

# Report of the Director of Children's Services to the meeting of the Health and Wellbeing Board to be held on 29<sup>th</sup> July 2015.

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**Subject:** The Integrated Early Years Strategy for Bradford District 2015-18 and Better Start Bradford which are both focused on improving outcomes and reducing inequalities for pregnant women and young children across the district to ensure every child has the best start in life

**Summary statement:** The newly developed Integrated Early Years Strategy (IEYS) 2015-18 for children under 7 years is focused on improving all early years outcomes and reducing inequalities; to ensure children can arrive at school healthy, emotionally resilient and with a good level of level of development so they are ready to flourish. The delivery of this strategy is also directly linked to improving educational attainment which is a priority for the district and overall contributes to improving life chances for all children. In addition the paper outlines how the Better Start Bradford partnership programme provides a vehicle for reform across the district in early years, with a clear focus on outcomes for children and using what is proven to work. To transform early years services and accelerate change, we are particularly focusing on integrated working and systems change to develop the best ways of working together and with parents and their families, embedding New Deal principles.

**Michael Jameson -Strategic Director for Children's Services**

**Portfolio: Health & Social Care and Education, Skills and Culture**

Judith Kirk Interim Assistant Director – Education and School Improvement, Children's Services  
Shirley Brierley Consultant in Public Health  
Public Health  
Michaela Howell - Programme Director, Better Start Bradford

Report Contacts:  
Judith Kirk, Shirley Brierley and Michaela Howell  
Phone:  
(01274) 385676, (01274) 433709, (01274) 513220  
E-mail: [shirley.brierley@bradford.gov.uk](mailto:shirley.brierley@bradford.gov.uk)  
[judith.kirk@bradford.gov.uk](mailto:judith.kirk@bradford.gov.uk)  
[Michaela@bradfordtrident.co.uk](mailto:Michaela@bradfordtrident.co.uk)

**Overview & Scrutiny Area: Health and Social Care and Children's Services**



## 1. Summary

The 2014 Joint Strategic Needs Assessment for the district demonstrates that outcomes for young children are significantly below national and regional rates and within deprived areas are much worse. It is essential that there is a significant focus on pregnant women and young children across the district to ensure all children have a good start in life as outlined in the Marmot Review 2010. This Review informed the development of the local Joint Health and Wellbeing Strategy for the district and the associated Health Inequalities Action Plan which includes a focus on infant mortality reduction, reducing obesity in children, improving support for parents and provision of high quality early years services and improving oral health.

The newly developed Integrated Early Years Strategy (IEYS) 2015-18 for children under 7 years is focused on improving all early year's outcomes and reducing inequalities to ensure children can arrive at school healthy, emotionally resilient and with a good level of level of development so they are ready to flourish. The delivery of this strategy is also directly linked to improving educational attainment which is a priority for the district and improving life chances for all children.

### **Focus on pregnancy and young children – why?**

During pregnancy a woman's' mental and physical health, behaviour, relationships and environment all influence the intrauterine environment and developing foetus. All these factors can have a significant impact on the baby's wellbeing and long term outcomes. After birth, babies' brains and bodies continue to develop rapidly; in the first two years 700 new neural connections form. Because of this any new experience – positive or negative - can have short and long term impacts. From a cost benefit approach the best time to invest in evidence based prevention and early intervention is in the first 3 years of life, as it is this time when the improvement in outcomes is highest.



The increasingly robust national and international evidence base supports effective interventions at a very early stage; pre-conception, pregnancy and first three years of life. An example of this is the Family Nurse Partnership programme which has rolled out across the UK and is well established in Bradford district. The international evidence on this programme for vulnerable young mothers demonstrates there is a five fold return on investment in terms of improved outcomes for babies and mothers and reduced need for future health and social care services.

The development work for the Bradford Better Start Programme has informed the development of the IEYS 2015-18, and both of these approaches align well with the New Deal programme for the Council and the priorities of the Health and Wellbeing Board and Children's Trust Board for the district. In addition, the Integration and Change Board has identified BSB as one of the projects to inform the vision for New Models of Care.



## Background

### 2.1.1 The Integrated Early Years Strategy (IEYS) 2015-18 – Vision and objectives:

**Vision:** To improve the life chances of children in Bradford by addressing inequalities, narrowing the gap and improving outcomes for all children.

**Objectives:**

1. **Children ready for school and schools ready for children;** to enable all children to be ready for school and further learning; good communication and language skills combined with strong social and emotional skills are essential for children to be effective learners throughout life and achieve their potential and improve life chances.
2. **Improve health and wellbeing for all children in the district and reduce inequalities;** good health and wellbeing is vital if children and young people are to enjoy their childhood and achieve their full potential. Establishing good lifestyle habits in childhood provides the basis for lifelong health and wellbeing.
3. **Support and increase parents' knowledge and skills;** parenting is an important, exciting, complex and challenging role. Positive parenting has a strong and significant impact on children's ability to maximise the available opportunities and reach their full potential both personally and academically.
4. **Support the development of high quality leadership together with a highly skilled and responsive workforce;** strong leadership and a highly skilled and responsive workforce are essential to delivery of high quality services. Effective intervention and evidenced based practice and intervention can support every child in achieving the best outcomes.
5. **Integrated working and system change;** integrated working and system change is integral to delivering of effective services and providing early help for vulnerable children and families in order to meet the full range of needs within each family and strengthen their ability to provide care and support to each other.

We are undertaking a strategic self-assessment around our district wide approach to early years to ensure our implementation of the 5 objectives IEYS for children under 7 years is effective, outcome and inequalities focused and in addition, will be responsive to new and emerging research and evaluation. This assessment will inform our future vision.

- Bradford district's early years services are being transformed in line with the best available evidence of what has the most profound impact on outcomes for children and the local learning from BSB. We aim to integrate systems more closely, changing the way we work together so that we get it right first time for families. Our families will benefit from smarter, seamless services which recognise and address needs at an earlier stage, ensuring that all children have the best start in life and reach their potential. National evidence suggests that a 2% shift in public expenditure on children towards evidence-based prevention activity in young children would be sufficient to achieve improved outcomes for children of all ages



## 2.2 Progress to date for Early Years and the Integrated Early Years Strategy



- The Children's Centre Review and implementation of the new 7 cluster model is well underway with 1 cluster completed, 3 more to be implemented by September and the rest by March 2016 and Health Visitor teams will be aligned with the cluster model approach from September 2015 to facilitate closer working and collaboration.
- The redesign of Early Childhood Services (ECS) is also underway to be completed by the autumn with a total of £5.4 million savings p.a. (including both ECS and Children's Centre Review) by 2016/17 once all the changes above have been implemented.
- The Integrated Care Pathway (ICP) for 0-7 year olds was launched June 2014 and work with midwives, health visitors and children's centre staff is well underway to promote integrated working across teams and effective working for families. This is fundamental to integrated working across key early years services; health visitors see every child aged 0-4 years and offer universal services via the Healthy Child Pathway which is a nationally mandated programme. Hence, effective implementation of the ICP and related targeted pathways is key to effective evidence based universal and targeted interventions for families, to ensure staff know what their responsibilities are, to know the responsibilities of other key agencies and how best to work together.
- The Health Visitor specification is aligned with the Children's centre specification and is focused on outcomes and inequalities to reflect the early years priorities for the future.
- Multiagency joint training is now the norm with evidence based consistent messages e.g. E learning for attachment and bonding and training for staff , HENRY (healthy eating and nutrition for the really young) training .This work will ensure key visible pathways across prevention, early intervention and targeted specialist care for pregnant women and young children and staff are trained using quality assured approaches to promote consistent effective messages and interventions .
- Learning from the BSB Programme as it is implemented and evaluated, and other national and local research such as Born in Bradford, will ensure we will doing things differently. Some programmes and projects will stop and new ones will start as evidence emerges as to what works. We are already learning from the work of BSB, which puts parents and the community at the heart of everything they do, and are ensuring that the good practice across early year's services is embedded more robustly in all our services.
- The strategic early years self-assessment around our district wide approach will take place in September 2015 and will be a key part of planning for the future.



## 2.3 The Better Start Bradford Programme

### Introduction

The Better Start Bradford programme (BSB) is the result of a successful £49 million Big Lottery Fund bid led by Bradford Trident. It was awarded in June 2014 following intensive partnership work between Bradford Trident, Children's Services and Public Health in the Council, the Police, CCGs, NHS providers, VCS organisations, elected members and families living within the 3 wards of Little Horton, Bradford Moor and Bowling and Barkerend. BSB is a key driver across early years and has already significantly influenced what we do and how we do including the development of the IEYS.

Better Start Bradford is a 'test and learn' programme which is being used as a vehicle for reform across the district in early years and has informed the development of the Integrated Early Years Strategy 2015-18. It is focused on pregnant women and young children aged 0-2 years.

### Key features of the model include:

- Joint early intervention and prevention interventions rooted in the best available evidence alongside detailed monitoring of their implementation and effective evaluations of each intervention, led by Born in Bradford.
- A clear focus on outcomes for children, with a framework detailing the measures to be used, baselines and short, medium and long term outcomes. The key development outcomes are
  - improving children's social and emotional development
  - improving their communication and language development
  - improving their nutrition
  - improving school readiness and maternal and child health.
- A pooled budget comprising the Big Lottery Fund grant and investments made by public services is managed by the Partnership Board, thus ensuring shared accountability for investment between our communities and the public systems
- The approach is to work with partners to build their investment in Better Start Bradford over the early years of the programme so that we reach the recommended 2% by year 4.
- The London School of Economics is working with Better Start Bradford to develop a tool for cost benefit analysis to identify potential savings from successful interventions. This will enable us to work with other services to lever further investment as the programme starts to demonstrate improved outcomes and savings, inform future commissioning plans for the district and support the New Deal principle of Productivity and Value for Money
- Embedding an integrated workforce approach will strengthen consistent support for families by implementing common pathways, a joint training programme and a shared data system

## 2.4 Progress to date on the Better Start Bradford Programme

- Current interventions include Talking Together (above), an extension of Family Nurse Partnership, Perinatal peer support programme (Family Action) working with women



with low to moderate mental health, Baby Buddy phone app and a pilot with midwifery services developing greater continuity of care for women during pregnancy, Co-design of approaches with parents and families. Robust monitoring and evaluation is embedded in these projects.

- The Better Start Bradford Bank (pooled budget) comprises £49 million from Big Lottery Fund and £4.7 million so far committed from public services over the 10 year programme. The tool developed by the London School of Economics (LSE) will enable us to work with other services to lever further investment as the programme starts to demonstrate improved outcomes and savings.
- The LSE's work to identify unit costs for BSB key interventions which, together with the identified potential outcomes, will support the calculator to identify the potential savings. The calculator should be ready to trial locally in the autumn.
- The NHS System One is the preferred database to capture the data on individual beneficiaries and work is progressing to address consent, information governance and technical issues. Data concerning the implementation of the individual interventions will be captured separately and together this will inform future commissioning decisions.



- Learning Together is the joint training programme which is currently delivering termly networking and sharing events for everyone working with pregnant women and young families in the area and a range of expert sessions, bringing leading professionals to Bradford to lead discussions in the latest thinking.

### **3. New Deal and district wide priorities**

- 3.1 Both the Integrated Early Years Strategy and Better Start Bradford (BSB) align well with the New Deal programme, in particular Enabling Community Leadership, Integrated Local State, Investing in Prevention and Early Intervention, Reducing Inequalities and Tackling Poverty and Subsidiary as outlined in the Better Start Bradford Programme model in 2.2 (see details under 3.3)
- 3.2 IEYS and BSB align well with the current Health and Wellbeing priorities of improving infant mortality, improving parenting and early years services and reducing obesity and poor oral health in children. BSB is identified as one of the 5 key projects to test out a vision for an Accountable Care System and New Models of Care by the Integrated Change Board as of June 2015 .





### 3.3 Alignment with the New Deal principles:

- Enabling Community Leadership
  - IEYS approach and current Early years services are increasingly focused on empowerment of communities and individuals and the Better Start Bradford programme models this approach with a Community led Board and co-design integral to development of the projects.
- Integrated Local State
  - The IEYS approach for the district and the implementation of the IEYS 2015-18 will be a driver for change in this area, and integration and systems change are fundamental principles of Better Start Bradford.
- Reducing demand, Changing expectations and Behaviour
  - The IEYS approach for the district is developed along similar lines and many current early years services are already modelled on this approach e.g. Family Nurse Partnership. The Bradford Better Start programme is focused on promoting resilience and empowerment for families and their young children; this in turn will enable behaviour and expectations to change in a positive way and reduce future demand on services .
- Investing in Prevention and Early Intervention
  - The IEYS approach over the next 3 years will continue to further embed prevention and early intervention in early years approaches and services and forms an integral part of the approach of Better Start Bradford.
- Reducing Inequalities and Tackling Poverty
  - Current early years services and the IEYS approach for 201518 are all focused on improving outcomes and specifically reducing inequalities and tackling poverty; Better Start Bradford is based in one of the most deprived parts of the district and early years services are delivered according to need.
- Subsidiarity
  - This approach is key within the IEYS and the BSB programme has a fundamental principle of devolving decisions to local level and includes community members in decisions throughout and has majority of Community members on the Board which will be Community Led later this year
- Productivity and Value for Money
  - The current early years services are focused on ensuring high productivity and value for money; significant savings have been made across early years services, but the focus has remained on improving early years outcomes and reducing inequalities .This will be further enhanced by a more joined up collaborative district wide approach throughout the delivery of the 5 work streams of the IEYS and the BSB programme is based on the same principles.

## 4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The approach within IEYS is to invest in prevention and early intervention for pregnant women and young children and the cost benefit of this approach where based on effective interventions is strong. However significant savings have already been made and more will be implemented over the next year and hence the challenge is to maintain high quality



effective early years services focused on improving outcomes and reducing inequalities for children whilst there is also there is significant pressures on the services to reduce costs.

- 4.2 The principles underpinning the Better Start Bradford Bank include joint investment, shared accountability and investing in prevention and early intervention. Together with the LSE cost benefit tool, it is hoped that this approach will be strengthened with further investment from services and social finance once improvement in outcomes is demonstrated. The principle of a 2% shift in investment into prevention and early intervention is fundamental to the BSB approach and this will influence commissioning decisions for BSB and the district as a whole

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

- 5.1 The context, leadership and governance for early years services and approaches have all been through considerable change in recent years and the new approaches for Children's Centres and Early Childhood Services are not yet completed. Over £5 million savings will have been made by 2016. For example, one of the key delivery routes for the Integrated Care Pathway is the network of children's centres which have been reviewed and reorganised in response to the need for budget savings. A period of stability and strong leadership is now needed to minimise risk to the approaches outlined in this paper and to embed the approaches described in the IEYS

## **6. LEGAL APPRAISAL**

- 6.1 There has been close scrutiny of the new approaches to governance and finance of shared priorities and the community and partnership management of shared resources that are in development for the Better Start Bradford Programme.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

No implications.

### **7.2 SUSTAINABILITY IMPLICATIONS**

Embedding sustainable development to deliver local services will have social, economic, health and environmental benefits. Greening services will require particular focus on efficient buildings and reducing waste. A sustainable development management plan is an indicator in the public health outcomes framework in which organisations can meet sustainable development objectives, save money, ensure health and wellbeing in the UK and beyond and develop a good reputation.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

Notable areas which have opportunity to address greenhouse gas emissions (carbon footprint) include good lifestyle habits, redesigning services and integrated working all of which are addressed through the IEYS and Better Start Bradford Programme. Close attention to buildings energy, waste, procurement and commissioning and travel and transport would address the key areas for improvement and would support the goals of improving child health and wellbeing. Improving the quality of housing that children live in





will increase the health prospects of children in vulnerable households, see a decrease in health inequalities, reduce the incidence of childhood asthma as well as promote an improvement in educational achievements and school attendance.

#### **7.4 COMMUNITY SAFETY IMPLICATIONS**

No implications.

#### **7.5 HUMAN RIGHTS ACT**

No implications.

#### **7.6 TRADE UNION**

No implications.

#### **7.7 WARD IMPLICATIONS**

Ward Officers in the Better Start Bradford area are fully involved in a range of engagement activities supporting the implementation of the programme. The IEYS programme covers the whole district.

#### **7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS**

Not applicable

#### **8. NOT FOR PUBLICATION DOCUMENTS**

None.

#### **9. OPTIONS**

The paper does not provide options.

#### **10. RECOMMENDATIONS**

- 10.1 The Health and Wellbeing Board is asked to provide advice and feedback regarding the key aspects of the Integrated Early Years Strategy for 2015-18 and the Better Start Bradford model, and in particular suggest options for further embedding the approaches across the district.
- 10.2 The Board is requested to formally approve the Integrated Early Years Strategy 2015-18.
- 10.3 The Board is asked to support the invest to save approach of investing in evidence based interventions in pregnancy and early childhood to embed a focus on prevention and early intervention for young children across the district, and to commit to using its influence across all key organisations and partners to remove any barriers to implementation that might arise over the next 3 years.



## 11. APPENDICES

Integrated Early Years Strategy 2015-18  
Better Start Bradford Handout Jan 2015  
Integrated Care Pathway for health visitors, midwives and early years staff 2014

## 12. BACKGROUND DOCUMENTS

1. Fair Society Healthy Lives The Marmot Review UCL Institute of Health Equity (2010)  
<http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review>
2. Supporting Families in the Foundation Years Department for Education and Department of Health (2011)  
<https://www.gov.uk/government/publications/supporting-families-in-the-foundation-years>
3. Are you ready ? Good practice on school readiness' Ofsted (2014)  
<https://www.gov.uk/government/publications/are-you-ready-good-practice-in-school-readiness>
4. Foundation Years : Sure Start Children's Centres House of Commons Education Committee (2013)  
<http://www.publications.parliament.uk/pa/cm201314/cmselect/cmeduc/364/364.pdf>
5. The Guide to Early Years Profiles NHS England and Public Health England March (2014)  
<http://www.england.nhs.uk/wp-content/uploads/2014/03/hv-ey-hlth-prof.pdf>

Measuring wHi Clive,

A leave request for Evelyn Haigh for the 31 July has bounced up to Michael to approve. Do you want this approving?

Thanks,

Caroline

6. Hi Clive,
- 7.
8. A leave request for Evelyn Haigh for the 31 July has bounced up to Michael to approve. Do you want this approving?
- 9.
10. Thanks,
11. Caroline
12. Hi Clive,
- 13.
14. A leave request for Evelyn Haigh for the 31 July has bounced up to Michael to approve. Do you want this approving?
- 15.
16. Thanks,
17. Caroline
18. hat matters: A guide for children's UCL Institute of Health Equity (2014)  
<http://www.instituteofhealthequity.org/projects/measuring-what-matters-a-guide-for-childrens-centres>
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<https://www.gov.uk/government/publications/early-intervention-the-next-steps--2>
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- poor children becoming poor adults Field F (2010)  
<http://webarchive.nationalarchives.gov.uk/20110120090128/http://povertyreview.independent.gov.uk/media/20254/poverty-report.pdf>
21. The economics, technology and neuroscience of human capability formation Proceedings of the National Academy of Sciences of USA Heckman (2007)  
<http://www.pnas.org/content/104/33/13250.full>
22. Conception to age 2 –the age of opportunity WAVE Trust (2013)  
<http://www.wavetrust.org/our-work/publications/reports/conception-age-2-age-opportunity>
23. Center on the developing child Harvard university (2014) Five numbers to remember about earlychildhooddevelopment  
[http://developingchild.harvard.edu/resources/multimedia/interactive\\_features/five-numbers/](http://developingchild.harvard.edu/resources/multimedia/interactive_features/five-numbers/)

