



EDUCATION FOR LIFE SCRUTINY COMMITTEE – 10TH JANUARY 2017

SUBJECT: FLYING START PROGRAMME

REPORT BY: CHIEF EDUCATION OFFICER

1. PURPOSE OF REPORT

- 1.1 This report captures the impact of the Flying Start programme over the last 4 years and submits a plan for the standstill programme delivery moving forward 2017 onwards.

2. SUMMARY

- 2.1 The Flying Start programme has expanded from the initial 10 catchment areas to 26 Lower Super Output Areas (LSOA) based on the most disadvantaged areas in Caerphilly and targeted using the highest concentration of children aged 0-3 years living in income benefit households. Children do not leave the health visitor caseload or interventions until they transfer to school nursing in the September after their 4th birthday although these children are not counted in any returns to Welsh Government. The Flying Start programme delivers:
- Enhanced Health programme supporting families from antenatal stage until their child turns 4 years old, although they are not transitioned off the caseload until the September they attend reception.
 - Parenting Programmes and individual Family Support – antenatal, postnatal, Solihull parenting programme, Parent Nurturing Programme, STEPS to success programme as well as bespoke individual support in the home and PAFT.
 - Speech, Language and Communication interventions including Super Shellby support in childcare settings, Early Language Development groups, and Speech and Language Therapist support.
 - Funded Childcare place for 2-3 year olds before they take up their Nursery place, including early identification and support for children with additional needs. Places are delivered in both non-maintained and maintained childcare settings to meet parental choice offering English or Welsh Medium provision.
- 2.2 Caerphilly started delivering the full Flying Start programme with all 4 components in the initial ten Flying Start areas in 2008-09. Therefore those children completing the Foundation Phase in the summer of 2016 will be the first cohort of Flying Start children who had access to the full programme prior to Nursery. The Programme has expanded the areas from 10 areas to 26 LSOAs during 2012-16 expanding from 1252 children aged 0-3 to more than 2483 children aged 0-3 and their families. This has enabled a

reach of 29% of the children aged 0-3 in Caerphilly county borough (based on Nov 2016 caseload data) in all of the 10% most disadvantaged LSOAs and some of the 20% most disadvantaged

- 2.3 The programme aims to establish positive behaviours in children and families, through healthy lifestyles, positive parenting, attendance and aspirations. Programme outcomes are based on the conditions of well being and are developing a range of population indicators to show progression in these outcomes:
- Flying Start children are healthy and thriving
 - Flying Start children and their families are capable and coping well
 - Flying Start children reach their full potential
- 2.4 Analysis shows that there are a higher number of children in Flying Start areas have a higher proportion with developmental delays requiring additional support or specialist interventions. Over the last 4 years take up has increased and attendance is improving. The percentage attending Welsh medium provision has remained fairly consistent. The number of parents attending parenting programmes has increased and those families receiving bespoke packages in the home have significantly increased.
- 2.5 Population indicators are for the borough and not broken down by Flying Start area. However, there is a trend in reducing teenage pregnancies, increasing immunisation rates, and decreasing rates of decayed missing or filled teeth.
- 2.6 Parental feedback is gained through questionnaires and more recently through parent comments and reviews on Facebook, which is primarily regarding their childcare experience. These are very positive.

3. LINKS TO STRATEGY

- 3.1 The Caerphilly Flying Start programme contributes to the following Well-being Goals within the Well-being of Future Generations Act (Wales) 2016:
- *A prosperous Wales* – The Flying Start programme aims to support children's development, increase attendance and therefore improve standards of achievement. In addition it supports families to improve their parenting skills, language and literacy skills as well as support them to gain confidence to move on to employment support programmes, which aim to support and grow our economy.
 - *A resilient Wales* – Flying Start encourages delivery of and use of local community based provision within 15 minute walking distance of the families in each Flying Start area. All childcare settings are signed up to the HEY scheme which includes Eco Early Years, and encourage children to use the indoors / outdoors natural environment.
 - *A healthier Wales* – The Healthy Early Years scheme is embedded into practice across Flying Start, childcare settings, and group based provision encouraging healthy eating and activity, as well as reinforcing healthy behaviour messages, like no smoking. Using a walking distance of 15 minutes for community based provision in each Flying Start area encourages walking rather than driving to settings and groups.
 - *A more equal Wales* – The Flying Start programme has a main objective to reduce the impact of poverty on children and families through supporting families to access interventions, building confident and resilient communities and promoting children's development and attainment. The programme aims to early identify children with

additional needs and support their parents to be able to support their child's development. The programme also links with employment based programmes to encourage parents to take up opportunities to return / start employment.

- *A Wales of cohesive communities* – Although a criticism of the Flying Start programme is the geographical boundary of postcodes, this also acts as a way to support those communities in most concentrated areas of need. The geographical nature enables targeting of resources, creation of well resourced quality community based provision and builds a value to their local area, which other families want to access.
- *A Wales of vibrant culture and thriving Welsh language* – Improving use of Welsh language and supporting the development of a bilingual workforce in the future is a key aim of the WESP. Arts and recreation activities also feature in Outcome 5 through the work of Urdd Gobaith Cymru and Menter Iaith.
- *A globally responsible Wales* – Although not specifically mentioned in the WESP, wellbeing is embedded through practice across Flying Start, childcare settings, primary and secondary schools.

4.0 THE REPORT

4.1 The Flying Start programme has expanded from the initial 10 catchment areas to 26 Lower Super Output Areas (LSOA) based on the most disadvantaged areas in Caerphilly and targeted using the highest concentration of children aged 0-3 years living in income benefit households. Children do not leave the health visitor caseload or interventions until they transfer to school nursing in the September after their 4th birthday although these children are not counted in any returns to Welsh Government. The Flying Start programme delivers:

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- 4.4 Appendix 1 shows the data collected at a programme level for outputs and caseload numbers, with actual family data. Page 2 of the analysis shows the caseload carried for 0-3s by health visitors including their assessment of need which will identify the most vulnerable families. During expansion the percentage of those families who were high or medium need increased, but has since reduced back to pre expansion levels. With interventions embedded in the areas we would anticipate that the levels of need reduce over time to reflect the population of 5% high need, 10% medium need and 85% low need, although these are the most vulnerable areas and so may reflect a higher 'standardised' level of need in the community.
- 4.5 Health visitors, health nursery nurses and skills mix team and the family support team offer a lot of bespoke work in the home with families before families grow in confidence to be able to access groups in their community. Over the last 3 year period the number of individual face to face contacts has increased from 11,693 to 19,720 per year.
- 4.6 Analysis shows that there are a higher number of children in Flying Start areas have a higher proportion with developmental delays requiring additional support or specialist interventions. Developmental assessments are currently undertaken at 2years and 3 years, which will change moving forward to 18months and 27 months inline with the Healthy Child Wales programme. Over the last 4 years take up has increased across the programme for all interventions and attendance is improving. The percentage attending Welsh medium provision has remained fairly consistent. The number of parents attending parenting programmes has increased and those families receiving bespoke packages in the home have significantly increased.
- 4.7 Childcare settings are a mix of maintained (employed and run by Caerphilly CBC) and contracted non-maintained settings (mix of providers including private business, voluntary management committee, Charitable Incorporated Organisations and sole traders). The increase in provision required has had added benefits to the local community through improving sustainability of community based provision, improvement in conditions of provision including infrastructure and equipment as well as upskilling staff and increasing those achieving level 5 qualifications. This has also created a significant number of jobs in the community and enabled career progression for staff. This is in addition to the actual delivery of the provision for the development of the children in our most disadvantaged areas.
- 4.8 The number of parents attending parenting programmes has increased showing 245 parents enrolling for programmes in 2014/15, and those families receiving bespoke packages in the home have significantly increased from 23 in 2013/14 to 417 in 2015/16.
- 4.9 The population trend data from the Data Unit is for the whole borough and not Flying Start area specific which they are currently developing for Welsh Government to look at long term area specific outcomes. The data trends are positive and although Flying Start will influence and play a key role in delivering interventions it cannot claim sole responsibility due to other programmes and interventions also tackling the same key Population Indicators, e.g. Families First, Supporting People, Communities First as well as statutory and voluntary sector partners.

- 4.10 There is a positive population trend in reducing teenage pregnancies, increasing immunisation rates, and decreasing rates of decayed missing or filled teeth. However, the low birth weight baby rate remains fairly high and consistent and as such remains a key area for interventions to support healthy pregnancy and links to our work around the critical 1000 days which uses Flying Start and Families First funding to support the antenatal work required.
- 4.11 While waiting to have confirmation of budgets for 2017/18 we are anticipating a standstill budget which means the Flying Start programme is under pressure to continue to maintain delivery at a budget amount per child set in 2006/7. This has meant evaluating all elements of the programme moving forward and focussing on the delivery of the four core elements to bring the budget back to the maximum expected £5.2million. This will be an ongoing pressure moving forward with greater efficiencies being required but the majority of budget being spent on frontline staff and buildings for community delivery.
- 4.12 Appendix 2 shows the Flying Start programme pathway of provision demonstrating the interventions families might access as they move through the programme, which we would expect to continue to deliver in 2017/18 onwards.

5.0 WELL-BEING OF FUTURE GENERATIONS

- 5.1 This report contributes to the Well-being Goals as set out in Links to Strategy above. The Flying Start programme aims, over the long term, to raise aspirations and therefore standards of attainment due to raising the baseline on entry to Education, as well as increase family resilience in communities and parenting skills. A long term goal is to break the cycle of poverty and impact on long term economic activity of the next generation.
- 5.2 It is consistent with the five ways of working as defined within the sustainable development principle in the Act in that places are planned and buildings developed accordingly to meet the changing demands of families and number of 0-3 year olds. The workforce is trained and recruited to meet the planned projections of numbers needed in the different geographical areas and people moved to maximise efficiency.
- 5.3 The primary focus of the Flying Start programme is to raise aspirations in those targeted communities to close the gap with others in the borough and aims to prevent the cycle of poverty being repeated.
- 5.4 The Flying Start programme delivers in partnership with others working regionally in development with other Flying Start programme managers and health managers although delivering a local solution. Partnership working is intrinsic to the delivery of the Flying Start programme which cannot achieve the outcomes without working with others.
- 5.5 Flying Start works in collaboration with other programmes to ensure families in need are supported. Families First and Flying Start both fund the health outreach team to deliver antenatal and health support complementing the Healthy Child Wales programme in non-Flying Start areas to ensure families are supported. Early Language interventions are jointly funded / contracted through Flying Start and Families First. Parenting programmes are delivered through both Flying Start and Families First funding enabling all parents across the borough to access parenting support regardless of their postcode. Assisted Places and Supported Places is funded through Families First to support children in non-Flying Start areas to access childcare if they have emerging developmental needs to support their progress. Flying Start works with families to support their engagement and confidence to access employment support

through Communities First and other employment programmes, to ensure families have the opportunity and support to break the cycle of poverty. This collaborative way of working maximises support for all families and shares best practice as well as preventing duplication in provision and wasting public money.

- 5.6 Involvement is intrinsic to the delivery of the Flying Start programme, which has funded Caerphilly Parent Network to ensure that participation is built in to development and delivery through their wide engagement and development of parent forum in all Flying Start areas. Parents, children and practitioners are seen as equal partners and have shaped delivery in all communities to ensure the provision is in the right location and accessible as well as embedded in the community.

6.0 EQUALITIES IMPLICATIONS

- 6.1 The Flying Start programme has positive equality implications linked to provision of sufficient places in the community based interventions, access to resources and sharing of best practice to deliver the full programme of support. The communities are diverse and all families are assessed for need to ensure appropriate interventions are in place to support their access and development; this may include translators for non-English speakers, additional support or resources for identified additional needs, accessible taxi and provision, Welsh medium provision or more bespoke packages in the home where there are mental health concerns and taking time to transition to community based groups.

- 6.2 The Council's Equality Impact Assessment has been completed.

7.0 FINANCIAL IMPLICATIONS

- 7.1 The Flying Start programme is anticipating a standstill budget of £5.2million and is primarily targeted at frontline staff. All contracts are procured to ensure compliance with grant terms and conditions and budgets have been set using internal delivery as a maximum financial limit for any tenders. The programme will be delivered in 2017/18 meeting the financial plan but this will require limited workforce development, limited resources for delivery, checking efficiency of buildings including giving notice on rented rooms that are not being used efficiently. We will seek to ensure there is minimal impact on frontline core delivery staff but will analyse all aspects to ensure it is core to the delivery of the programme.

8.0 PERSONNEL IMPLICATIONS

- 8.1 There are no personnel implications in this report but recruitment is kept under review for ensuring compliance with the grant terms and conditions for delivery.

9.0 CONSULTATIONS

- 9.1 There are no consultations that have not been reflected within this report.

10.0 RECOMMENDATIONS

- 10.1 Members are requested to note the contents of this report on the impact of the Flying Start programme and the continued standstill delivery of the future programme in accordance with the Flying Start programme pathway (Appendix 2).

11.0 REASONS FOR THE RECOMMENDATIONS

11.1 To monitor the performance of the Flying Start programme to date and planned continuation of delivery 2017/18 onwards.

12.0 STATUTORY POWER

12.1 Children and Families Measure (Wales) 2010

Author: Sarah Mutch, Early Years Manager
Email: mutchs@caerphilly.gov.uk

Consultees: Keri Cole, Chief Education Officer
Directorate Senior Management Team
Anwen Rees, Senior Policy Officer, Equalities and Welsh Language
Gail Williams, Interim Head of Legal Services
Mike Lewis, Principal Accountant
Neil Jones, Principal HR Officer

Appendices:

Appendix 1 Flying Start Programme Impact Report
Appendix 2 Flying Start Programme Pathway of Provision