sector providers will be a key element for supporting teenagers.

There are services that support teenagers who are likely to become NEET being implemented with TRAC and in development through Opus.

Due to the adverse childhood experiences support for some teenagers will be difficult as their behaviours and emotional development will already be set. However there is an opportunity to work with them to reduce the impact of these early experiences so that they become better parents. Development of services and support to address these issues are needed in consultation with young people and relevant services working together to ensure the needs are understood.

8. Identified needs

Information relating to needs of families were initially identified following analysis of the reason for referral to Families First over the last 3 years. The areas identified were further discussed with providers and the Gyda'n Gilydd team to gain a better understanding of the specific needs. Other areas of need were also identified during discussion with providers.

8.1. Speech and language delay

Speech and language delay was highlighted as an issue for children entering Flying Start child care at age 3 years. Whilst children are monitored for their developmental milestones speech and language delay isn't always identified and isn't noticeable until they enter the child care setting or school. Identifying the speech and language delay at this stage means that the child will need to receive support to catch up with other children. However, there is evidence that getting support early can result in them being at the same level as their peers by age 5 years.

Current provision:

Flying Start already have resources to be able to identify and support children with speech and language delay and their parents. However, there is more that needs to be done to support this work including how this will be maintained following 2017 when both Flying Start and Families First funding is due to finish

Health visitors undertaken developmental checks of children and if there are any issues with speech and language identified they can be referred to the speech and language therapy services. In Wales the Healthy Child programme will be implemented in 2016 which includes more intensive health visiting, however capacity of current health visitors and the need for more to be recruited will be an issue in implementation of the programme.

Evidence of impact of delayed speech and language:

Waiting until children attend school to develop their speech and language is not an option as this is far too late for them to be able to catch up with their peers. Therefore early identification and interventions to ensure parents/carers are developing their child's speech and language is an important element of preventing future difficulties.

'If a child does not benefit from early intervention, there are multiple risks – of lower educational attainment, of behavioural problems, of emotional and psychological difficulties, of poorer employment prospects, challenges to mental health and, in some cases, of a descent into criminality'⁶.

The risk of not intervening early will lead to more complex needs as the child develops resulting in costly outcomes to public services. Failure to identify and correct speech and language delay can have a significant impact on a child's future with 50% of young men in custody having communication difficulties which can stem

⁶ The Bercow Report, A Review of Services for Children and Young People (0-19) with Speech, Language and Communication Needs 2008

from early speech and language delay as well as other difficulties

Service development:

There is a need to consider how using resources more effectively through better joint working and workforce development can identify speech and language delay and support health practitioners to provide effective interventions for children and their parents.

Education department have already developed a process for identifying and supporting children with speech and language delay and difficulties. There is a need to identify how education, health, childcare providers and support services can work better together to support this work to ensure good outcomes for children and young people.

8.2. Parenting

Parenting is consistently identified as an area of need when referring into Families First services.

Current provision:

There are a range of evidence based interventions available to develop parenting skills and they are delivered by Families First, Flying Start and other third sector services.

Teulu Ni provided the support element to families with a 'buddy' working with the family with a bespoke package depending on their support needs. Teulu Ni also had access to other appropriate support they could refer to if required. They also used the local community resources to introduce families to community activities they could access, many for free.

Service development:

There is a need to look at parenting in a wider sense; no one is born a parent with the skills and knowledge to be a 'model parent'. What we experience from our own parents as we grow will impact on how we parent, if those experiences have been negative it creates an intergenerational cycle of poor parenting impacting on children's emotional and social development. There are more interventions that can support parents in addition to the programmes available.

The Welsh Government 'Parenting in Wales Guidance'⁷ states that:

'Keeping a strong focus on positive outcomes intended for children and reflecting their rights, support for mothers, fathers and carers should be provided that will:

- enhance positive parenting skills to manage behaviour more effectively and promote children's social skills, self-esteem and self-discipline;
- improve parent-child relationships and parent-parent relationships;
- develop positive attitudes and aspiration;

⁷ Parenting in Wales: Guidance on engagement and support, September 2014

- strengthen parents' understanding of child development and foster their ability to be more responsive to the needs of their children to promote their social, emotional and cognitive development and well-being;
- increase parents' confidence in their parenting role; and
- increase parents' confidence and skills in providing a positive home learning environment and supporting their child with their learning'

There are varying degrees of parenting support required from group to 1:1 work to more informal peer support where parents can support each other. Delivery needs to be based not only on the evidence based interventions but local and national good practice that has shown to be effective.

A coordinated approach to delivering parenting needs to be considered to make the most effective use of the various providers of parenting provision in Gwynedd.

8.3. Child behaviour

The reasons behind children's behaviour will have strong links to parenting with attachment being observed as an issue for many. For some children their behaviour is not identified until they reach school which is the experience from some of the Gyda'n Gilydd cases. This does not mean that the behaviour is as a result of school attendance, it is likely to have been there prior to this but not recognised as an issue in the home.

Current provision

One of the areas highlighted as an issue is attachment which happens in the very early stages of a child's life. There is the provision of baby massage which improves attachment between parent and baby delivered by Families First and Flying Start. Some of the evidence based parenting programmes also deal with attachment, but more is needed as a preventative element.

Evidence of impact of early intervention on child behaviour

Intervention in the early years is the key to tackling behavioural and attachment issues in particular from pre birth to age 3. Evidence has shown that children's brains are forming and developing before birth and during the first 18 months of their lives (see reference above to Chief Medical Examiners annual report), what happens in this time has an impact on their emotional development. Should the child not be subject to appropriate sensory, social and emotional stimulation by the parent/carer it is likely they will have insecure attachment which leads to poor outcomes such as:

'elevated levels of perpetrating domestic violence, higher levels of alcohol and substance misuse and multiple sexual partners'⁸

Service Development

⁸ Early Intervention: Next Steps Graham Allen MP 2011

Effective interventions at the perinatal stage (period immediately before and after birth) through to age 3 are crucial to ensuring better life chances and outcomes for children as they grow to adulthood. Spending at this stage will prevent later poor outcomes and increased costs.

Building on and enhancing the multi-agency working with health and early years professionals (both statutory and third sector) will be crucial to delivering better outcomes and breaking intergenerational cycles of poverty and poor parenting.

9. Social Services and Wellbeing (Wales) Act 2014

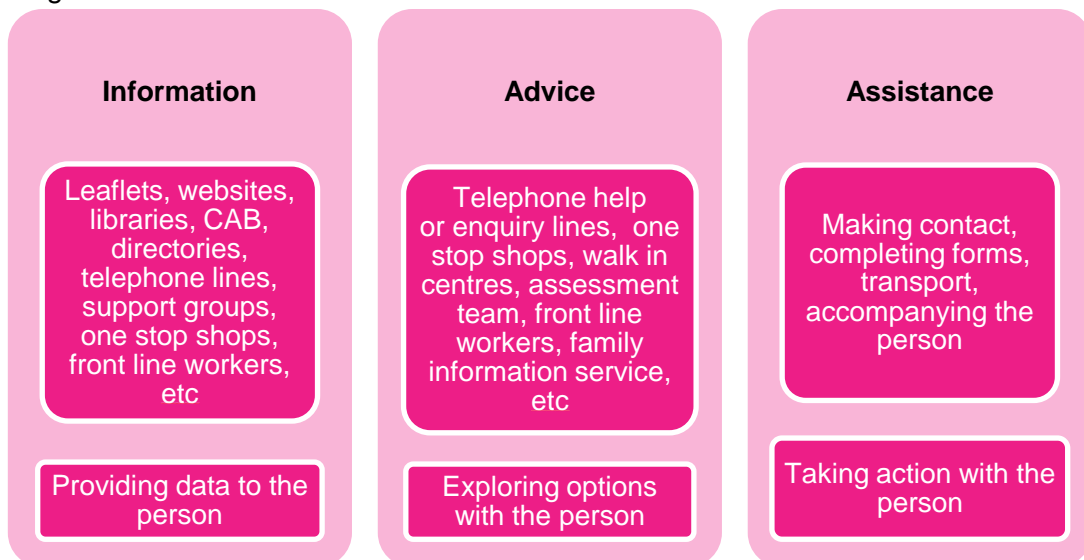
What we should be delivering

The Social Services and Wellbeing (Wales) Act 2014 (the Act) puts prevention and early intervention on a statutory footing. Well-being underpins the whole system and prevention and early intervention plays a key role in promoting well-being. The duties not only apply to the Local Authority but the local health boards and other public bodies.

The below recommendations therefore take account of the relevant elements of the Act linked to the needs identified to ensure it is embedded in the development of prevention and early intervention in Gwynedd.

9.1. Information Advice and Assistance (IAA) - S17 of the Act

The provision of IAA will be delivered on different levels as indicated in the below diagram:



Provision of IAA will be key to enabling families to access information about services available and to receive support where needed. How this is delivered is important and whilst the duty to ensure the provision is available is with the local authority they do not have to provide all elements of the service.

The recommendations in the review of social services identified the need for a 'single front door' and access to services for children in need. This should contribute to the requirements of the Act in relation to IAA.

The development and provision of IAA will need to take account of the service needs and gaps identified to support families and work with health and other partner organisations to ensure the information and assistance is available to them. It will be important when developing the service that the availability, accessibility and ease of use of information and advice is considered in relation to the local population using the services.

9.2. Prevention and Early Intervention – S15 of the Act Preventative services

The Act states that the local authority 'must provide or arrange for the provision of a range and level of services which it considers will achieve the purposes...' The purposes include:

- promoting the upbringing of children by their families, where that is consistent with the well-being of children;
- reducing the need for
 - proceedings for care or supervision orders under the Children Act 1989
 - criminal proceedings against children,
- encouraging children not to commit criminal offences;

There is a requirement for the local authority to identify and work closely with key relevant partners to deliver prevention and early intervention services.

The Act stresses that prevention is wider than social services. All areas of local authorities e.g. housing, leisure, youth service and education and local health boards must take a preventative approach that helps to achieve prevention and early intervention. It will also be important to involve the voluntary sector in delivering services as they are an important partner in delivering prevention and early intervention services.

Taking account of the number of agencies who can potentially be involved in delivering prevention and early intervention there is a need to ensure services are coordinated; therefore as well as having effective services or interventions effective multi agency or integrated provision is key to delivery.

10. Recommendations

In order to ensure prevention and early intervention is delivered effectively the following recommendations are made.

10.1. Information Advice and Assistance – Single Point of Access

As a requirement of the Act Information Advice and Assistance must be developed. To ensure this is effective the service should be available through a single point of access. This will assist families, children and young people in being able to access information and support at an earlier stage with one single number to call. The name given to the service must be 'welcoming' so that people contacting the service

feel it is to help and support them.

10.2. Multi Agency working

Multi agency working has proved to be effective with agencies and staff sharing information, families receiving relevant services at the right time without duplication.

In commissioning and developing services to meet the identified needs and gaps multi agency working across local authority departments, other public and third sector services should be a key requirement in order to continue and improve on current practice. Clear requirement in commissioning will be to ensure information sharing protocols are in place to support multi agency working and information sharing.

10.3. Coordination of Services

There is a need to build and develop practice from current provision e.g. TAF and Trac with a key worker or coordinator dedicated to the family/young person who can build a relationship with them and engage them in the support. Having a trusting relationship improves the chances of engagement and improvement in the family/young person's situation. When commissioning and developing services to meet the identified gaps and needs this will be a key element as many of the needs/gaps will be interdependent within the support provided to families e.g. mental health support for a mother who needs support with a child's behaviour.

10.4. Strategic Planning and Sustainability

The majority of the programmes identified as providing support to families are dependent on grant funding, some of which come to an end In 2017 others later. This must be taken into account in developing services and maintaining current service provision as a risk. Sustainability in services and consideration of services being embedded into core services and developing the market will be key and a forward work programme must be developed to identify risks and manage implementation of the strategic planning of support for families.

10.5. Business Benefits - Measuring Cost Benefit

It is recommended that for future development of early intervention services cost benefit analysis is built into the process. This will assist in identifying and assessing the benefits of the option, based on the outcomes it is intended to achieve compared to future demand for statutory or acute services. Cost benefit information can be used to monitor the impact of the service based on the initial cost benefit. If the service is not providing the expected return it can either be adapted or stopped. See Appendix 2 for case study in Gwynedd

SERVICE PROVISION

Current Provision

The below provides an overview of the early intervention provision in place in Gwynedd under the following headings:

- National Programmes
- Local Authority provision
- Third Sector provision

National Programmes

All the below programmes are funded with a Welsh Government grant which come to an end in March 2017. Depending on the outcome of the election in May 2016 and the decisions made following there may be an impact on the future of the programmes.

Families First

Families First is a Welsh Government programme aiming to reduce child poverty in Wales through early coordinated support for families based on a Team Around the Family (TAF) approach supported by commissioned services. Gwynedd established a TAF which is known as 'Gyda'n Gilydd' in 2012 and commissioned services based on identified needs at the time.

Families who recognise they require additional support, but do not meet Social Services criteria can be referred to Gyda'n Gilydd by a professional working with them or self referral. The service can only be provided with the consent of the family and is available in all areas of Gwynedd. Gyda'n Gilydd are a single point of access providing a coordinated approach to families who meet the criteria (see Appendix 1) and need support from more than one service (coordinated through TAF approach) or referral for single service where appropriate.

TAF is a way of working that supports the whole family following an in depth assessment which considers their strengths and needs. The assessment is undertaken on a Joint Assessment Family Framework (JAFF) form which is completed with the family.

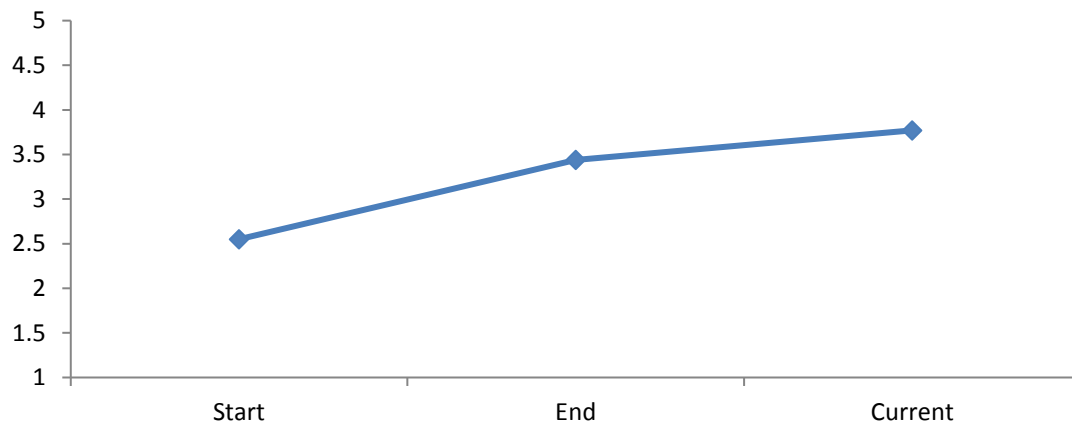
Gyda'n Gilydd have received 1879 referrals since they started in 2012 with 90% of families referred receiving a service either coordinated by the TAF approach or single service. Families are referred from all areas of Gwynedd 90% of the families live outside the 10% most deprived areas.

The progress a family makes based on the support provided is monitored from the assessment to when the case is closed through a 'distance travelled tool'. The family give themselves a score for each of the domains within the assessment which is then repeated at the end of the interventions. This measures how well the family are progressing based on the interventions in place.

The Centre for Evidence Based Early Intervention, at Bangor University were commissioned to undertake an independent evaluation with a sample of families who received TAF intervention. The study is to establish what families thought of the services they received,

and whether the effects of the programme are long lasting, and made a meaningful difference to their lives, with a focus on strengthening family resilience. In March 2015 the first report was completed and distance travelled information relating to 18 families reviewed comparing their initial score, score at closure and at 6 month follow up. At closure 16 of the 18 families reported improvement with 2 showing no change, at six month follow up 10 of the families had reported continued improvement.

Graph 1: Family Unit Group Mean Score Across Domains from start to 6 month follow up



Note: The points are labelled as: 1 – ‘Lots of Problems’, 2 – ‘A Few Problems’, 3 – ‘OK’, 4- ‘Going Quite Well’ and 5 – ‘Going Really Well’.

Families were also asked if they had experienced a stressful event since being closed to Gyda’n Gilydd, 18 of the families had experienced such an event with 15 reporting that they coped better than usual and/or got back to normal sooner as a result of the service from Gyda’n Gilydd.

The results of the research and follow up show that the interventions have improved the family’s situation and resilience with the majority reporting that they had continued to improve and coped better with challenging situations post intervention.

The feedback from families identified that because of the support the families had received they felt more resilient and the family worked together better. Some improvements include:

- Improved confidence with - speaking to services on the phone, cooking skills, managing money, going out, parenting and playing with their children
- Improved mental health – buy reducing stress or worries they had
- Asking for help – families realised it was OK to ask for help which prior to intervention they had found this difficult

Families also valued the way the service was delivered finding it informal but structured and easy to access. The families valued the support for the whole family and the meetings with all the agencies together as well as having a voice in the meetings. The timing of the interventions was also appreciated and the families felt that this prevented more complex problems developing.

Having met with some families recently who have received a service from Gyda'n Gilydd and commissioned services they value the service:

- Family who had been open to social services previously felt that they had benefitted from the continued support from Gyda'n Gilydd, they felt that their confidence and their relationship had improved. The father said that with Gyda'n Gilydd it was better as you were 'doing for yourself' because they were more involved in what support they needed and when.
- A single mother with two children who had been struggling to get a service for her daughter had referred to Gyda'n Gilydd as a last resort. She felt that with Gyda'n Gilydd coordinating support between education and other support service she had gained the support she needed and as a result her relationship with her daughter was significantly improved. She said that as she had tried everything she didn't know where else to turn 'it's not like you can go to the doctor about it' was how she felt.

Overall it appears from feedback that families are benefitting from the early intervention provided through Gyda'n Gilydd. Although it is not a representative sample of all those receiving a service the indication is that families have a positive experience with the majority of those followed up after 6 months continuing to do well.

There isn't a way of confirming the cost benefit of early intervention service as it is not possible to be certain what the future would hold for the families concerned. However, a rough estimate based on the interventions provided by Gyda'n Gilydd along with other services does show a probable cost saving see Appendix 2 for example from one family.

Good Practice

- Having one point of contact and working in a coordinated way with families has been a key feature of delivering TAF.
- Working with families as a whole has been beneficial as the strengths and difficulties of a family as a whole are identified and addressed.
- The family being involved in the whole process from assessment to identifying their action plan and having a voice has been significantly effective. From both the national evaluation and local interviews with families they have felt engaged and that support is provided at the right time and when they are ready.
- Multi agency working between the agencies working with the family has been a significant benefit. Everyone knows who is working with the family, what stage the support is at and how the family are progressing, through sharing information and regular review meetings this has been very effective.

Flying Start (2016/17 £2,223,900)

Flying Start provides support to families with children up to the age of 4 years old who live in the more deprived areas of Wales. The programme focuses on identification of need and early intervention with four main entitlements being:

- Enhanced health visiting service
- Free part time, high quality childcare for 2-3 year olds
- Access to parenting support

- Support for speech language and communication

Flying Start is available in the following wards in Gwynedd:

- Glancegin (Bangor),
- Marchog 1 and 2 and Maesincla (Caernarfon),
- Peblig and Cadnant wards,
- Maenofferen and Diffwys wards (Blaenau Ffestiniog),
- Gerlan (Bethesda)
- Talysran,
- Llanllyfni and Clynog and
- South Dolgellau

The number of children who have benefitted from the service in 2014/15 was 900. The services available are shown above and families will have used one or more of those services. The outcomes for children are shown to be positive from the support provided with a high percentage of children reaching their developmental milestones at age 2 years and 3 years. There are also a higher percentage of children recorded on the school roll at aged 3 compared to non-flying start areas

A national evaluation of the service has shown that children have improved communication and behaviour whilst parents have more confidence in dealing with their child's behaviour, interact with their child more e.g. through play and reading. This impacts on the development of the child and the interaction between child and parent/carer improves the attachment and nurturing element. This is extremely important for the future development of the child as a lack of attachment and nurturing can lead to difficulties in later life as the children go through the teen age years and into adulthood.

The delivery of this programme in the early years is in line with evidence from research showing that intervention when the brain is developing is the most effective. The components of the delivery of Flying Start with intensive health visiting and the parenting programmes available provide a good start for children as parents develop and enhance their parenting skills and attachment with their child.

Flying Start is a provision which is 'post code' dependent meaning that some families who fall outside the post code area would not receive the services. In Gwynedd this was considered during the commissioning process for Families First and as a result a similar service for early years was commissioned to work with families outside the Flying Start areas who needed support. Many of the referrals through Families First have been for this service and the majority of cases are dealt with and closed within 12 months.

Good practice:

- Provision of free child care -
 - Schools identified that children who have received Flying Start services are more prepared for school.
 - enabled some parents to have the provision who may not have done due to financial restraints
 - parents identified that their child was more confident, able to interact with others and learnt how to share

- Intensive health visiting service building a good open relationship with the parent who was comfortable in discussing difficulties with the health visitor e.g. bed time routines. Also parents were more likely to take advantage of other services.
- Parenting programmes enable parents to deal with child behaviour.

Communities First

Communities First is a community focused tackling poverty programme working in the 10% most deprived areas of Wales based on the Welsh Index of Multiple Deprivation. The Gwynedd areas are Talysarn, Cadnant and Peblig and Marchog.

The priorities for the programme will change from Healthier, Prosperous and Learning communities with the main priority for the programme going forward being employability and delivery plans are currently being developed. The programme is open to all age ranges living within the identified areas.

Supporting People

Supporting People provides housing related support to vulnerable people to be able to live as independently as possible. The service aims to prevent problems by providing support as early as possible to reduce demand on statutory services. Aims of the programme are:

- Help vulnerable people live as independently as possible by ensuring Supporting People services are enabling, and developing a person's independence as opposed to establishing a long-term dependency, i.e. 'doing with' as distinct from 'doing for'.
- Prevent problems or provide help as early as possible in order to reduce demand on other services such as health and social services
- Help people to secure and maintain their home, by helping to maximise people's income, improve their confidence and skills, and enable them to engage with wider programmes to access training and job opportunities.
- Ensure high quality services, which are delivered as efficiently and effectively as possible through joint working between organisations which plan and fund services and those that provide services.
- Provide support based on need.
- Promote equality and reducing inequalities.
- Put people at the heart of the programme.

Gwynedd supporting people commission and fund a number of providers to support vulnerable people to avoid homelessness. The provision includes specific services for families and young people.

Services within Gwynedd Council

Social Services – Children and Families

Social Services provide a service that protects children who may be at risk of abuse or neglect. The needs of families accessing the service are complex and include children in

need, children who need protection and children looked after. The level of complexity depends on the type of intervention that is provided to families.

Statistics show that the main reason for children receiving statutory services in Gwynedd is due to abuse or neglect. The main issues relating to the interventions have consistently been:

- Parental substance or alcohol misuse
- Parental mental ill health
- Domestic abuse

Other recent emerging issues relate to child sexual exploitation with a significant increase reported in the last few months. Whilst this is an area being addressed by the Regional Safeguarding Children's board there is an opportunity to consider preventative measures in respect of this issue through education and awareness raising.

The number of children in need has increased over the last few years from 245 in 2011 to 295 in 2014. However, the number of re referrals to social services have reduced significantly from 807 in 2011/12 to 369 in 2014/15.

A review of children's services was undertaken in 2012 'end to end' which resulted in recommendations being made and approved for an '**edge of care**' team. The team has been established and is made up of a social worker as team manager, key worker and family link workers. The team were established to

- prevent children and young people entering care
- Return children home within the first 8 weeks of being in care
- Move from an intensive service provision into foster care and supporting foster carers

They work intensively on a 1:1 basis with families for up to 8 weeks and there has been significant cost avoidance of £379,500 in 2015/16 (since June not a full year). The majority of the cost avoidance have come from returning children from high cost intensive residential placements as well as some being returned home from care.

Other recommendations in the review need to be taken into consideration in the development of the Early Intervention and Prevention strategy for the Authority. In particular the 'single front door', access to services and multi agency team as these are key elements which link into the requirements of the Act.

Good practice

- Dedicated workers with skills to engage and work intensively with the family on a 1:1 basis for up to 8 weeks being with the family on a regular basis during the week.
- The team have the time to build a relationship with the family getting to know them and build trust which helps in being able to identify what the family's needs are and work with them to resolve issues and improve their skills.

Integrated Family Support Service (IFSS)

The IFSS is a statutory service made up of a multi-agency team covering both Gwynedd and Anglesey who work with parents and the extended family at an early stage before children

become at risk of being taken into care. This is achieved by providing family focussed services to enable parents to improve their parenting skills. The team work with families in two phases the first phase being intensive support for up to 6 weeks. An evaluation of the pilot areas showed a significant positive improvement for families following the intensive intervention. The Phase 2 intervention continues for 12 months at a lower level of support but the improvements were shown to be maintained during this time.

The team consists of a consultant social worker, 3 family intervention specialists who are a social worker, mental health nurse and school nurse. In the last year they have worked with 30 families and they have seen an increase in referrals resulting in a waiting list being held at times.

Feedback in the evaluation stated that:

'Many families welcomed the family-centred approach with IFSS and saw this as being a much more effective way of working than the traditional support they had received in the past. In general terms, the family based approach opened up the lines of communication between family members and helped them to understand and empathise with each other. For many families this empathy and understanding continued beyond the lifetime of the programme, and was in stark contrast to how things were prior to their involvement with the IFSS programme.'

Many of the families are at a critical level of need and require significant support, it is therefore a positive outcome to be able to engage with the families to achieve improvements.

The IFSS together with the Edge of Care team are a valuable resource to the Children and Families services which has the potential to make significant savings by reducing the number of children in care or bringing children back from expensive out of county placements to the local area.

Good Practice

- As above with the edge of care team they are able to work with the family intensively and provide support to improve their situation.
- Multi-agency team which can provide expertise to support families and colleagues
- Families feel part of the process and feel that they have some input into the support

Youth Engagement and Progression Framework

The Youth Engagement and Progression Framework (YEPF) aims to reduce the number of young people who are not in education, employment or training (NEET). The Framework has six components, proven to be effective at increasing youth engagement and progression when implemented together as part of a strategy. These are:

- early identification,
- better brokerage and coordination of support;
- stronger tracking and transition of young people;
- ensuring provision meets the needs of young people;
- a focus on employability skills and opportunities for employment among young people; and
- greater accountability.

Local authorities (LAs) have been charged with the role of leading implementation of the Framework, working closely with Careers Wales, youth services, schools, training providers to those aged 16 and over and other partners. The Youth Engagement and Progression Manager in Gwynedd is accountable for ensuring the Welsh Government’s action plan and the local authority’s strategic plan (key areas) is implemented and monitored effectively.

The overall aim of the YEPF is to reduce the:

- Number of NEETs aged 16 to 18 to 9 per cent by 2017
- Proportion of young people aged 19 to 24 who are NEET in Wales relative to the UK as a whole by 2017.

How are we doing at a local level compared to Wales?

Year 11 Data:

The chart shows the outcomes from Careers Wales annual survey of all leavers from maintained schools in Wales which looks at destinations as at end October each year. The results from this survey provide an estimate of the number of 16-year-olds who are NEET in Gwynedd and Wales.

| | 2007 | 2008 | 2009 | 2010 | 2011 | 2012` | 2013 | 2014 |
|---------|------|------|------|------|------|-------|------|------|
| Gwynedd | 4.4 | 5.7 | 4.2 | 3.6 | 3.6 | 3.0 | 2.4 | 1.7 |
| Wales | 6.9 | 7.1 | 5.7 | 5.4 | 4.4 | 4.2 | 3.7 | 1.7 |

The data demonstrates that, overall, school leavers are engaging successfully into their first destination after year 11 – this could be the effect of the right support and provision pre 16, the right identification of learners and early intervention as well as working in partnership.

Young People 16-24:

The data shows the outcomes from Careers Wales 5 Tier data of engagement of young people 16-18 and Job Seekers Data for the 18-24 groups via NOMIS & DWP. It demonstrates the increase in the number of young people not engaged in education/training or unemployment in Gwynedd. Tier 2 data also refers to all young people not ready/not available for employment/education/training due to their multiple barriers. This is a key area that the YEPF is addressing in Gwynedd in terms of youth engagement – the right support, the right provision.

Number in Tier 1-5 over 12 months (May 2015)

| Tier 1 | Tier 2 | Tier 3 | Tier 4 | Tier 5 |
|--------|--------|--------|--------|--------|
| 128 | 80 | 365 | 498 | 1597 |

National Assembly for Wales (September 2013) Research paper Young People Not in Education, Employment or Training, identified that the Enterprise and Learning Committee’s 2010 inquiry into the subject concluded: ‘there is no shortage of aspiration or strategies for young people in Wales not in education, employment or training, but there is a need for more effective action on the ground’ and that ‘it is deeply worrying that so many of our young people

are being failed by the system'. The Committee also recommended that there should be greater focus on the broader 16-25 age group of young people, as the strategies to date had concentrated on the 16 to 18 bracket.

The impact of being NEET is also associated with later forms of disadvantage and poor welfare outcomes. These include:

- regular bouts of unemployment post-18;
- when in employment, lower job security and lower rates of pay (underemployment);

combining the two above – short periods of under-employment with periods of unemployment - in cycles of “churning” in and out of work;

- teenage pregnancy and earlier parenting;
- persistent youth offending resulting in custodial sentences;
- insecure housing and homelessness;
- mental and physical health problems;
- use of illicit drugs and earlier death.

Applying the approach from the University of York, Cole (2010) research, if this current cohort continues to be NEET, the financial cost to the public sector alone would be £60 million in Gwynedd.

What does the YEPP offer young people?

There are two new offers to young people through the framework:

- The first is the allocation of single point of contact (a lead worker) to the most at-risk young people to help ensure that support is delivered in a joined up and coordinated way and that works to meet their needs. Gwynedd is addressing this via the Post 16 Young People Youth Engagement Panel.
- The second is the development of a proactive and positive Youth Guarantee that will help to ensure that every young person has access to a suitable place in learning post-16.

Good Practice within the YEPP:

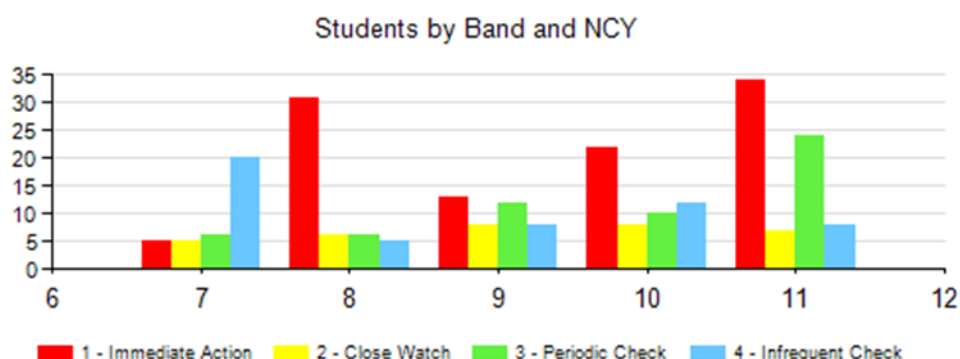
1. Early Identification System

The Engagement & Progression Co-ordinators (EPCs) from the 6 North Wales LAs have worked together to develop and implement a regional learner profile tool (LPT) which provides base data on learners who are at risk of becoming NEET post 16.

The LPT aims to:

- identify learners who are at risk of disengaging at 16;
- prioritise appropriate resources and support for identified learners;
- allocate a Lead Worker;
- identify gaps in provision / support;
- target support within specific indicators e.g. attendance; Looked After Children;
- track the progress of learners who receive support / provision and measure the impact against indicators;
- ensure consistency in how learners are identified;

The LPT is live across the region and is identifying the learners at risk of becoming NEET within 9 key indicators. . The LPT utilises a scoring system and allocates learners into colour coded “bands”. The banding system enables EPCs/LAs/Schools to identify learners at risk of disengaging, which in turn prioritises resources/support/provision.



2. Post 16 Young People Engagement Panel

- The Panel is a multi-agency partnership that was developed to identify the gaps and barriers that prevent young people from entering education, training and/or employment. The Panel has a key role in the context of tracking young people (16-18 years old) who are in the Tier 1/2 NEET category as well as discussing young people at risk of being NEET. The Panel also has a role in supporting the YEPF management group to implement the local action plan.
- The 16+ Engagement Panel share information in accordance with the local information sharing protocol that has been approved by WASPI and signed by all key partners.
- Panel members include the statutory sector, Careers Wales, JCP as well as a range of third sector providers.
- The overall aim of the panel is - to identify Key Workers / organisation to be working with the young people / develop suitable support packages and provision to re-engage young people / facilitate information sharing between the main agencies / Identify opportunities for services/organisations to work together to improve the re-engagement of young people on a local level / discuss gaps in local provision and offer recommendations / ideas. / Canvass the opinion of young people on any developments / provision and listen to the voice of the individual / Monitor and review to what extent the numbers of unemployed young people are reducing.
- The panel has examples of good practise and impact in terms of identifying the right support/provision for young people who have multiple barriers via working cohesively to ensure outcomes. All partners are pro active in following up identified action points within their organisation and support the multi agency approach. All the resources are statutory and in addition to day to day tasks. The panel is client centred in its approach and delivery.

Trac 11 – 19 school based (£2 million Funding European Social Fund 2015-2018)

Trac is a new initiative implementing prevention strategies in schools and communities to support vulnerable groups of children and young people. The scheme responds to the Youth Engagement and Progression Framework which aims to reduce the number of young people not in Education, Employment or Training (NEET).

Trac scheme works with schools to target pupils in years 7 to 13 who have been identified as being likely to drop out of education. The aim of the work is to motivate, raise confidence and self esteem of pupils raising their aspirations to reduce the risk of them becoming NEET.

The support provided is bespoke to meet the needs of pupils who work with a key worker providing appropriate support. Work with the family is also undertaken to ensure the support in school is maintained in the home environment. The majority of the young people supported will have complex needs linked with:

- social and emotional problems
- mental health
- behaviour
- low confidence and self esteem
- low motivation

Young people are identified through a specific early identification system developed for each school then discussed at a panel to identify those who progress to receive Trac support. The panel includes relevant services which work with children and families to reduce duplication.

The staff team are made up of:

- Educational social worker
- Mental health worker
- Youth worker
- Attendance worker
- Health and play worker
- Access to service from GISDA commissioned to work with young people

There have been 231 referrals with 190 accepted to date, the highest percentage of pupils referred are from the Meirionydd area.

Good practice

- Young people have bespoke support that meets their individual needs rather than in a group and for some the family are also supported to ensure the support is maintained within the home environment.
- Multi-agency working and information sharing
- Identifying young people early through early identification system
- Good skill mix of staff who are able to support the young people

Ad-Trac 16 – 24

AD-TRAC 16-24 will provide a multiagency partnership approach to support the engagement of 16-24 years olds who are NEET into education, training or employment. The aim is to enable vulnerable young people to achieve their full learning and economic potential by

providing additional, individualised, and intensive support to ensure that they have the skills and confidence to enter sustained education, employment or training; and to reduce the numbers of young people in North Wales who are NEET.

Local Analysis & Target Group:

The project will enable the local authority to deliver additional support / provision to young people 16-24 who are the harder to help group with multiple barriers and who are not in education/employment and training. This will be tackled through effective “Keeping in Touch” services and joint working within the local authority, linking with key partners. The project will aim to work 400 young people over 3 years.

In order to further reduce the number of young people who are NEET, AD-TRAC 16-24 will:

- Target young people 16-24 who fall into the NEET category, who are not ready / able to engage in education, employment or training (Tier 2)
- Target young people 16-24 who are not engaging with mainstream services via direct outreach work. (Tier 1)
- Target Care Leavers post 16.
- Target young people 16-24 known to Careers Wales and Job Centre Plus who are economically inactive, however it will be in addition to mainstream services. (Tier 3)
- Develop a “Keeping in Touch” outreach strategy to target the “hidden” group of young people who are NEET.

Recent analysis of young people who are NEET in Gwynedd has identified that they have a range of multiple barriers and factors that is preventing them entering in to education, employment or training. These include low confidence, low self esteem, lack of motivation and parental support, mental health & wellbeing problems, lack of life skills and a general chaotic lifestyle. This is a common theme across all the identified vulnerable groups. We will also work with young people 16-24 who have additional learning needs (ALN) and analysis of the Tier 2 data demonstrates the most common ALN as dyslexia/dyspraxia/ADHD/Asperger’s and moderate to low learning difficulties.

The project will also work closely with local providers to target young people who are known to be early leavers from statutory provision, and identify young people via the YEPF post 16 panel, where information will be shared with statutory and third sector organisations that may have information on young people who are NEET. We will also work closely with the key partners to successfully implement the project, specifically the DWP adviser and the Mental Health & Wellbeing support/provision via Besti Cadwalder Health Board.

Youth Justice Service

The Youth Justice Service for Gwynedd and Mon undertake prevention work with young people between that age of 8 and 17 years to prevent them from offending where there is a risk of them doing so and to prevent those who have offended once from offending a second time. They work with police, social services, education, CAMHS and have a team which various skills, social worker, parenting intervention, support/key worker.

Many of the young people who are supported have issues with cannabis misuse and many have communication issues due to speech and language problems. As a result of these issues many of the young people have anger management issues leading to conflict.

A new initiative started in May 2014 called the Youth Justice Bureau which aims to divert young people from receiving criminal convictions. The initiative has had some good outcomes for young people keeping them from re offending/entering the criminal justice system.

The number of first time entrants into the youth justice system has been reducing over the last few years and saw a further decrease from 56 in 2013/14 to 38 in 2014/15 which is encouraging.

Good practice

Having the early intervention team has helped to support many of the young people who are at risk of or who are first time entrants into the youth justice system. The team have various skills and are able to work with the young person and parents.

Education

Pecyn 25

This project involves working with young people in secondary schools who have emotional and behavioural problems, who for various reasons are not able to engage in formal education.

The young people identified are offered 25 hours education to be able to gain GCSE in the core subjects. The initiative works with the other services such as TRAC, colleges, Careers Wales the pupils also have opportunities for work experience and each has a key worker.

Since January 15 pupils have been provided with support through Pecyn 25 and as a result 8 are undertaking three GCSE's with 2 taking a further two subjects.

SEN and inclusion service

The process for supporting with children additional needs relating to speech and language is changing with a new tiered approach being implemented to identify need and support children accordingly. The approach has been developed to ensure the ones who have real need are supported in a timely manner within the speech and language unit but also that those with lower needs are also supported in schools.

Education Welfare officers also have a role in ensuring children attend school and are supported to do so. They work with the schools, children and parents to ensure the children gain the education they are entitled to.

Plas Pawb

Plas Pawb delivers Flying Start and Families First services and also run a crèche for children from 3 months to school age. Childcare support grants are offered to families through Gyda'n Gilydd Co-ordinators for children to attend Cylch Meithrin at 2 years old.

Services delivered at the centre are mainly reliant on the grants through **Flying Start and Families First** which both end in **March 2017**.

Youth Service

The youth services in Gwynedd work with education services and in the community to identify those who may need support and provide activities in the community for children and young people to attend. They provide opportunities for young people between 11 and 25 to develop their skills through various initiatives e.g. Duke of Edinburgh awards.

Health Provision

Health Visiting

Health visitors are a universal services and have a unique role in supporting families at the earliest opportunity when a child is born; health visitors are able to build relationships with the parent/s through the visits and the child's progress is monitored. Should there be any issues that raise concern the health visitor is able to refer appropriately.

The case loads for generic health visitors is between 300 and 400 families. They provide support to parents based on their knowledge and skills but also with additional training relating to:

- Parenting using the Solihul and IY programmes
- Brief intervention for Smoking cessation
- Raising weight as an issue
- Sleep – millpond training

The support provided to families is dependent on their needs and those with higher needs will need more intensive support. Health visitors have consistently been the highest referrers into Families First in Gwynedd since its inception which is encouraging as families are obviously being identified and supported early.

Issues have been identified around post natal depression and low self esteem and these are being addressed through the development of group work.

Healthy Child Wales Programme will be coming into Wales in April 2016 which is an intensive health visiting service. The service will require the recruitment of more staff as the service will include increased visits to families.

School Nursing

School nursing are key to promoting, improving and protecting the health and well-being of school-aged children and young people to ensure they achieve the best possible health.

In Gwynedd school nurses have delivered the following services:

- Brief intervention for alcohol to school children aged 15/16 years following many in this age group attending accident and emergency department having consumed large amounts of alcohol
- Seasons for growth relating to bereavement and loss
- Mental health support

- Family planning

They also provide a weekly Drop in clinic in all the Secondary schools. They also provide a link for families with CAMHS services where a referral is made.

Healthy Schools

Welsh Government initiative Welsh Network of Healthy School Schemes was launched in 1999. The scheme takes responsibility for maintaining and promoting the health of all who 'learn, work, play and live' within it by formally teaching pupils about how to lead health lives and enabling them and staff to take control over aspects of the school environment which influence their health. It promotes, protects and embeds the physical, mental and social health and wellbeing of its community through positive action⁹.

Third Sector Services in Gwynedd

The below are a selection of services delivered by the third sector to providing early intervention and prevention support to children, young people and families. Information on how they are funded is included where known.

GISDA

GISDA help vulnerable young people between the ages of 14 and 24 years working with them to develop their skills to live independent lives. There are several projects delivered through various funding streams focusing on accommodation, employment and support for young parents. Their aims are:

- To offer opportunities and life skills by providing numerous experiences to build confidence, resilience and skills amongst young people
- Ensure that young people have the opportunity to improve their quality of life so that they aren't under disadvantage

In 2014/15 GISDA supported 376 people with the majority being between the ages of 18 and 21 years. The majority of referrals were self referrals but other than this 16% were from social services and 10% from the homeless department. Their funding is a mixture of donations, lottery, various grants including local authority.

The service for young parents 'Rhieni Ifanc Ni' is a lottery funded project delivered in Caernarfon, Blaenau Ffestiniog and Pwllheli. This provides support to young parents relating to parenting which is delivered in a group or 1:1 also support with budgeting and confidence building. The majority of referrals come from Health Visitors which is encouraging as they are able to refer at an early stage to ensure vulnerable young parents receive the support early. Those who have been supported by the project have indicated that they had:

- Improved their knowledge of services available in their community
- More confident in joining community activities
- Feel more confidence and their physical and mental health is improved
- Have a better relationship with their child

⁹ Public Health Wales <http://www.wales.nhs.uk/sitesplus/888/page/82249>

This is an important service for young parents who are vulnerable and who without support could see their needs escalate resulting in more costly and intensive support from statutory services. The service has worked with 5 parents whose children were on the child protection register and 3 of the children have been removed from the register whilst the parents worked with the project. This service is **funded until October 2016**.

GISDA also have a provision for young people called 'Mentro Mlaen' which supports them to move toward employment through developing their skills and confidence. Part of the support is a therapeutic service which helps to relieve stress and anger management support. This service is funded through the Big Lottery and which comes to an end in 2017.

There are hostels to support independent living skills which enables young people to then move on to their own accommodation. Also the Café which provides work experience for young people who work in the café as well as the 'Fan Sgram' a commercial food van.

CAB

CAB is a national organisation, in Gwynedd they provide universal access to advice and assistance. IN addition to this they are also part of the commissioned services to support families through Families First.

CAB provide a valuable service to families through the Families First funding providing financial support and advice relating debt, welfare benefits, managing money and support to those who want to return to education/training and employment.

The support provided to families around finances relating to debt has resulted in some debt being written off (£393519.92 in 2014/15) and in other cases reduced and an affordable re payment plan agreed. The support provided to those relating to welfare benefits has resulted in a total of £524459.54 being gained by families over the year 2014/15.

CAB has also seen an increase in the number of families requiring additional legal support relating to employment and housing matters. This has been provided as an added value service in addition to what is provided under the contract.

Families have also benefitted from grant funding to support them to be able to access training which in turn will help to gain employment or increase their income where they are already in work.

The feedback from parents relating to the support provided around financial support has been that they are able to manage their finances better, have a better understanding of their entitlement and that this has improved their mental health. Without the support families would continue to be in debt resulting in potential loss of their home, being unable to provide food and heating for the home all leading to stress which can escalate to more complex issues for children living under such circumstance.

Barnardo's

Barnardo's Caban Bach is a family centre in Blaenau Ffestiniog and is a valued resource by members of the community who use it. Caban Bach has a mixed economy nursery on site and is able to deliver mobile crèches. The family support service delivers evidence based parenting and bespoke family support throughout Dwyfor and Meirionnydd. The parenting

programmes delivered are – the full suite of Incredible years programmes i.e. – Baby, Toddler, Basic, School Age, Advanced, Home Coaching

Nurture Links – Nurturing Parents & parenting Puzzle

Escape & Parallel Lines

Handling Children's behaviour and Handling teenage behaviour

Mindfulness which is tailored for parents

1:1 support is delivered using different approaches such as Solihull approach, Five to Thrive approach and the Restorative Approach to Family Engagement

Cooking and budgeting course are also provided. Parents can achieve an Agored Cymru accreditation for their work

The service is commissioned through Families First and Flying Start. Caban Bach is the lead Provider for Families First consortium of 8 agencies delivering support to families of children aged 5-25 and the disability strand of Families First. The service is funded through Barnardo's core budget as well as the grant funding from **Families First and Flying Start both of which come to an end in March 2017.**

Teulu Ni. (run by Barnardo's)

This is a voluntary preventative early intervention service for vulnerable families in Gwynedd where the eldest child is between the ages of 5 and 10 years. The aim of the service is to prevent the needs of families who need additional support from becoming more complex resulting in the need for more intensive and costly interventions.

The service has provided a much valued flexible one to one service to a total of 149 families for an average period of 9 months. Support was provided in the home complementing and adding value to the work of Gyda'n Gilydd. Family buddies provided the support and were able to spend valuable time with the families working with them to identify and meeting their needs. They supported families to be able to attend medical appointments as well as other services based on their individual needs such as parenting classes, cooking courses and days out. An evaluation of the service has been completed showing the social return on investment for every £1 invested a value of £5.17 is created¹⁰.

This was a lottery funded project which came to an **end in March 2016** no further funding is available to continue the service.

Good practice

- Support was provided in the home on a one to one basis to support the work of TAF and other services.
- The family benefitted from activities that they could maintain after support with more engagement in the community making them more resilient.

¹⁰ Social Return on Investment Evaluation of Teulu Ni 2016, Dr Adam Richards, Mantell Gwynedd

Y Bont

Y Bont deliver a range of services that provide support to children and young people who are at risk of being separated from their families for various reasons.

Some of the services provided include Cwlwm family group conferencing which is funded through Social Services and Families First. The service brings the family, including wider family, and friends together to discuss the options about the future care and welfare of the child. In some cases it can mean that a child remains at home living with their parents

Another service provided is a mediation service for young people where they are at risk of becoming homeless due to family breakdown or issues with a tenancy. It also helps young people who have left home to get back in touch with their family. Families First commission this service to support young people.

Action for Children

Action for Children provides a Young Carers service in Gwynedd for children who have caring responsibilities. This provides respite from the caring responsibilities as well emotional support and the opportunity to meet other young carers. The service is funded through Families First and Gwynedd Council.

Appendix 2

Cost Benefit Case Study

Initial testing of the analysis on families in Gwynedd who have been supported through Families First shows some savings based on the individual families; although this does come with a caveat that the potential negative outcomes is based on likely rather than actual outcome.

Case Study

Family mother, father and two children daughter age 4 and son age 1

Family struggled with unsuitable housing impacting on the youngest child's health and mothers mental health. Issues with parenting styles between the two parents with mother not feeling the attachment with her first child due to her not being confident in her parenting which was having an impact on their relationship and the child's behaviour. Mother suffered with depression which affected her mental health and relationship with the children and lacking in confidence to deal with issues in the home.

There were issues with the development of the youngest child which impacted on his health mainly due to the inappropriate housing. Also issues with sleep.

With the interventions put in place through Families First:

Coordinator, Parenting programme support, Teulu Ni, Play worker, Counselling, Mindfulness session, CAB, Health Visitor and Nursery Nurse the full cost of intervention was **approximately £7,500**

Should the interventions not have been put in place there was a risk of the issues escalating to the point that the family would need statutory intervention. The relationship with the daughter could have escalated to a point that it was becoming increasingly hostile and a challenge. Housing issues would not have been resolved with the child's health becoming worse with a cost to the health services, as well as the mother's mental health deteriorating and needing further medical intervention.

A conservative estimate of the cost of interventions for escalation of need is £20,000

There is a significant difference in the cost based on these estimations that by intervening early there is a potential saving of £12,500 just on one family.

It should be noted that these are estimated as the actual outcomes for the family at a later stage cannot be guaranteed, it is therefore to provide an indication of cost savings rather than actual cost savings.