
WORKING TOGETHER TO ENHANCE THE LIFE OF WIRRAL CHILDREN TO REDUCE ANTI-SOCIAL BEHAVIOUR

***“If you don’t invest in your 0-19 year olds...
...you get the young people you deserve.”***

**A report produced by
The Anti-Social Behaviour Commission**

ANTI-SOCIAL BEHAVIOUR COMMISSION

FINAL REPORT

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The following documents identify the current strategy/action plan and are attached as separate pdf files:

Anti-Social Behaviour (ASB) Strategy 2009-2012

Delivering the Strategy – Action Plan (2009-2012) : Updated January 2011

1. **BACKGROUND AND ORIGINAL BRIEF**

The initial concept of an Anti-Social Behaviour Commission followed discussions between Frank Field, MP for Birkenhead and Councillor Jeff Green, Council Leader, Wirral Borough Council. At Cabinet on 24th June 2010, a Wirral Combating Anti-Social Behaviour Commission was established. The Terms of Reference of the Commission were:

- To review how much money, from different streams of expenditure, the Council puts towards combating anti social behaviour, to examine how this money is spent and to advise the Leader on how this budget might be better spent.
- The Commission will report frequently, as directed by the Leader of the Council. As its first piece of work the Commission will undertake a study on the size and objectives of the under-fives budget to report back to the Leader and Cabinet by 1 September 2010 at the latest.

Therefore, the Commission had the task of reviewing the operation of those teams directly combating the consequences of anti-social behaviour. This is an issue which has an impact in the shorter-term. The second approach for the Commission was to consider the longer-term ambition of reducing the tendency towards anti-social behaviour by challenging poor behaviour at a much earlier stage in a young person's development.

Contributors to this Commission report have included staff from the Children and Young People's Department at Wirral Borough Council as well as from Wirral NHS, in addition to Councillors Sheila Clarke, Chris Blakeley and Dave Mitchell.

2. EXECUTIVE SUMMARY AND RECOMMENDATIONS

This Commission had the task of reviewing the different funding streams available to those teams directly combating the consequences of anti-social behaviour. This is an issue which has an impact in the shorter-term. The second aspect of the Commission's work was to consider the longer-term ambition of reducing the tendency towards anti-social behaviour by some young people. This could potentially be achieved by challenging poor behaviour at a much earlier stage in a young person's development.

Two key messages from Wirral Council's consultation programme 'Wirral's Future: Be a part of it' were residents' support for tackling anti-social behaviour as well as provision of early intervention services to support vulnerable children. Both of these issues have been fully supported in subsequent Cabinet decisions.

With respect to combating anti-social behaviour, on 7th February 2011, the Government launched a Consultation document, 'More Effective Responses to Anti-Social Behaviour'. Among the proposals in the document were to repeal the ASBO (Anti-Social Behaviour Order) and other court orders and replace them with two new tools that bring together restrictions on future behaviour and provide support to address underlying problems. These are a Criminal Behaviour Order that can be attached to a criminal conviction; and a Crime Prevention Injunction that can quickly stop anti-social behaviour before it escalates. In addition, there are proposals to make the informal and out-of-court tools for dealing with anti-social behaviour more rehabilitative and restorative as well as introducing a 'Community Trigger' that gives victims and communities the right to require agencies to deal with persistent anti-social behaviour. The Consultation process closes on 3rd May 2011. It is, therefore, likely that some or all of these measures will, in the future, be included in new legislation. As a result, it is possible that the role of Anti-Social Behaviour teams may change in the future.

The new Corporate Plan for 2011-2014, agreed by Wirral Council Cabinet on 17th March 2010 and due to be referred for adoption by full Council, included the following priority:

"People should feel safe in their own neighbourhoods and we are committed to dealing with issues that could prevent this. Working with Merseyside Police and other partners, we will continue our focus on preventing and tackling anti-social behaviour and reducing the fear of crime to create a safer borough. The 'Wirral's future - be a part of it' consultation identified anti-social behaviour as a key concern to Wirral residents and it is vital that we provide the most effective action possible. This year we will conduct a full review of the Council's and partner organisations' approach, including the implementation of our commitment to community justice in this vital area".

A full review of the Council's approach to anti-social behaviour is, therefore, envisaged. As the Government's consultation on 'More Effective Responses to Anti-Social Behaviour' is due to close in May 2011, conclusions can be expected some time later. As a consequence, it is difficult for the Council to fully review the future role of its Anti-Social Behaviour team until that process is concluded. As a result, the Council's review is due to be complete by December 2011. It has been confirmed that a number of funding streams on which the Anti-Social Behaviour Team relies will cease on 31 March 2011. However, at Council on 1 March 2011 additional funding was made available for the Anti-Social Behaviour Team for twelve months.

The Comprehensive Spending Review of October 2010 announced a new Early Intervention Grant, which is a combination of previous Area Based Grant and Specific Grants. The termination of Area Based Grant and the consequential ending of ring-fenced budgets mean that Local Authorities will have greater flexibility to fund priorities that are set locally, albeit within the constraints on the

national budget. The Early Intervention Grant, funding for which will run from 2011 until 2015 will provide a new funding stream for early intervention and preventative services. The intention is to support a focus on early intervention in the early years and up through the age range, enabling pooling of funding where that enables local authorities and their partners to target disadvantage and achieve better results.

Allied to the direction of the Coalition Government regarding their approach to early intervention in the early years, is the significant quantity of evidence suggesting that early intervention can lead to better outcomes for young people, with a consequential reduction in anti-social behaviour. In December 2010, the Independent Review on Poverty and Life Chances led by Frank Field MP, produced the report 'The Foundation Years: preventing poor children becoming poor adults. That report emphasised that:

"We have found overwhelming evidence that children's life chances are most heavily predicated on their development in the first five years of life. It is family background, parental education, good parenting and the opportunities for learning and development in those crucial years that together matter more to children than money, in determining whether their potential is realised in adult life. The things that matter most are a healthy pregnancy; good maternal mental health; secure bonding with the child; love and responsiveness of parents along with clear boundaries, as well as opportunities for a child's cognitive, language and social and emotional development. Good services matter too: health services, Children's Centres and high quality childcare. Later interventions to help poorly performing children can be effective but, in general, the most effective and cost-effective way to help and support young families is in the earliest years of a child's life".

In July 2010, the Government announced the setting up of an independent commission on early intervention to be chaired by Graham Allen, MP for Nottingham North. A summary of that process is detailed in section 3.2 of this report (Early Intervention: The Evidence Base). An initial report, 'Early Intervention: The Next Steps', setting out the rationale for early intervention, was published on 17th January 2011. A second report, to be published in May 2011, will detail the new funding options needed to resource early intervention. In the context of the Allen report, the term 'Early Intervention' is used to refer to the general approaches, plus specific policies and programmes, which help to give children aged 0 to 3 years, the social and emotional foundation they need to reach their full potential, and to those which help older children become the good parents of tomorrow. The Allen Report makes the case for early intervention as follows:

"Early Intervention enables every baby, child and young person to acquire the social and emotional foundations upon which our success as human beings depends. Most parents give this to their children, and often by instinct and common sense alone, but all of our children deserve nothing less. A child who is rounded, capable and sociable has a great chance in life. Those denied these qualities have a bad start and few of them recover. During their lifetimes they can impose heavy penalties on themselves and generate major costs, financial and social, for their families, local communities and the national economy".

In the 'Early Intervention: The Next Steps' report, Graham Allen comments that:

"There are now two competing cultures: the dominant one – of late intervention – and the growing one – of Early Intervention. It is not an either/or – we must continue to swat the mosquitoes but we can drain the swamp too. The bleak truth is that decades of expensive late intervention have failed. Major social problems have got worse not better: despite heroic frontline efforts tackling the symptoms, their causes often remain unaddressed".

The claims for the impact of early intervention programmes on social, emotional and economic wellbeing are broad. However, there is also specific evidence relevant to anti-social behaviour. As an example, if a young person cannot communicate effectively, they are less likely to be able to find a job or reach their potential in other ways. Likewise, if they are unable to articulate emotionally, which enables them to manage their behaviour, they are more likely to engage in anti-social behaviour.

As a consequence of Cabinet's decision to review the Council's and partner organisations' approach to anti-social behaviour, the balance of this report places emphasis on the provision of early intervention services. With regard to the Council's Early Intervention Grant, the Comprehensive Spending Review of October 2010 announced that the allocation for Wirral's Early Intervention Grant is £15,066,000. However, after adjustments, the budgeted spend on Early Intervention Grant areas in 2011-12, due to additional funding being made available in the Council's budget, will increase the total to £17,873,000. On 3rd February 2011, Wirral Council's Cabinet agreed that the priorities underpinning the commissioning of the Early Intervention Grant should be:

- Sure Start
- Parenting, Behaviour and Family Support
- Services for Disabled Children

The Commissioning process is now underway with new contracts due to commence in July 2011. This report highlights some of the Intervention Programmes currently being provided in Wirral from age 0–19, as well as generic programmes which are due to be provided from July 2011 onwards. However, the programmes are provided not only by Wirral Council but there is also considerable investment by other agencies such as Wirral NHS in the form of, for example, the Healthy Child programme, health visiting and the family nurse partnership. This Commission recognises that working with hard-to-engage families requires a distinct and different skill set to those traditionally employed with the delivery of universal services.

A key conclusion of this Commission is the support for moving further service provision towards early intervention in Wirral, delivered in a timely manner following early identification of the problem. Particular emphasis should be placed on those programmes for which proven evidence exists. This is an important message emphasised in the Graham Allen report on early intervention. As a natural consequence, the balance of spending between early intervention and anti-social behaviour will change, with a greater proportion being targeted at the early years and early intervention. Evidence supporting such an approach can be seen in the investment in the Youth Offending Services Prevention Service which has helped to reduce first time entrants to the Youth Justice System in Wirral by 47% over the last 12 months. This has had a knock-on effect on the number of days needed in the Youth Court which have been reduced by one day per week. As a result, less young people have been made subject to Criminal Orders and less Wirral young people have been sentenced to imprisonment. In turn, this has led to significant savings for all partnership agencies involved. The findings of the second part of the Graham Allen report, regarding funding streams for Early Intervention, due in May 2011, will inform future decision-making regarding funding.

In considering the evidence found during the review, the Commission Members have formulated the recommendations identified on pages 7 and 8.

RECOMMENDATIONS

1. **ADHD (Attention Deficit Hyperactivity Disorder)**

Support NHS partners in reviewing the pathway for the early identification of young people with ADHD (Attention Deficit Hyperactivity Disorder) in order to provide greater support to relevant children and their families.

(Reference Section 4.2, page xx)

2. **Monitoring of the Children's Centre Plan**

The Children's First Strategic Board should continue to monitor and evaluate the delivery of Priority 2 of the Enjoy and Achieve section of the Children and Young People's Plan which includes priorities for Children's Centres. There should be a report on progress to the Children's Trust Board on a six monthly basis.

(Note – Priority 2 is to improve the outcomes for young children or families, especially the most vulnerable, through effective early years support and intervention).

(Reference Section 4.3.1, page xx)

3. **Sure Start Children's Centre Provision in Wirral**

The full complement of the Sure Start Children's Centres in Wirral is warmly welcomed. The strong commitment to all Children's Centres is acknowledged. Whilst universal services are essential to enable early identification and prevention, there should be increased targeting of support to families in most need.

(Reference Section 4.3.1, page xx)

4. **Enhanced Induction Process**

The current induction process should be enhanced to include the need for families with children under five to register when they visit their local Children's Centre.

(Reference Section 3.5.1, page xx)

5. **Family Information website**

The Information Service website for families should be developed as soon as possible and should include a facility for users to make comments on the service they have received. This website should be linked with the TEEN Wirral website and the Children in Care Council website when developed.

(Reference Section 4.3.1, page xx)

6. **Private Sector Nurseries**

Whilst the quality assurance of private sector nurseries and child minders is an Ofsted function, there should be further development of processes to engage with them to raise their awareness of, and contribution to, the Early Intervention Strategy.

(Reference Section 4.3.1, page xx)

7. **Pathway for Children's Speech and Language Service**

The new service model, developed by NHS Wirral, for the provision of the Speech and Language Therapy service is welcomed. Whilst being performance managed by NHS Wirral, a report should be provided to the Council Leader and to the Children's Trust Board, in approximately one year's time, to evaluate the effectiveness and impact of the new provision.

(Reference Section 4.3.2, page xx)

8. **Orrets Meadow Outreach Service**

The Overview and Scrutiny report of January 2010 which focused on Literacy makes two recommendations about Orrets Meadow (dealing with funding and the statementing process) that is subject to a Children and Young People's Department working group and a pilot to review provision. These should be supported.

(Reference Section 4.3.2, page xx)

9. The Anti-Social Behaviour Commission and the Future Task Force Consultation

The findings from this Anti-Social Behaviour Commission should be used as input for the questions being prepared for the 2011 version of the Task Force Consultation.

(Reference Section 5.1, page xx)

10. Restructure of Integrated Youth Support

The review of Youth Services under the Integrated Youth Support restructure, to enable a more efficient and effective use of resources, should be given immediate priority.

(Reference Section 5.1, page xx)

11. The Principle of Early Intervention in Wirral

The emphasis of moving further service provision towards Early Intervention in Wirral is fully supported. A priority for Wirral should continue to be 'Parenting, Behaviour and Family Support'.

(Reference Section 5.2, page xx)

12. The Commissioning Process

The commissioning process should continue to ensure the full involvement of voluntary, faith and community sectors and the private sector in the delivery of services.

(Reference Section 6.1, page xx)

13. Management of the Commissioning Process

The one Joint Commissioning Group established by the Children and Young People's Department should continue to provide a co-ordinating role for the delivery of contracts within the remit of the Children's Trust Board.

(Reference Section 6.1, page xx)

14. Use of proven Early Intervention Programmes

Emphasis should be placed on the use of those Early Intervention Programmes for which proven evidence of success exists.

(Reference Section 6.2, page xx)

15. On-going Evaluation of Early Intervention Programmes

Local evaluation systems should continue to be developed and strengthened to ensure that programmes are delivering expected outcomes.

(Reference Section 6.2, page xx)

16. Review the Council's approach to Anti-Social Behaviour

Cabinet is requested to identify a lead officer to undertake the full review of the Council's and partner organisations' approach to preventing and tackling anti-social behaviour. This review should be conducted as soon as possible after the publication of the outcomes of the government's consultation around the tools and powers to tackle anti-social behaviour. This will include giving regard to:

- delivery against the Community Safety Partnership's Anti-Social Behaviour Strategy (2009-2012);
- the Administration's commitment to community justice.

(Reference Section 7, page xx)

17. Partnership Working with Crime Reduction Partners

Closer working relationships between crime reduction partners and the Children's Services Area Teams should be explored.

(Reference Section 7, page xx)

3. THE NATIONAL CONTEXT

3.1 Government Initiatives

Since taking office in May 2010, the Coalition Government has announced a number of initiatives that have a direct impact on the delivery of services aimed at combating anti-social behaviour as well as the budgets to support such work. The termination of Area Based Grant and the consequential ending of ring-fenced budgets mean that Local Authorities will have greater flexibility to fund priorities that are set locally. The Terms of Reference for this Commission report requested inclusion of “a study on the size and objectives of the under-fives budget” as well as “to review how much money, from different streams of expenditure, the Council puts towards combating anti social behaviour, to examine how this money is spent and to advise the Leader on how this budget might be better spent”.

In May 2010, the Coalition Government published its programme, setting out its priorities. The section on families and children stated, “The Government believes that strong and stable families of all kinds are the bedrock of a strong and stable society”. Key commitments include:

- Taking Sure Start back to its original purpose of early intervention, increasing its focus on the neediest families, and better involving organisations with a track record of supporting families.
- Refocusing funding from Sure Start (Children’s Centres) peripatetic outreach services, and from the Department for Health budget, to pay for 4,200 extra Sure Start health visitors.
- Investigating a new approach to helping families with multiple problems.

Further examples of more recent Government announcements include a Pupil Premium to support disadvantaged children and community-based budgets to allow local areas to pool resources to support families with multiple problems. Recent policy changes at national level provide an opportunity for local authorities and other policy makers to change the way they approach and join up early intervention provision at local level, albeit within the financial constraints that the national budget presents.

In July 2010, the Government announced the setting up of an independent commission on early intervention to be chaired by Graham Allen, MP for Nottingham North. A summary of that process is detailed in section 3.2 of this report (Early Intervention: The Evidence Base).

The Comprehensive Spending Review of October 2010 announced a new Early Intervention Grant, which is a combination of previous Area Based Grant and Specific Grants. The range of activities provided, under the old funding regime, in 2010-11 included:

- Parenting, Behaviour and Family Support
- Teenage Pregnancy
- Substance Misuse
- Positive Activities for Young People
- Sure Start and
- Aiming High for Disabled Children and Families.

On 31 March 2011, the specific funding of the programmes outlined above will cease. The Early Intervention Grant, funding for which will run from 2011 until 2015 will provide a new funding stream for early intervention and preventative services. The Department of Education has specifically stated that funding is sufficient to maintain the existing network of Sure Start Children’s Centres. The new grant is not ring-fenced, meaning that local decision-making will determine priorities and commissioning requirements. The intention is to support a focus on early intervention in the early

years and up through the age range, enabling pooling of funding where that enables local authorities and their partners to target disadvantage and achieve better results. The guidance from the Department for Education indicates that the Early Intervention Grant will be allocated to cover the following:

- Sure Start Children's Centres
- Free early education places for disadvantaged two-year-olds
- Short breaks for disabled children
- Targeted support for vulnerable young people
- Targeted mental health in schools
- Targeted support for families with multiple problems.

Further analysis of the Early Intervention Grant is available in Section 3.3.2 ('Wirral's Response to the Early Intervention Grant') of this report.

With respect to combating Anti-Social Behaviour, on 7th February 2011, the Government launched a Consultation document, 'More Effective Responses to Anti-Social Behaviour'. The Consultation process closes on 3rd May 2011. Among the proposals in the document are:

- repealing the ASBO (Anti-Social Behaviour Order) and other court orders and replacing them with two new tools that bring together restrictions on future behaviour and support to address underlying problems. These are a Criminal Behaviour Order that can be attached to a criminal conviction; and a Crime Prevention Injunction that can quickly stop anti-social behaviour before it escalates;
- ensuring there are powerful incentives on perpetrators to stop behaving anti-socially, for example, by making breach of the new orders grounds for eviction from social housing;
- bringing together many of the existing tools for dealing with place-specific anti-social behaviour from persistent litter or noisy neighbours, to street drinking and crack houses, into a Community Protection Order;
- bringing together existing police dispersal powers for anti-social behaviour into a single police power to direct people away from an area for anti-social behaviour;
- making the informal and out-of-court tools for dealing with anti-social behaviour more rehabilitative and restorative
- introducing a 'Community Trigger' that gives victims and communities the right to require agencies to deal with persistent anti-social behaviour.

It is, therefore, likely that some or all of these measures will, in the future, be included in new legislation.

3.2 Early Intervention: The Evidence Base

Allied to the direction of the new Government regarding their approach to early intervention in the early years, is the significant quantity of evidence suggesting that early intervention can lead to better outcomes for young people, with a consequential reduction in Anti-Social Behaviour.

In December 2010, the Independent Review on Poverty and Life Chances led by Frank Field MP, produced the report 'The Foundation Years: preventing poor children becoming poor adults. This report commented:

"We have found overwhelming evidence that children's life chances are most heavily predicated on their development in the first five years of life. It is family background, parental education, good parenting and the opportunities for learning and development in those crucial years that together

matter more to children than money, in determining whether their potential is realised in adult life. The things that matter most are a healthy pregnancy; good maternal mental health; secure bonding with the child; love and responsiveness of parents along with clear boundaries, as well as opportunities for a child's cognitive, language and social and emotional development. Good services matter too: health services, Children's Centres and high quality childcare. Later interventions to help poorly performing children can be effective but, in general, the most effective and cost-effective way to help and support young families is in the earliest years of a child's life".

In the summer of 2010, Graham Allen MP was invited to lead an Independent review on Early Intervention. An initial report, 'Early Intervention: The Next Steps', setting out the rationale for Early Intervention, was published on 17th January 2011. In the context of the Allen report, the term 'Early Intervention' is used to refer to the general approaches, plus specific policies and programmes, which help to give children aged 0 to 3 years, the social and emotional foundation they need to reach their full potential, and to those which help older children become the good parents of tomorrow. A second report, to be published in May 2011, will detail the new funding options needed to resource Early Intervention.

In the 'Early Intervention: The Next Steps' report, the Review team describes 'The Core Message on Early Intervention' as:

"Early Intervention is an approach which offers our country a real opportunity to make lasting improvements in the lives of our children, to forestall many persistent social problems and end their transmission from one generation to the next, and to make long-term savings in public spending. It covers a range of tried and tested policies for the first three years of children's lives to give them the essential social and emotional security they need for the rest of their lives. It also includes a range of well-established policies for when they are older which leave children ready to face the challenges of each stage of childhood and of passage into adulthood – especially the challenge of becoming good parents to their own children.

In spite of its merits, which have achieved increasing recognition by national and local government and the voluntary sector, the provision of successful evidence-based Early Intervention programmes remains persistently patchy and dogged by institutional and financial obstacles. In consequence, there remains an overwhelming bias in favour of existing policies of late intervention at a time when social problems are well-entrenched – even though these policies are known to be expensive and of limited success. Strong leadership by all political parties is required to overcome this bias and achieve a cultural shift to Early Intervention. A move to successful Early Intervention requires new thinking about the relationship between central government and local providers. It also needs authoritative evidence about which forms of Early Intervention are most successful, and about their impact".

In the 'Early Intervention: The Next Steps' report, Graham Allen comments that:

"There are now two competing cultures: the dominant one – of late intervention – and the growing one – of Early Intervention. It is not an either/or – we must continue to swat the mosquitoes but we can drain the swamp too. The bleak truth is that decades of expensive late intervention have failed. Major social problems have got worse not better: despite heroic frontline efforts tackling the symptoms, their causes often remain unaddressed".

It is generally accepted that the countries of Scandinavia consistently lead international comparisons in terms of child welfare and general well-being. Recognising the value of prevention and early intervention programmes, in the last 20-30 years, these countries have increased investment in such funding streams.

Much academic literature clearly demonstrates that adverse childhood experiences can have a detrimental influence on a number of outcomes. The California Adverse Childhood Experiences Study was one of the largest investigations ever on links between childhood maltreatment and later life health and well-being. As many as 17,000 participants had comprehensive physical examinations and provided detailed information on childhood abuse, neglect and family dysfunction. The study found that adults who had adverse childhoods showed higher levels of violence and anti-social behaviour, adult mental health problems, school underperformance and lower IQs, economic underperformance and poor physical health. These led to high expenditure on health support, social welfare, justice and prisons; and lower wealth creation.

The claims for the impact of early intervention programmes on social, emotional and economic wellbeing are broad. However, there is also specific evidence relevant to anti-social behaviour. The Allen report quotes a recent authoritative study of boys assessed by nurses at age 3 as being 'at risk', which found that they had two and a half times as many criminal convictions as the group deemed not to be at risk at age 21. Moreover, in the 'at-risk' group, 55 per cent of the convictions were for violent offences, compared to 18 per cent for those who were deemed not to be at risk.

In four decades of research into the origins of violent behaviour, Professor Richard Tremblay of the University of Montreal has found solid evidence that the most aggressive and violent adolescents did not become more violent in their adolescent years; they were already very violent at age 6. In fact, comparisons at age 3 show they had much higher levels of violence than other children of the same age, and maintained that higher level of violence for the next 10-15 years: at age 2½ years the 17% most aggressive toddlers are already 10 times more aggressive than the 32% least aggressive.

Not surprisingly, one of the primary recommendations of the Allen Report, 'Early Intervention: The Next Steps' is that a greater proportion of any new public and private expenditure be spent on proven Early Intervention policies, with great emphasis on the word "new".

4 WIRRAL – THE CURRENT SITUATION

4.1 The Incidence of Anti-Social Behaviour in Wirral

Levels of anti-social behaviour in the borough are measured through incidents reported to the Police (PI1701). All callers are asked to indicate whether the incident involves children/young people. This process, therefore, provides an indication of numbers involved. However, there will inevitably be occasions whereby the individuals involved are aged 18 or over but reported as minors. In addition, such incidents are based on the perception of the incident by the caller and, therefore, on occasions, there may not be any actual engagement in anti-social behaviour. The Community Safety Partnership's 2009 Strategic Assessment attempted to gauge the proportion of anti-social behaviour relating to 'youths'. Between September 2008 and August 2009, of the 13,672 reported incidents, 5,781 (42%) were referred to as involving "youth", "teen" or "kid".

Challenge & Support is a multi-agency process, coordinated by the Council's Anti-Social Behaviour Team, to deal with children and young people engaged in, or at risk of engaging in, anti-social behaviour. A range of agencies make referrals into the process which sees a twin-track approach of both 'challenge' (enforcement) and 'support' (to tackle the underlying causes of the behaviour) taken. A snapshot taken as at September 2010, shows a total of 206 children / young people in the Challenge & Support process.

Many crimes amount to or include behaviour that constitutes anti-social behaviour. Crimes recorded by the police are quality assured and provide a better indication of the proportion relating to young people (aged 10 or over). The Community Safety Partnership's 2009 Strategic Assessment shows that 10–20 year olds are responsible for 55 per cent of criminal damage offences, a reliable proxy for anti-social behaviour. An analysis of all crime by four year cohorts shows that 10–22 year olds are responsible for 42% of all crime.

In 2007/8 reports of anti-social behaviour reduced by 17%; that is 3,793 fewer incidents (compared with 2006/7). 2008/9 saw anti-social behaviour reduce by 16%; 2,890 fewer incidents (compared with 2007/8). 2009/10 saw a 9% reduction in incidents (compared with 2008/9); 1,399 fewer incidents (see figure 1 below).

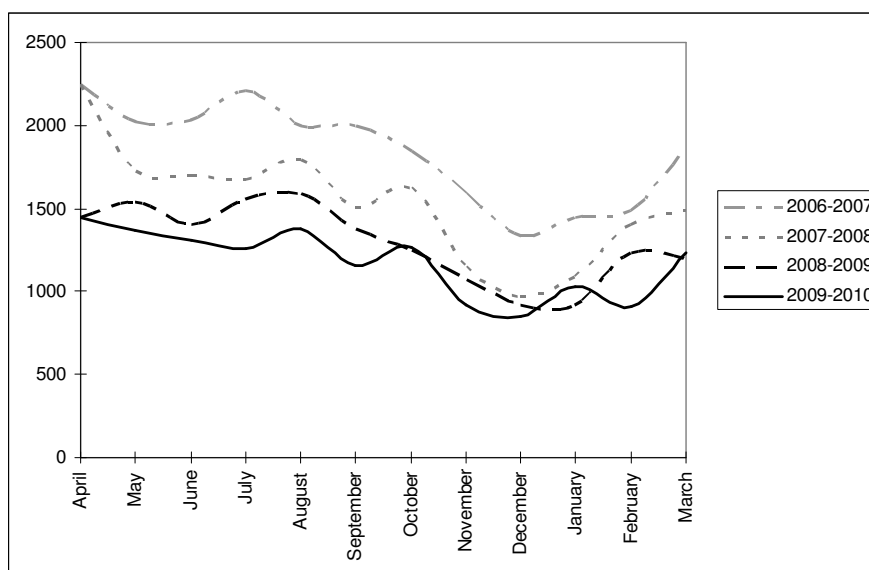


Figure 1: Four year comparison of all anti-social behaviour calls to the police (Wirral Basic Command Unit) 2006-2010 (Note - these figures include adults and young people)

Results of the Place Based Survey published in June 2009, showed that 18.7% of those people surveyed in Wirral considered anti-social behaviour to be a problem in their area. Wirral's performance was better in this perception indicator (NI 17) than the averages for other Merseyside Community Safety Partnerships, Metropolitan areas, North-West region and England respectively. In July 2010, it was announced that the government was removing the requirement for reporting National Indicators related to the Place Based Survey, including NI 17.

Whilst incidents of anti-social behaviour reported to the police are subject to national recording standards (National Standard of Incident Reporting), the use of this data to set purely quantitative targets and compare across areas has not been recommended by the Home Office. There are, therefore, no national comparators for incidents of anti-social behaviour across England and Wales. Anti-social behaviour is subjective and the quantity and/or severity can be biased by the tolerance of those reporting it. Similarly, an area with higher levels of public confidence and trust may be more likely to report incidents.

The Home Office has commissioned a review of the collection and publication of crime statistics with the aim of increasing public confidence in the statistics. The 'invitation to comment' period closed on 10 March 2011 and the review is due to report at the end of April 2011, after which it is intended to run a public consultation on its recommendations. Changes are expected to be implemented from April 2012. The Social Landlords Crime & Nuisance Group (the leading national organisation specialising in delivering effective solutions to tackling anti-social behaviour; a key part of its work being focused on influencing national policy and practice) is advocating that anti-social behaviour data should be included within the publication of crime data, in order that the picture presented to the public is more complete.

4.2 Combating Anti-Social Behaviour in Wirral – Current Resources

The budget of the Anti-Social Behaviour team moved to Children and Young People's Department in April 2010 and now forms part of the newly created Integrated Youth Support Service. The total resources of the Wirral Anti-Social Behaviour (ASB) Team in 2010/11 are £967,513. Of this total, Wirral Council allocated £190,500 to tackling anti-social behaviour; this constitutes the ASB Team's core budget. The balance of the resources £777,013 comes from service level agreements and other grant funding (Appendices 1 and 2). Of the core budget, £157,600 is staffing costs, £10,000 is assigned primarily for evidence gathering and witness support activity and £22,500 is for departmental charges. The staffing structure is shown in Appendix 3 and further detail on the staffing and activity costs is outlined below.

It has been confirmed that a number of funding streams which finance the Anti-Social Behaviour Team will cease on 31 March 2011. These include Housing Market Renewal Initiative, Working Neighbourhoods and District Activity Fund (totalling £102,760). A number of others have been incorporated into the Early Intervention Grant which is currently in the process of being commissioned; these include Think Family, Challenge & Support, Respect and Youth Crime Action Plan (£147,500). These have been extended for three months in the interim providing a contribution of £36,900 for 2011/12 budget.

At Council on 1 March 2011, a further £290,000 was agreed for the Anti-Social Behaviour Team for twelve months. In addition, provisional agreement has been given by the Community Safety Partnership to an allocation of £54,000 for 2011/12. It is also anticipated that the Contracts with

registered providers Leasowe Community Homes and Beechwood & Ballantyne Community Housing Association will continue into 2011/12.

Staffing costs: Enforcement Officer (Private Sector)

The equivalent of one Officer is assigned to deal with cases in the private sector requiring enforcement action amongst owner-occupied and private rented properties. The Team on average receives one new complaint of anti-social behaviour (in the private sector) every day. Complaints relate primarily to harassment, intimidation and youth causing annoyance, followed by noise, verbal abuse and damage to property as the main types reported.

Complaints of anti-social behaviour in the private sector are taken directly from the public through the 'It's Your Call' service (operated through the Council's Call Centre and One Stop Shops). A filter procedure is in operation to assess the most appropriate cases for further action. Only those complainants who complete Incident Diaries (written logs) are contacted further and only the most serious are selected for further action. Activity in this area is resource defined and the service lacks capacity to be responsive to demand.

Staffing costs: Enforcement Officer (Challenge & Support)

In September 2008 Wirral was one of 52 areas nationally selected to implement Challenge & Support; a multi-agency process for dealing with children and young people (aged up to 19 years) engaged in, or at risk of engaging in, anti-social behaviour. This process sees the Wirral split into three geographical areas (Respect Panels) with any agency or service able to refer children and young people using the Common Assessment Framework (CAF). Both challenge/enforcement and support/intervention are coordinated by the ASB Team, with an Enforcement Officer coordinating each Respect Panel in addition to their enforcement duties (albeit carrying a smaller caseload). The process has been supported through the secondment to the Team of two additional police constables to act, amongst other things, as a key link between the ASB Team and police neighbourhoods.

Core funding is used to fund one of the three Enforcement Officers responsible for coordinating the challenge and support process. The remaining two officers are funded through time-limited funding which is due to expire on 31 March 2011.

Wirral's Challenge & Support process was selected as one of eight areas as part of a national evaluation due to its "innovative approach". Since the launch of this early intervention programme, over five hundred young people have been referred contributing to the reduction of incidents of ASB and criminal damage and the number of first-time entrants into the criminal justice system.

Staffing costs: Contributions to other posts

Core funding also contributes to the salaries of the ASB Team's Manager, Enforcement Coordinator and Administrative Officer. These are all permanent posts and the remainder is met through contracts with Registered Providers of social housing. The largest of these contracts (Wirral Partnership Homes) ended on 30 September 2010 leaving a net short-fall of £97,026 this financial year.

Activity costs

Core funding has been assigned to the enforcement activity outlined above to provide for evidence gathering and intensive support to witnesses. The operating budget for the anti-social behaviour service (through the Anti-Social Behaviour Team) is, however, funded through income from contracts and time-limited funding. These income sources provide for the procurement of equipment, tools and materials; specialist equipment; repairs and maintenance of vehicles; printing; mileage; specialist

training; documentation; postage and publicising outcomes, in addition to the evidence gathering and witness support activity of other officers within the Team.

Wirral Family Intervention Project (FIP)

Family Intervention Projects (FIPs) provide intensive support to families with multiple social, economic, health and behaviour problems. Wirral Family Intervention Project was created in October 2007 and brings together the assertive delivery of support services with sanctions and possible enforcement action to increase a family's motivation to change their behaviour. Action for Children (formerly NCH) has been commissioned to deliver this service throughout this time. This funding (£147,000) is part of the Think Family Grant. The Family Intervention Project employs a Manager, one Senior Project Worker, nine Project Workers and two part-time Administrative Workers to deal with a total of 60 families. These staff are employed by Action for Children. Additional support services are also being commissioned through the funding provided by the Department of Health (£19,000).

In September 2009, the FIP extended its service to focus upon youth crime; funded through the Youth Crime Action Plan (£209,800). The approach is the same for the anti-social behaviour element, however, the referral criteria is different, requiring that at least one child within the household is aged between 0-10 years and that the family has a history of both alcohol/substance misuse and domestic violence. The youth crime element can work with up to 30 families at any one time.

In November 2009, social housing providers (Registered Providers) were invited by the former Department for Children, Schools & Families to bid for resources from a Challenge Fund to identify and provide support directly to families experiencing, or causing, problems within their local community. This could be used to extend existing Family Intervention Projects and a successful application saw the allocation of £40,000 to Wirral Family Intervention Project matched in part by Wirral Partnership Homes (£27,500). This enabled the appointment of two further full-time Project Workers who are based in a Wirral Partnership Homes' housing office and allows for up to 12 families to be worked with at any one time within the social landlord's anti-social behaviour hot spot areas.

ADHD (Attention Deficit Hyperactivity Disorder)

Local evidence suggests a significant correlation between the diagnosis of ADHD (Attention Deficit Hyperactivity Disorder) and the possible entry into the Youth Justice System. As of February 2011, a current caseload of approximately 125 cases included 36 young people who had received a formal diagnosis for ADHD / learning disabilities. There is, therefore, a strong case to ensure that potential ADHD is identified and supported early.

RECOMMENDATION 1: Support NHS partners in reviewing the pathway for the early identification of young people with ADHD (Attention Deficit Hyperactivity Disorder) in order to provide greater support to relevant children and their families.

4.3 Current Intervention Programmes (2010/11)

This section of the report highlights some of the Intervention Programmes currently being provided in Wirral. Some of those described in detail are those giving rise to further recommendations.

4.3.1 Sure Start / Children's Centres

The majority of the Early Years budget in Wirral is allocated to Sure Start / Children's centres. This area is, therefore, key to Early Years provision in the borough. The Sure Start Support Team ensures effective delivery of programmes of work relating to statutory demands for children 0–5 years, as defined in the Childcare Act 2006 and confirmed through subsequent legislation. This would include:-

- activity relating to under 5s in early education and care
- the quality of the childcare workforce
- quality improvement strategy
- advice and guidance to new and existing providers of service
- sufficiency of childcare
- provision of information for parents/carers and other agencies.

The Children First Strategic Board was established in 2007 as an oversight Board specifically for activity for the under 5s. Membership is taken from partner agencies including Health, Social Care, the Voluntary Sector, Local Authority departments, schools, parents and Jobcentre Plus. The Chair of this Board is the Head of Branch, Learning and Achievement, a role which enables the work of the Board to be shared with members of the Children's Trust and the Enjoy and Achieve Strategy Group.

Funding for the under-fives budget areas is provided in Appendix 4. The objectives of each of the areas are provided below. The Sure Start Early Years and Childcare Grant, which applies until the end of March 2011 (before being replaced by the Early Intervention Grant), should support the duties set out in the Childcare Act 2006 as amended by the Apprenticeships, Skills, Children and Learning Act 2009. Local authorities and their partners in health services and Jobcentre Plus are required to:

- Improve outcomes and narrow gaps at age five through access to high quality integrated early years provision. Wirral has an upward trend in outcomes and continues to narrow the gap between the lowest 20% and the rest;
- Provide and maintain access to sufficient children's centres and ensure they each have an advisory board;
- Ensure there is sufficient childcare available for parents who want to work and train, including an expanded and, where possible, more flexible free offer for three and four year olds; a specific focus in terms of childcare sufficiency is on families living in disadvantaged areas and parents of children with a disability.
- Provide a comprehensive information service for families, making available any information parents and carers might need to support their children up to the age of 20.

The key priorities and challenges which the Sure Start Early Years and Childcare Grant has supported in 2010-11 include:-

- Delivering a Sure Start Children's Centre for every community in 2010 (national target for at least 3,500 centres by March 2010). A key aim is to ensure that the Children's Centres achieve value for money and a fair distribution of resources to support services for all children under five while concentrating the greatest level of resource to meet the needs of the most disadvantaged families. Currently, there are 16 designated centres with a range of delivery points. The full core offer includes support for:-
 - Childcare
 - Family support
 - Health services
 - Employment advice from Jobcentre Plus
 - The local authority's information, advice and assistance service.

- Continuing to fill the gaps between demand and supply identified in the Childcare Sufficiency Assessment. The aim is to secure, as far as reasonably practicable, sufficient childcare for working parents of children up to the age of 14 (17 for disabled children).
- Delivering a high quality information service for local families, parents and carers which helps maintain the national Family Information Directory. This statutory duty came into force in April 2008, and applies to all working parents, and parents preparing for work with a requirement to pay particular attention to the needs of lower income parents and those who have disabled children. The duty also feeds directly into efforts to promote the take up of formal childcare (including both the free early education entitlement and paid for childcare supported through tax credits), in particular amongst lower income families.
- Focusing sharply on continuing to raise the standard of early learning and care provision by excellent delivery of the Early Years Foundation Stage, to secure a strong foundation for children's learning and development throughout other key stages. Providing strong performance management of early years settings across the PVI (Private, Voluntary and Independent) and maintained sectors, the Quality Improvement Strategy is having a positive impact on the provision.
- Delivering a reduction in the achievement gap between the lowest achieving children and the rest, in the context of securing better results for all 5 year olds.
- Continuing to professionalise the early years workforce by encouraging investment in, and equal access to, staff qualifications, particularly in the PVI sector and for childminders. Priorities for the Children's Centres workforce, such as leadership and outreach, necessary for providing integrated services, should also be met.
- Early education of disadvantaged 0–2 year olds
This programme supports the access to childcare for two year olds with a high level of need. Nationally, the first level of eligibility criteria relates to benefit dependency with Local Authorities able to set a second level of criteria to determine access to this service. The allocated level of funding enables around 142 two year olds with the highest level of need to access 10 hours per week of high quality childcare, with parents / carers signposted to family support and other appropriate services offered through their local Children's Centre. However, this area of work is considered to be a high priority and, therefore, the nominal allocation in the overall budget that could be used for family support will be allocated to fund an additional 32 places for two year olds up until the end of March 2011. Family support work will be absorbed within the core activity of local Children's Centres. A body of evidence has been gathered through case studies and evaluation to demonstrate the impact of this initiative. Local evidence includes a report, 'A Review of the Assessment Criteria and Short term Impact of Free Early Learning and Childcare Offer for Two Year Olds in Wirral', produced by Helen Richards of Chester University.
- The Communication Language and Literacy Development and 'Every Child a Talker' allocation is to provide consultant support and allocations to settings in the lowest 20% nationally defined Index of Multiple Deprivation (IMD) Lower Super Output Areas. Each Local Authority is required to set statutory early year's targets to:
 - a) Raise the standards of the overall results of all children at the end of the Foundation Stage
 - b) Narrow the gap between the 20% lowest achievers and the rest.

Both targets have been achieved for 2010 and results are showing an upward trend.

In addition, the Nursery Education Grant (funded from within the Schools Budget) provides funding for 15 hours' free childcare for three to five year olds in nursery schools, nursery classes and the private, voluntary and independent sector. Local Authorities are required to introduce a single funding formula from April 2011 for provision for three and four year olds and from September 2010 to extend the early years entitlement to 15 hours and make it more flexible for parents. This extended offer has been available from September 2009 for children in the lowest 25% disadvantaged areas. Alongside this work, there is additional consultation and development underway to assess the capacity of school and other providers to deliver the extended offer of 15 hours as flexibly as possible to meet parental demand.

RECOMMENDATION 2: The Children's First Strategic Board should continue to monitor and evaluate the delivery of Priority 2 of the Enjoy and Achieve section of the Children and Young People's Plan which includes priorities for Children's Centres. There should be a report on progress to the Children's Trust Board on a six monthly basis.

(Note – Priority 2 is to improve the outcomes for young children or families, especially the most vulnerable, through effective early years support and intervention).

RECOMMENDATION 3: The full complement of Sure Start Children's Centres in Wirral is warmly welcomed. The strong commitment to all Children's Centres is acknowledged. Whilst universal services are essential to enable early identification and prevention, there should be increased targeting of support to families in most need.

RECOMMENDATION 4: The current induction process should be enhanced to include the need for families with children under five to register when they visit their local Children's Centre.

RECOMMENDATION 5: The Information Service website for families should be developed as soon as possible and should include a facility for users to make comments on the service they have received. This website should be linked with the TEEN Wirral website and the Children in Care council website when developed.

RECOMMENDATION 6: Whilst the quality assurance of private sector nurseries and child minders is an Ofsted function, there should be further development of processes to engage with them to raise their awareness of, and contribution to, the Early Intervention Strategy.

4.3.2 Speech, Language and Communication

The Bercow Report, 'A Review of Services for Children and Young People (0-19) with Speech, Language and Communication Needs', produced in July 2008 stated:

"Early intervention means making a prompt intervention to support the child and family. In addressing speech, language and communication needs, there is strong clinical opinion about the value of early intervention and the danger of its absence. If a child receives the right help early on, he or she has a better chance of tackling problems, communicating well and making progress. 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."

Speech and Language Therapy

Wirral Council's Scrutiny Review of Literacy Levels at Key Stage 2, which reported in January 2010, found that a number of officers, head teachers and governors raised the issue of the role of the Speech and Language Therapy Service. There was a repeated request for the service to be available in the school setting rather than in "remote" clinics.

During that Review, a head teacher argued that:

"The availability of speech and language therapists in schools would be preferable. When children visit a clinic they are in a false environment where the sessions are contrived. The service would be far better if the sessions were provided in the school. In addition, a large number of appointments are not kept".

The Scrutiny Review found that the service as it was then organised was not as accessible to disadvantaged and vulnerable groups as it could be; 'universal services' were clinic based, and required the parent/carer to 'opt in' to the service. This often resulted in parents who did not understand the system (and who may be those with language and literacy problems themselves) not opting in, not being able to get to the clinic, having to take a child out of school for an appointment, or not perceiving that any benefit was to be gained from accessing the service for their child. As a result, there were reports of a significant number of missed appointments.

Therefore, the Scrutiny Panel Members suggested that a service review should, in particular, assess the accessibility and benefits accruing from the service as well as the experience of clients. Following the conclusions of the scrutiny review, and to meet the specific recommendations for the Bercow Report for Speech and Language Therapy services, NHS Wirral have commissioned a redesigned Speech & Language Therapy service, consulting with parents of children referred to the service and members of the 'Better Communication' multi-agency group. The resulting new service model, due to be implemented from April 2011, addresses the issues raised in the review plus additional issues raised by parents during the consultation:

Early identification of problems:

- All infants are included in a neonatal hearing screening programme to identify primary hearing loss. This programme has consistently achieved 100% coverage since its inception;
- As part of the universal delivery of the Healthy Child Programme led by Wirral's Health Visiting Service, all babies and young children are offered reviews of their health and development, with specific attention paid to speech and language development at 9-12 months and 2-2 ½ years of age. This has an uptake of 95%, and resulted in a rise in the number of referrals to the SLT service at 2-2 ½ years.

More accessible service:

- A more flexible and responsive referral system, with a choice of venues for appointments offered to parents wherever possible, and closer communication with the 'Lead Professional' coordinating the child's care;
- Choice of venue should be guided by three principles: care provided as close to home (or school) as possible, the quality of the environment for the therapy to take place, and the efficient use of the therapist time;
- Regular audit of service uptake, with non attendance for appointments being notified to the referrer (or Lead Professional) with multi agency planning if required to ensure children receive the care that they need;

Improved benefit from the service

- Providing high quality, outcome focused therapy, using evidence based approaches;
- Sharing the expected outcomes from therapy with parents both verbally and in writing, and sharing this with other professionals involved in the child's care (with the parents consent);
- Regularly reviewing progress towards goals with parents, with changes in therapeutic approach discussed and agreed with parents, and shared with other key professionals;
- Auditing outcomes from therapy and responding to issues identified by the audit, both for individual children and for the service generally;

Better experience for parents and children

- Use of CAF (Common Assessment Framework) and TAC ('Team around the Child') models of care, reducing the need for parents to 'tell their story' repeatedly to different professionals and better multi-agency coordination of care;
- Parents explicitly involved in setting goals and outcomes for therapy;
- Creating a balance between convenience of venue for the family, the quality of the environment for therapy and efficient use of the therapist's time;

The new service model, to be provided by Wirral Community NHS Trust, will be performance managed by NHS Wirral, with a range of both quantitative and qualitative performance indicators.

RECOMMENDATION 7: The new service model, developed by NHS Wirral, for the provision of the Speech and Language Therapy service is welcomed. Whilst being performance managed by NHS Wirral, a report should be provided to the Council Leader and to the Children's Trust Board, in approximately one year's time, to evaluate the effectiveness and impact of the new provision.

Reading Recovery

Reading Recovery is an early intervention tutoring programme for pupils aged six and seven who are experiencing difficulty in their early reading instruction. The programme provides the lowest-achieving readers (lowest 20 per cent) with supplemental tutoring in addition to their normal reading classes. Pupils participating in Reading Recovery receive daily 20 minute one-to-one lessons for 12–20 weeks with a specially trained teacher. The lessons include assessment, reading known stories, reading a story that was read once the day before, writing a story, working with a cut-up sentence, and reading a new book. Reading Recovery is a key plank of 'Every Child a Reader'.

The Reading Recovery programme was first introduced to Wirral in 1993 and has been employed by a significant number of primary schools in the borough. Although regarded as expensive to operate, anecdotal evidence suggests that results from the programme are very strong.

Orrets Meadow

Wirral Council's Scrutiny Review of Literacy Levels at Key Stage 2, which reported in January 2010, included comments on the statementing process and the role of Orrets Meadow Special School. When children are assessed as requiring Special Educational Needs (SEN), school based provision of School Action and School Action Plus is available. School Action could include further assessment, additional teaching materials or a different way of teaching. If a child is deemed not to have made adequate progress during School Action, School Action Plus enables a school to seek outside advice from the Local Authority's support services or from health and social work professionals.

If a child's needs cannot be met through School Action Plus, the Local Authority may consider the need for a statutory assessment. Following the assessment, the Local Authority may decide to make a Statement of Special Educational Needs setting out the child's needs in detail. However, beyond the statementing process, there are a considerable number of children who are viewed by their school as requiring additional support.

Concerns were raised during the Scrutiny Review regarding the statementing process. Some head teachers expressed frustration regarding the speed and lack of flexibility of the process. As an example, of those children who are admitted into Orrets Meadow, the majority arrive in Year 5 and some in Year 6. Some of these children arrive at the school with a reading age as low as 4.3 years. By the time of admission, the child has often become frightened, frustrated and their self-esteem has been damaged.

While it is accepted that many children are supported through the interventions at their 'primary' school, culminating in Wave 3, the quicker identification of children with significant problems would be beneficial to child and school alike. In general, quicker access to outside agencies to support children where Wave 3 intervention highlights specific learning difficulties (for example, speech therapy, educational psychologist, or any other agencies) would be beneficial. Responses from schools provided evidence that access to services at Orrets Meadow is not as available as some schools would wish.

The responses from the school's questionnaire undertaken by the Literacy Level Scrutiny Review also highlighted a desire from a number of schools for greater access to Orrets Meadow Outreach Services. There is a perception that the ability of a child to access these services is dependent upon the address of that child and the budget of his or her school. Two of the recommendations which were included in Wirral Council's Scrutiny Review of Literacy Levels at Key Stage 2 were:

- a) "A review of the statementing process should take place with a view to the system becoming more flexible and quicker, whilst maintaining integrity. There is a need to identify children at a younger age. Consideration should be given to the development of guidelines which would enable children to be allocated places at Orrets Meadow without having to go through the full statementing process"
- b) "The funding arrangements for the Orrets Meadow Outreach Services should be reviewed to ensure consistent opportunity of provision to every child in need".

RECOMMENDATION 8: The Overview and Scrutiny report of January 2010 which focused on Literacy makes two recommendations about Orrets Meadow (dealing with funding and the statementing process) that is subject to a Children and Young People's Department working group and a pilot to review provision. These should be supported.

4.3.3 Other Current Intervention Programmes

Family Nurse Partnership

The Family Nurse Partnership (FNP) is an evidence-based intensive programme for vulnerable first-time teenage mothers and their families. The programme provides intensive visits by nurses during a woman's pregnancy and the first two years after birth. The goal is to promote the child's development and provide support and instructive parenting skills to the parents. It is a structured antenatal and

infancy home visiting programme delivered by nurses to the most disadvantaged children and families, which has shown to:

- Improve pregnancy outcomes
- Improve child health, development and future school achievement
- Improve parent's economic self-sufficiency

The Nurse Family Partnership (as it is known in the United States) has consistently delivered positive economic returns over 30 years of rigorous research. The programme, delivered in England since 2007, is voluntary and in the first wave of test sites in England has been taken up by 87% of the families who have been offered it. After promising early findings (though substantial site variability was observed), the programme is now being tested across England. In Wirral, local delivery is an integral part of the Health Visiting Service to deliver the Healthy Child Programme for pregnancy and the first five years. The Wirral team started to recruit young parents in February 2010, and the programme will run until March 2013. As at 1st November 2010, 98 clients had enrolled on the programme.

Multi Systemic Therapy (MST)

Multi-Systemic Therapy (MST) was developed to provide scientifically validated, cost-effective, community-based treatment for young people aged 10 to 17 with serious behaviour disorders who are at high risk of out-of-home placement. MST is an intervention for young people that focuses on improving the family's capacity to overcome the known causes of delinquency. Its goals are to promote parents' ability to monitor and discipline their children and replace deviant peer relationships with pro-social friendships. Trained MST therapists have a caseload of four to six families and the intervention typically lasts between three and six months. MST uses the strengths in each young person's social network to promote positive change in his or her behaviour. The overriding purpose of MST is to help parents deal effectively with their child's behavioural problems; help them cope with family, peer, school and neighbourhood problems; and reduce or eliminate the need for out-of-home placements. To empower families, MST also addresses identified barriers to effective parenting (for example, parental drug abuse, parental mental health problems) and helps family members build an indigenous social support network involving friends, extended family and neighbourhoods.

The first randomised controlled trial of MST in the UK was run by the Brandon Centre in partnership with Camden and Haringey Youth Offending Services. The Brandon Centre has estimated the unit cost of MST per family as being approximately £6-7,000 per family. The benefit-to-cost ratio of MST has been estimated at around 2.5:1, with benefits including reductions of 25-70% in long-term rates of re-arrest. In the United States, models have shown that every \$1 spent on MST today can be expected to return between \$12.40 to \$28.33 to taxpayers and crime victims in the years ahead. In Wirral, the use of MST was introduced in November 2009. Since that time, 23 referrals commenced the programme.

Alcohol Misuse

Between September 2009 and August 2010 there were a total of 15,532 criminal offences recorded on Wirral, 2,045 of which the Police Officer reporting stated were alcohol related. This represents 13% of reported crime. This is an increase in the number of alcohol related crimes of 4% over the last 12 months and contrasts with the trend of the previous five years during which, year on year, reductions in alcohol related crimes have been achieved.

During the period September 2009 to August 2010, the level of anti social behaviour fell by 7.5%, compared to the same period the previous year. However, the number of alcohol related anti-social behaviour incidents was 3,109 which represent 23% of all anti-social behaviour incidents reported on

Wirral. The number of youth related anti-social behaviour incidents was 5,781 which is 42% of all anti-social behaviour incidents. Analysis shows that 20% of youths causing anti-social behaviour were under the influence of alcohol.

The current Wirral Alcohol Harm Reduction Strategy was launched in 2007 to cover a period up to and including 2010. The three priorities of the existing strategy (2007-10) are:

- Young People's Alcohol Misuse
- Alcohol Related Identification and Treatment
- Alcohol Crime, Disorder and Communities

The implementation of the overall strategy is coordinated by Wirral DAAT (Drug and Alcohol Action Team) in conjunction with a number of key partners in a multi-agency collaboration. However, with specific regard to the delivery of the element relating to young people, the Children and Young People Department of Wirral Borough Council plays a major strategic role. Key to the strategy is a recognition that long-term success is likely to rely on both a reduction in the supply of alcohol to young people as well as a decrease in the demand for alcohol among some young people by changing their behaviour patterns. A third aspect of the Action Plan is an understanding of the need to tackle some of the negative outcomes that arise from alcohol consumption among young people.

Within the context of Wirral, it also important to note that 'Tackle alcohol harm' is a Priority for Improvement in the Council's Corporate Plan for 2010/11. Multi-agency working is a cornerstone on which the delivery of the Wirral Alcohol Harm Reduction Strategy is built.

A first draft of Wirral's second Alcohol Harm Reduction Strategy has been written and circulated for further comments from partners within the DAAT network. However, it is clear that success in reducing the negative impact of alcohol on crime and anti-social behaviour will require the continued level of joint agency working within the following partnerships:-

- Community Safety Partnership
- Drugs & Alcohol Action Team
- Integrated Youth Support

Other Programmes

In addition, the Local Authority and other partners are funding a range of other Intervention Programmes that are shown in Appendix 5. This appendix describes the schemes, the target age range, the impact and the cost benefit of the interventions.

5 WIRRAL – LOOKING TOWARDS THE FUTURE

5.1 'Wirral's Future' Consultation and the Task Forces

The Council's consultation programme 'Wirral's Future: Be a part of it' was initiated by Cabinet on 24th June 2010. One of the four Task Forces established as part of the consultation programme to review service priorities and delivery around four distinct themes that correspond with the Council's corporate objectives concentrated on Children and Young People's Services.

One question asked during the Consultation process was "The Council provides some community safety services such as Anti-Social Behaviour and Drug and Alcohol prevention. The Task Force suggests that services are reviewed to make sure they provide value for money. Do you agree?" 85.8% of respondents agreed. The results of the Task Force reported that "Generally, the key trend which emerged highlighted that there is a major public interest issue in tackling anti-social behaviour and drug and alcohol misuse but also ensuring there is an emphasis on ensuring these services are efficient and provide value for money".

Other key points that emerged from the analysis were:

- Reviewing spend in these areas should not mean removing spend. These are important issues which should be tackled;
- Concerns around whether a 'review' would be cost-effective;
- Specific praise for the work of the Response service and a concern that any review should build upon the work already being done.

Therefore, the Task Force recommended to Cabinet to "Review its community safety provision to ensure it is cost effective and demonstrates added value to police services". As a result, the Cabinet resolution, agreed on 9th December, included the following statement: "Cabinet instructs the Director of Law, HR and Asset Management to restructure the Community Patrol service and introduce a broader enforcement role for officers".

The Cabinet resolution of 9th December, responding to the Task Force report, also included the following:

"This Administration places the highest importance upon protecting Wirral's children and young people from harm, and ensuring that vulnerable children and families are supported. We welcome the Task Force recommendations that support must continue to be provided at an early stage in order to reduce costly demand for services in the future at the same time as improving outcomes for children".

It is, therefore, clear that the Council Administration places a priority on provision which should focus on early intervention supporting vulnerable children. At the same time, efficiencies in service provision should be obtained, while greater involvement of the voluntary and community sector is expected.

In particular, attention is drawn to Question C4, in the Task Force consultation which asked: "The earlier the Council acts to help vulnerable children, the better the chances those children have. This also saves money in the future as it is more expensive to support children whose problems have not been addressed at an early stage. How can the Council involve communities more to identify problems and support families who need help?" There were 1762 free text responses to this question.

The Task Force reported that respondents tended to support increased involvement from communities in identifying problems and supporting families who need help. Many respondents commented on the

need to do this through working with schools, Children's Centres, community workers, the Police and the voluntary, community and faith sector.

Suggestions from respondents included:

- Increasing outreach activity in local communities to work directly with children and families and make sure that they are accessing the right services and support;
- Alongside this, increased promotion of local Children's Centre activities to attract harder to reach families;
- Targeted use of skilled professionals and practitioners in schools and homes ('super nanny' service).

A key theme for respondents was about improving information and access to services. Suggestions included introducing a referral service for local people to suggest families in need of support and increasing the use of local people as volunteers by Council services. Respondents commented on the need to encourage families to access services in non-threatening environments where they feel safe and listened to.

Some respondents felt that the Council needs to go further in reviewing services, particularly children's social care and preventative services, to ensure that children and families are supported. There were some comments from respondents who felt that the responsibility for identifying problems does not lie with communities but solely with the Council and, more particularly, with professionals and specialists. Another key theme for respondents was about the Council and others providing targeted support to ensure that parents and carers have the skills to be able to support children's development.

RECOMMENDATION 9: The findings from this Anti-Social Behaviour Commission should be used as input for the questions being prepared for the 2011 version of the Task Force Consultation.

A further factor in determining the shape of future service delivery in Wirral is the impact of the Early Voluntary Retirement (EVR) process undertaken by the Council in the autumn of 2010, allied to the impact of the Comprehensive Spending Review and the resulting Council Budget for 2011/12. A full departmental restructuring is evolving. The development of a new Council Corporate Plan for Wirral particularly the section on 'Your Family' and the development of Wirral's Child Poverty strategy and Implementation Plan provide an opportunity to establish a coherent policy which places early intervention at its core. This strategy should encompass all relevant partners. There is also an opportunity within the Corporate Plan for Wirral to review the effectiveness of its Anti-Social Behaviour Strategy.

RECOMMENDATION 10: The review of Youth Services under the Integrated Youth Support restructures, to enable a more efficient and effective use of resources, should be given immediate priority.

Work had already commenced, through the Wirral Health and Local Government Group, on developing a joint health / local authority response to the following:

- Early identification of need and risk
- Developing effective multi-agency early intervention in the early years
- Developing joint commissioning of early years services

This work was identified because of its potential to both improve outcome and life chances for disadvantaged children and reduce the later costs of service provision required for those with poor

outcomes. There is strong evidence of the crucial importance of the antenatal period and the first two years of life in the determination of future outcomes and life chances. The focus is to ensure that high quality universal services provide an effective level of support and care to all families from early in pregnancy until children reach their fifth birthday, with pathways in place to proactively identify children at risk of poor outcomes, or likely to require continuing specialist or additional care as early as possible. A range of effective interventions to mitigate or reduce the risk of poor outcomes should be available. As a result, each child should be enabled to achieve an optimum level of health and wellbeing with associated improved school readiness at age five.

5.2 Wirral's Response to the Early Intervention Grant

The Comprehensive Spending Review of October 2010 announced the new Early Intervention Grant. In 2011-12 the allocation for Wirral's Early Intervention Grant is £15,066,000. However, after adjustments, the budgeted spend on Early Intervention Grant areas in 2011-12, due to additional funding being made available in the Council's budget, will increase the total to £17,873,000.

On 3rd February 2011, Wirral Council's Cabinet agreed that the priorities underpinning the commissioning of the Early Intervention Grant should be:

- Sure Start
- Parenting, Behaviour and Family Support
- Services for Disabled Children

Early Intervention Grant funded initiatives will be framed by the following aspects:

- Early intervention: to intervene to stop the problem developing.
- Early prevention: acting proactively to ensure that problems do not arise in the first place.
- Early identification: identifying problems early or identifying the risk of problems early.
- Personalisation: the provision of greater personalised support.

In Wirral, the Early Intervention Grant will be used to drive service delivery to ensure that there is no duplication or gap in services.

The budget areas agreed by Council for 2011/12 are set out in the table below:

	£000s
Connexions	2,712
Children's Fund	1,341
Think Family	596
Positive Activities for Young People	598
Youth Opportunity Fund	306
Teenage Pregnancy	150
Youth Crime Action Plan	190
Substance Misuse	14
Respect	40
Challenge and Support	75
Foundation Learning	133
Sure Start Children's Centres	10,044
Social Care Workforce Training	133
Aim High for Disabled Children	1,541
TOTAL	17,873

Source: 'Early Intervention Grant' Report, Council Excellence Overview & Scrutiny Committee, 16th March 2011

RECOMMENDATION 11: The emphasis of moving further service provision towards Early Intervention in Wirral is fully supported. A priority for Wirral should continue to be 'Parenting, Behaviour and Family Support'.

6 COMMISSIONING OF PRIORITY PROGRAMMES FOR WIRRAL

6.1 The Commissioning Process

The new Early Intervention Grant (EIG) will not be ring-fenced and has brought into sharp focus the need to move from buying discrete services to strategic commissioning. The Children's Trust Board will continue to have a key role within the commissioning framework. To support the Children's Trust Board in its decision-making, the Interim Director of Children's Services led the establishment of a new Children's Trust Joint Commissioning Group in December 2010. The key aims of the group include providing support in identifying effective use of resources in delivering local priorities. It is expected that it will identify issues around governance, resources and policies e.g. inconsistencies, overlaps, gaps and good practice.

A concern persists regarding the ability for one commissioning group to oversee the delivery of all contracts within the remit of the Children's Trust Board due to the Public Health White Paper proposing that commissioning for 0-5s will not be part of the Local Authority's remit. It is the view of this Commission that it would be most beneficial for all commissioning in this area to be under the direction of a single group.

RECOMMENDATION 12: The commissioning process should continue to ensure the full involvement of voluntary, faith and community sectors and the private sector in the delivery of services.

RECOMMENDATION 13: The one Joint Commissioning Group established by the Children and Young People Department should continue to provide a coordinating role for the delivery of contracts within the remit of Children's Trust Board.

As stated earlier, new contracts will be commissioned from June 2011. The generic interventions which impact on anti-social behavioural issues include:

6.2 Priority Programmes for Wirral

The following non-specific programmes support the anti-social behaviour agenda:

6.2.1 Parenting and Compromised Parenting – Priority Programmes

Services will provide for vulnerable children, young people and adults to secure better outcomes for children by identifying families at risk of poor outcomes by:

- providing support at the earliest opportunity
- strengthening the ability of family members to provide care and support to each other

This will be done through open access and targeted parenting programmes and one-to-one support to help parents develop their skills and confidence in managing children's behaviour. It is anticipated that all services can potentially be delivered Wirral-wide whilst reflecting patterns of need and risk within the community.

6.2.1.1 Early Intervention Home Visiting – Age Range 0-5

The service will support families with children under the age of five years and will offer flexible support in the home for families in need of targeted support. This will include evenings and weekends when required. The service will offer support on a wide range of subjects, including housing, debt management, parenting, child behaviour, healthy lifestyles, including sexual health and child development.

6.2.1.2 Targeted Family Support – Age Range 5 – 19

Targeted family support services will use a model which has been subject to a formal evaluation approach. These services will be provided either on a one-to-one basis through a dedicated key worker or in a group setting and will be required to work within the CAF (Common Assessment Framework) / 'Team around the Child' framework. A particular focus for this service area will be accessible provision in the evenings, and the inclusion of parents who are less likely to engage, with reference to fathers, parents with mental health problems, parents with learning difficulties/disabilities, teenage parents/to be and domestic violence.

A range of specific service areas will include:

- (i) **Evidenced Based Parenting Programmes/Groups – (Targeted at 5-13 / 13-19 age groups)**
The service will provide one or more of the following evidence based parenting programmes such as Triple P Teens, Family Links, Incredible Years, Strengthening Families Strengthening Communities, and Strengthening Families 10-14. This is to help improve parenting skills through increasing the accessibility of evidence based parenting programmes for children and young people at risk of negative outcomes.

This service will be focused on the inclusion of parents who are less likely to engage, with specific needs identified and with reference to fathers, parents with mental health problems, parents with learning difficulties/disabilities, teenage parents/to be and domestic violence.
- (ii) **Intensive Family Support**
Using a model which has been subject to a formal evaluation approach (for example, Family Intervention Project or equivalent) this service will provide intensive support to vulnerable families and in particular those facing legal actions, evictions or who are affected by longstanding worklessness and poverty. Referral routes may include the anti-social behaviour team, youth offending service, social landlords, social care and so on.
- (iii) **Home Visiting**
The service will support families across a broad age range (5-19) working within the CAF (Common Assessment Framework) / 'Team around the Child' framework and will offer flexible support through home visiting. This will include evenings and weekends, providing links with key partners particularly area teams, youth offending service, schools and community groups.
- (iv) **Domestic Violence Support**
This service will support children aged 5-13 and young people, including young parents/parents to be aged 16-18 who have been affected by, or victims of domestic violence. The long term preventative aim is to break the cycle of domestic violence with shorter term aims to enable children and young parents/parents to be to develop their own behaviour management/strategies. A significant aim is to provide clear exit strategies for the children, young people and families including supporting them to develop healthy relationships within supportive social networks.

(v) **Black and Minority Ethnic Families Support**

The service is primarily intended to assist black and minority ethnic children with a particular focus upon children who are experiencing the negative effects of social isolation, family stress and racial harassment. Families are encouraged and supported to make more effective links with the other agencies that provide services to meet their specific needs. The service also works with the parents/carers of the referred children engaging them in activities to encourage better communication between parent and child, strengthening family relationships and developing skills and support networks.

6.2.2 Behaviour in Children, Young People and Families – Priority Programmes

The aim is to provide exciting and stimulating youth support services that will challenge and inspire the young people of Wirral and present them with innovative opportunities to develop their potential. Activities will provide young people, including those who are vulnerable and at risk, with diversionary activities and engage them in a Youth Offer which contributes to their personal development.

Engaging young people aged 13-19 in positive activities will be a priority. It is expected that any programmes will be complementary to the other commissioned activities aimed at providing appropriate support to children, families and young people. Funded by the Early Intervention Grant, activities will be provided in the evenings and at week-ends and in school holidays.

Specific activities / interventions will include the following Service Areas:

(i) **Risk Taking Behaviour (Crime / Anti-Social behaviour / Substance Misuse / Risk of entering the Judicial System) (Age 8–19)**

Young people will be encouraged to engage in positive behaviour and achieve in school, employment or training. Young people will be targeted who engage in risk-taking behaviour which is evident in substance misuse, sexual activity and anti social behaviour and youth crime. An early intervention approach will be adopted to provide activities which engage young people before they progress to a level whereby they will require intensive support.

(ii) **Workshops (Risk Taking Behaviour / Substance Misuse) (Age 13–19)**

Workshops will be provided as part of the early preventative agenda to develop in young people an awareness of the consequences of risk-taking behaviour while also developing resilience and protective behaviours.

(iii) **Diversionary Activities (Age 13–19)**

The aim is to provide Big Nights such as Discos or Band Nights, Youth Arts activities and other diversionary activities such as the Duke of Edinburgh Award, and other sporting opportunities.

(iv) **Advice / Guidance / Support Services (Age 13-19)**

The aim of this service is to provide information and advice to young people. This will be provided on a one-to-one basis, with the expectation that young people will be provided with the appropriate support and referred to more targeted support where necessary. This may involve supporting young people in issues such as homelessness, sexual health, substance misuse, school attendance, family breakdown.

To conclude this section on Commissioning, it is important to recognise the importance of employing evidence-based solutions. The Graham Allen Report, 'Early Intervention: The Next Steps' stresses this issue in two recommendations:

“I recommend that future expansion of Early Intervention programmes should favour those which combine strong evidence bases with impact on crucial stages in the development of social and emotional bedrock in children, and that the present national network of Children’s Centres should use such approaches, including evidence-based evaluation systems, to identify and meet the needs of vulnerable children and families”. (G Allen, Recommendation 13)

followed by:

“I recommend that a greater proportion of any new public and private expenditure be spent on proven Early Intervention policies rather than on unproven ones”. (G Allen, Recommendation 19)

RECOMMENDATION 14: Emphasis should be placed on the use of those Early Intervention Programmes for which proven evidence of success exists.

RECOMMENDATION 15: Local evaluation systems should continue to be developed and strengthened to ensure that programmes are delivering expected outcomes.

7. COMBATING ANTI-SOCIAL BEHAVIOUR: FUTURE PRIORITIES

The breadth of work to prevent and tackle anti-social behaviour across the borough is set out in Wirral Community Safety Partnership's Anti-Social Behaviour Strategy (2009-2012). This sets out a range of activity across five themes undertaken by the Council and Police and a variety of partners that impacts upon levels of anti-social behaviour. The Strategy is available as a separate pdf file. These themes also reflect the range of the Anti-Social Behaviour Team's work:

- improving awareness, perceptions and confidence;
- prevention and diversion;
- enforcement;
- resettlement; rehabilitation and targeted youth support;
- protecting and supporting victims and communities.

An Action Plan accompanies the Strategy which sets out thirty-four objectives. These objectives are the basis of a comprehensive programme of activity, a framework for action, to which all the partners are committed. Since publication, progress against the Action Plan, which is available as a separate pdf file, is updated through the Council's website.

The immediate future of the Anti-Social Behaviour Team is guided by the Cabinet resolution of 9th December 2010, which included:

“Conduct a full review of the Council's and partner organisations' approach to preventing and tackling anti-social behaviour”.

RECOMMENDATION 16: Cabinet is requested to identify a lead officer to undertake the full review of the Council's and partner organisations' approach to preventing and tackling anti-social behavior. This review should be conducted as soon as possible after the publication of the outcomes of the government's consultation around the tools and powers to tackle anti-social behavior. This will include giving regard to:

Delivery against the Community Safety Partnership's Anti-Social Behaviour Strategy (2009-2012);
The Administration's commitment to community justice.

The Government Consultation document, 'More Effective Responses to Anti-Social Behaviour' raises the prospect of greater emphasis being placed, in the future, on making the informal and out-of-court tools for dealing with anti-social behaviour more rehabilitative and restorative. This approach includes ensuring that community and restorative solutions can be used to address community issues outside the formal Criminal Justice System, hopefully giving victims a more immediate and proportionate response, as well as saving time and money. The Home Office is also keen to ensure that out-of-court disposals for young people include swift, restorative sanctions with real consequences for non-compliance, as well as encouraging parents to take more responsibility for their children's behaviour.

The Government also aims to develop innovative new ways of getting communities more involved in the Criminal Justice System, particularly through Neighbourhood Justice Panels, which would see community members and practitioners working together to decide how to deal with perpetrators of anti-social behaviour and low level crime. This is already happening in a number of localities in the country, including Sheffield, Chard in Somerset and Salford where community panels are helping local agencies decide the terms of Acceptable Behaviour Agreements with perpetrators.

The increasing emphasis on partnership working, partly to counter the impact of reduced budgets in the public sector, will also feature in future service delivery. An interesting proposal has been announced in February 2011 by the Greater Manchester Police Chief Constable, Peter Fahy, who has suggested that police officers could work with social workers in neighbourhood centres in order to tackle "chaotic" families. This proposal will build on existing partnership working, as well as provide opportunities for budget savings. The scheme would result in staff being moved out of police stations and into offices with council workers and could help reduce anti-social behaviour by working with families before they are involved in more serious offences. It is estimated that no more than 1,000 families out of Greater Manchester's three million population are responsible for taking up most of his officers' time. Indeed, in a wider context in Wirral, it is a concept that could be widened to include other groups of staff who are involved with combating anti-social behaviour. Peter Fahy commented that:

"There's a big imperative now for us to work closer together with other agencies. At present there's good relations and good partnerships, but I want to go a stage further and actually join up formally. We're all finding that certain chaotic families are taking up our resources and the figures are just staggering".

As part of the Safer Schools Partnership, Merseyside Police currently has seven schools officers embedded within nine secondary schools and one primary that support the schools in the delivery of ASB and crime prevention messages. They also deliver key messages in terms of personal safety and good citizenship. A key role of the officers is breaking down barriers between uniformed services and young people and increasing feelings of safety within schools.

RECOMMENDATION 17: Closer working relationships between crime reduction partners and the Children's Services Area Teams should be explored.

This report was produced by the Anti-Social Behaviour Commission

Appendix 1: Wirral Anti-Social Behaviour Team Funding (all sources) – 2010 / 11

	2010/11 (£)
EXPENDITURE	
Employees	710,255
Running costs (including activity)	234,358
Support costs	22,900
	967,513
INCOME	
Council Funded	190,500
Area Based Grant:	
Safer Stronger Communities ¹ (Community Safety Partnership)	28,483
Youth Taskforce (RESPECT – Enforcement Assistant post and witness support)	40,000
Other grants:	
Youth Crime Action Plan (contribution to Youth Respect Team posts)	20,000
Merseyside Police - Basic Command Unit funding ² (Community Safety Partnership)	106,754
Housing Market Renewal Initiative (Enforcement Officer & Youth Respect Worker posts) ³	50,000
Think Family (Respect Parenting Practitioner)	50,000
Youth Taskforce (Challenge & Support)	37,500
Working Neighbourhoods (contribution to Senior Youth Worker post)	33,000
District Activity Fund (for Sportsmobile; includes salaries of Instructors in Sports Development Unit)	19,760
Contracts for ASB services:	
Wirral Partnership Homes ⁴	290,458
Leasowe Community Homes	43,553
Beechwood & Ballantyne Community Housing Association	29,205
Other:	
Scottish Power (1 Jan 2010–31 Dec 2010 - contribution to Criminal Damage Reduction Officer post)	10,000
Advertising on Respect Bus	1,800
‘You Decide’ (Area Forums – for additional deployments of Youth Respect Team/Sportsmobile)	16,500
	967,513

¹ Includes contribution to salary costs of Community Development Officer (currently on honorarium to Prevention Co-ordinator post) (£13,483) and uplift (£15,000).

² Includes salary costs for an Enforcement Officer (Challenge & Support) (£36,490); contributions to salaries for Senior Youth Worker (£7,464), Education Social Worker (£19,500) and Youth Respect Team (£5,300) and interventions including diversionary activity (£20,000), mediation (£8,000) and deployment of the Community Mobile Police Station (£10,000).

³ Reduced to this amount in July 2010.

⁴ To cease from 30 September 2010.

Appendix 2: Wirral Anti-Social Behaviour Funding

Wirral Anti-Social Behaviour Team Council Funding

SOURCE	2010/11 (£)
Employees	
Enforcement Officer (Private Sector)	36,282
Enforcement Officer (Challenge & Support)	36,282
Contributions to other posts (including Manager, Enforcement Co-ordinator & Administrative Officer)	85,036
Activity ⁵	10,000
Departmental charges	22,900
	190,500

Wirral Family Intervention Project Funding

SOURCE	2010/11 (£)
Anti-social behaviour (Think Family Grant) ⁶	147,000
Youth crime (Youth Crime Action Plan) ⁷	209,800
Underspend (5%) carried over: Youth crime (Youth Crime Action Plan) ⁸	7,500
Social housing (Challenge Fund)	40,000
Wirral Partnership Homes	27,500
Health professional (Department of Health)	19,000
	450,800

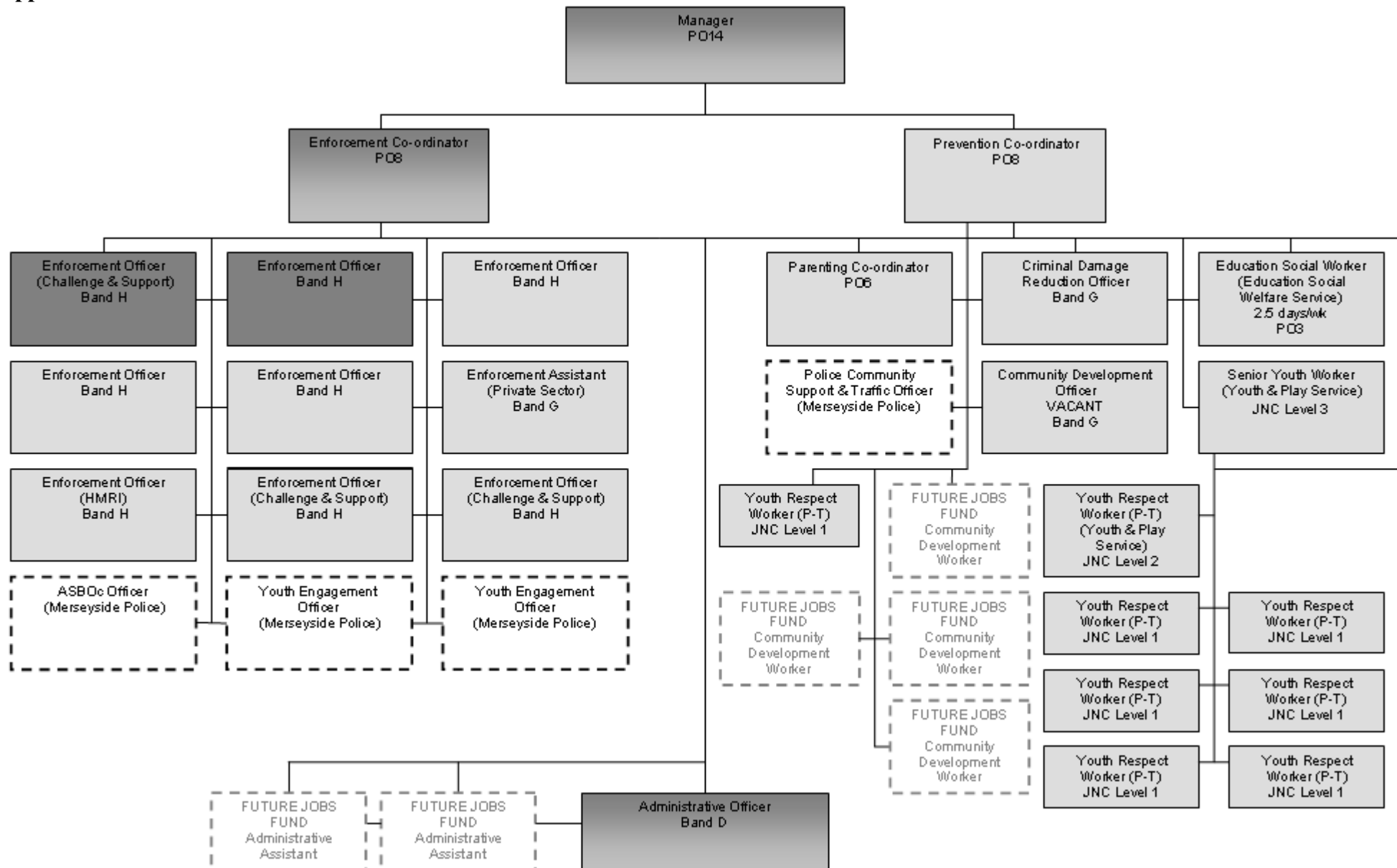
⁵ Evidence gathering and witness support. The Anti-Social Behaviour Team's operating budget (i.e. for equipment, tools & materials; specialist equipment; evidence gathering; witness support; repairs and maintenance of vehicles; printing; mileage; specialist training; documentation; postages; publicising outcomes; etc.) is found from other time limited funding streams.

⁶ Ringfence recently removed from this funding.

⁷ Ringfence recently removed from this funding.

⁸ Ringfence recently removed from this funding.

Appendix 3: Antisocial Behaviour Team Structure



Appendix 4: Overview of Early Years Funding 2010/11

SURESTART EARLY YEARS AND CHILDCARE GANTS		Budget Allocations
Main Revenue Expenditure Headings		£
Sure Start Children's Centres	Staffing, overheads and service delivery	7,950,950
Childcare Sufficiency and Access	Childminder networks, FIS, Childcare new places sustainability and special projects	897,448
Early Years Outcomes, Quality and Inclusion	SEN, EYFS Training, Workforce development, Performance Management	958,811
Graduate Leader Fund	Graduates in PVI full daycare settings and CPD	465,250
Every Child a Talker	Speaking and listening support for setting	112,460
Disabled Children's Access to Childcare (participating authorities only)	Increasing capacity, inclusion and improving quality of childcare	89,362
2 Year Old Offer Early Learning and Childcare	Up to 15 hours free childcare for most disadvantaged 2 year olds	336,706
Total expenditure on SSEYCG Revenue Blocks		10,810,987

AHDC REVENUE BLOCK		
Aiming High for Disabled Children Expenditure Headings	Time limited funding to March 2011	
Short Break Services		1,615,700
Transition Support Programme		25,000
Total expenditure on AHDC Revenue		1,640,700

DEDICATED SCHOOLS GRANT		
Nursery school, nursery class Private, Voluntary and Independent providers	15 hours free childcare for 3 and 4 year olds	9,441,700

CAPITAL BLOCK		CAPITAL BLOCK
Children's Centre's	To complete Phase 3 centres and maintenance	863,469
Quality and Access	To improve the quality of the learning environment and early years settings to support delivery of EYFS with particular emphasis on improving play an physical activities & ICT	1,238,960
Short Breaks		588,500

TOTAL Capital and Revenue		
		24,584,316

Appendix 5: Funding of Additional Intervention Programmes 0 -19

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
0-19 SERVICES						
Parenting and Family Support						
Catholic Children's Society Family Support Service	0-5 Family Groups 5-16 Parenting Groups and Home Visiting	£308,650 funded to 31 st March 2011	This organisation provides a portfolio of different services: peer support in groups, targeted individualized support, training, parenting structured programmes, home visiting, and family groups.	Voluntary sector (VCF) No of Staff 9 5.4 FTE's (Full Time Equivalent)	93% improved relationships within the family 98% positive changes in family situations 96% reported a reduction in risk taking behaviour	£28,440 – low level intervention £142,983 – high level intervention
Zero Centre - Leapfrog Programme for children and young people	5-11 leapfrog programme 11-16 Youth Programme	£80,117 funded to 31 st March 2011	Support for children who have experienced domestic abuse and display behaviour which causes concerns. This organisation will help them to have the skill in order to resolve conflict. It also provides emotional support for women who have also been victims. This service provides two programmes a) The Leapfrog Programme for 0-11 yrs olds and b) the youth programme for 11 to 16 yr olds	VCF No of Staff 7 2.3 FTE's	85% of children and young people show a willingness to talk about their experiences of domestic abuse 100% confirmed and demonstrated that they had gained skills in staying safe 60% children demonstrated a marked improvement in their behaviour 95% reported improved mother child relationship 80% felt more confident	Awaiting information
Homestart		£192,354 funded to 31 st March 2011	This service is a Home Visiting service and is targeted at Parents with a child under 5 who needs extra support. It provides a service to families at the earliest opportunity to prevent difficulties from escalating into crises, and crisis from developing into family breakdown.	VCF No of Staff 8 6.9 FTE's	62% Parents confidence improved and they experience better relationships with their children 76% Previously hard to engage parents and children access mainstream provision and participate in health screening programmes 54% Improved relationships with a parent/s who had their own problems; i.e. depression, lack of confidence, etc leading to improved well being for the child	£81,084– low level intervention £301,607- high level intervention

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
					<p>48% Parents and children enjoy wider circles of acquaintance and supporting networks, reducing the need for statutory intervention</p> <p>88% of families at level 2 of the continuum of need no longer need support</p> <p>10% of families referred moved from level 3 to level 2</p> <p>2% of families referred moved from level 4 to level 3</p> <p>66% more mothers breastfeeding to 6-8 weeks</p>	
Family Support for Black and minority ethnic families Wirral Multi-cultural centre	0-16	£32,000 funded to 31 st March 2011	Individual support for families who are isolated and unable or unwilling to access other services. Works closely with Hate Crime Forum	VCF No of Staff 2 1.5 FTE	<p>86% Parents self reported they feel more confident</p> <p>77% had better relationships with their children/family</p> <p>87% have an understanding of what is expected of them as a parent</p> <p>100% know how to report racial incidents at school</p>	Awaiting Information
PSS Wirral Young Carers	8-16	£125,163 funded to 31 st March 2011	Support for children and young people who have a caring role within the family	VCF No of Staff 6 3.2 FTE	<p>52% of young people reported a reduction in isolation</p> <p>19% were helped to access other services</p>	<p>£1,070</p> <p>£186,521</p>
Home school support Complex Social and Communication Team	5-21	£63,751 funded to 31 st March 2011	Funding is for two home school support workers as part of the Complex Needs multi-disciplinary team for children with Autism and other Social and Communication needs	Statutory sector No of Staff 2 FTE's	<p>50% parents/carers were more confident in their behavioural management of their children</p> <p>83% felt less isolated and understood better the Autistic Spectrum condition</p>	<p>£43,273.00 – low level intervention</p> <p>£109,263.00 - high level intervention</p>
			Funding is for delivery of the YISP		94% who were engaged reported no	£22,144– low level intervention

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
Youth Offending Service – Risk of Offending and Targeted Parenting Work	8-17	£404,093 Funded to 31 st March 2011	(Youth Inclusion Support Panel) and JYIP (Junior Youth Inclusion Project). It also delivers Evidence Based Parenting programmes such as Strengthening Families 10 -14 and Strengthening Families and Strengthening Communities.	Statutory sector No of Staff 10 10 FTE's	recorded involvement in Anti Social Behaviour 92% showed a reduction in Risk Levels 49% reported and improvement in behaviour 79% improved home relationship	£172,917- high level intervention
THINK FAMILY SERVICES						
Family Intervention Project (Action for Children has been commissioned to deliver this programme)	0-19	£456,000 funded to 31 st March 2011	There are 4 different target areas to this funding <ul style="list-style-type: none"> • Anti social behaviour (147k) • Youth Crime Action Plan (210k) • Social Housing (80k) • Health Practitioner (19k) 	VCF No of Staff 12 12 FTE's	64% reduced bad behaviour, truancy and exclusion at school 70% of families had a successful intervention 83% reduction in complaints of ASB of families who were previously engaged 49% improvement in the use of harmful substances 35% quality of family life enhanced 35% improved educational achievement 85% families sustaining their tenancy	£94,393 – low level intervention £612,372- high level intervention
Parenting Early Intervention Project (PEIP)	0-19	£133,000 funded to 31 st March 2011	Deliver Triple P evidence based parenting programme one to one and in group settings This is the newest programme from the Think Family Grant which has 3 workers funded and began delivering in March 2010. The programme is targeted at 8-13 year olds who are at risk of poor outcomes and the delivery model is	Statutory sector No of Staff 3 3 FTE's	This programme has the following outcomes: Local Targets Improving parents' mental well-being Improving parenting skills	£10,006 – low level intervention £176,002- high level intervention

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
			supporting parents through the use of evidence based parenting programmes. In April 2010 19 practitioners were trained in the Evidence Based Parenting Programme Triple P. 17 are now accredited. The practitioners are from across the CYPD workforce and VCS.		<p>And able to manage the behaviour of their children better</p> <p>Better relationship with their children</p> <p>Key messages from National Evaluation of PEIP</p> <p>PEIP has been successful in rolling out evidence based parenting programmes on a national</p> <p>Levels of emotional well being improved</p> <p>Reduction in parental laxness and over-reactivity</p> <p>Parents reported lower but still substantial improvements in their children's behaviour. For example , the percentage of children with serious behavioural problems reduced from 56% to 38%</p>	
Parenting Expert	0-19	£50,000 funded to 31 st March 2011	This post supports the Parenting Commissioner to develop the wider parenting agenda and the Think Family Reform	<p>Statutory sector</p> <p>No of Staff 1</p> <p>1FTE</p>	<p>Scoping of parenting and family support services</p> <p>Sign posting referrals and promoting partnership working</p> <p>Mapping questionnaire initiated</p> <p>On line mapping completed</p> <p>Coordinating workforce with Free offer of parenting opportunities</p> <p>Coordinated top up training of Nurturing Programme</p> <p>Co delivered Nurture programme in Wallasey</p>	Please note this is a strategic role and does not deliver at the front line so it is inappropriate to use the calculator to predict savings

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
					<p>Represents Parenting on strategic Groups</p> <p>Line Manages PEIP Coordinator</p> <p>Designed and delivered Parenting materials for Core Induction training for One Children's Workforce</p> <p>Coordinated Think Family Conference</p> <p>Coordinated District information sharing events</p> <p>Co-deliver training to new Parent Support Advisors</p>	
Respect Parenting Practitioner (Anti Social Behaviour Team)	0-19	£50,000 funded to 31 st March 2011	This post was established as part of the anti social behaviour team	<p>Statutory sector</p> <p>No of Staff 1</p> <p>1 FTE</p>		The worker has been absent on long term sickness. Parenting aspects have been picked up by the Parenting Expert and the PEIP Programme
Engagement, Involvement and Advocacy – Wired	4-19	£313,979	<p>This service provides the following services as part of the commission</p> <ul style="list-style-type: none"> • Parent Partnership – to support Parents with children who have a learning disability mediating with schools • Choice advisor – support parents with information at the main transition point in their children's lives • Children and young peoples advocate • Pupil advocate • Children/parent/carer involvement 	<p>No of staff</p> <p>FTE</p>	<p>100% of young people were supported to achieve this outcome as this is the core underpinning of advocacy involvement.</p> <p>41% of the young people had support from an advocate at TAC/CIN meetings to express their feelings and wishes and to help ensure they feel more able to be involved and fully participate in decisions that impact their lives.</p> <p>100% of young people who access the service are supported to make informed choices know and understand there rights, and to understand the implications of decisions they make.</p>	

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)_	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
Sport & Recreation						
Sports Development Unit						
Positive Futures	13-19 year olds	<p>£40,000 funded to 31st March 2011</p> <p>£14,500 funded to March 31st 2011 by Wirral DAAT</p> <p>PAYP extended to June 2011</p>	<p>Positive Futures helps young people from deprived communities steer clear of crime, drug and alcohol misuse and move forward in their lives. Based within the Sports Development Unit, the project works with young people's interests to give them an insight and self-belief into what they can achieve. Sport is the hook engaging both individuals and groups in activities ranging from football and Boxercise through to outdoor pursuits.</p> <p>Positive Futures sessions operate at most leisure centres including The Oval, Wirral Tennis and Sports Centre and in 'hotspot' locations using the Sportsmobile.</p> <p>Selected to Pilot the Big Society's 'National Citizen's Service' on Wirral with five other partners including the IYS</p> <p>Scheme enhanced to deliver PAYP outcomes to June 2011</p>	<p>Public Sector</p> <p>1 FTE</p> <p>Number of casual sports coaches</p>	<p>Every Child Matters outcomes</p> <p>Gold Flag rated national project</p> <p>PF 12 - Gained employment 27 - Improved Health and well-being 24 – Improved their confidence 21 – Improved relationships 14 – Improved their self-esteem 63 – Qualifications gained</p> <p>PAYP 39 – enrolled on a drug treatment programme 24 – Improved their confidence 15 – Improved health and well-being</p> <p>DAAT 100% increase in number of young people provided with health and fitness advise 100% in number of young people provided with a health and fitness programme 100% increase in the number of young people reporting a reduction or stabilising their substance misuse.</p>	

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)_	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
Youth Sports Nights	8-17 year olds	No funding currently allocated. Current debit balance Annual cost £21,361	Youth Sports Nights engage young people in sport and physical activity, specifically on Friday and Saturday evenings. This provision now extends to other nights in partnership with community groups. The evening sports activities are aimed at young people, aged 8 – 17 years and run by a range of qualified instructors.	Public Sector 0.5 FTE Number of casual sports coaches	Staying safe from ASB YSN 1254 - individual young people on the YSN register 6330 – attendances to YSN activities	
You Decide – Youth Sports Nights	8-17 year olds	Variable each year. Currently £50,964 to March 2011, rolling over to 2012	Through funding available from Wirral's Area Forums, the Sports Development team is commissioned to deliver additional youth sports nights and appoint community sports development officers to designated areas of Wirral. As part of the project, Sports Development Officers offer advice and guidance and assist with applications for sports funding and accessing sports related courses.	Partnership of Public with community & voluntary sectors 2.0 FTE with responsibilities for a number of areas Number of casual sports coaches	Staying safe from ASB Achieving personal and social development Gaining volunteering and employment opportunities Developing self confidence and successfully dealing with life's challenges Engaging in law abiding and positive behaviour outside of school. Young people positively involved in their own areas Community cohesion Currently in its third year of operation You Decide - YSN 821 - individual young people on the You Decide - YSN register 2479 – attendances to You Decide-YSN activities	

Service and Provider	Age Group (0-5, 5-13, 13-19, cross cutting)_	Budget £ 2010/2011 & Timescale	Description of service	Sector	Impact (results of any Pre and Post evaluation)	Cost benefit of service to society if organisation had not intervened
Youth Sports Activity Nights for Girls	Girls aged 14 years and over	To December 2010 £14,00 activities	Youth Sports activity nights for girls engage those aged 14 years and over in sport and physical activity. In consultation with girls activities such as dance, Boxercise and trampolines have proved most popular.	Public Sector 0.5 FTE and a number of casual sports instructors	YSANG 370 - individual young people on the YSANG register 1016 – attendances to YSANG activities	

Appendix 6 References

Public Documents used by the Anti-Social Behaviour Commission included:

Wirral Reports

‘Reducing Inequalities by using Evidence Based Programmes to Improve Outcomes for Vulnerable Groups – The Family Nurse Partnership Programme’, Wirral NHS, October 2006

‘Wirral Teenage Pregnancy Strategic Priority Action Plan 2009-2011’, published 20th August 2009

‘Scrutiny Review of Literacy Levels at Key Stage 2’ Wirral Borough Council, January 2010

‘Wirral CAMHS in Children’s Centres (CHiCC) Service, Wirral NHS, February 2010

‘The Family Nurse Partnership Programme Pilot for Wirral’, Wirral NHS, September 2010

‘Wirral’s Future: Be a part of it’: Task Force Options and recommendations’, Report to Cabinet, Wirral Borough Council, 9th December 2010

‘Budget Projections 2011-15’, Report to Cabinet, Wirral Borough Council, 9th December 2010

‘Provisional Local Government Financial Settlement’, Report to Cabinet, Wirral Borough Council, 13th January 2011

‘Annual Commissioning Report 2010-11’, Wirral Children’s Trust Board, 18th January 2011

‘Early Intervention Grant and Commissioning’, Wirral Children’s Trust Board, 18th January 2011

‘Wirral Sure Start Service Provision’, Children and Young People Overview and Scrutiny Committee, Wirral Borough Council, 26th January 2011

‘Early Intervention Grant’ Report to Cabinet, Wirral Borough Council, 3rd February 2011

‘Priorities and Milestones 2011-12’, Learning and Achievement Branch, Children and Young People’s Department, Wirral Borough Council, February 2011

‘The Impact of Alcohol on Community Safety’, Sustainable Communities Overview and Scrutiny Committee, Wirral Borough Council, 10th March 2011

‘Early Intervention Grant 2011-12’, Council Excellence Overview and Scrutiny Committee, Wirral Borough Council, 16th March 2011

National Documents

‘Healthy Lives, Brighter Futures – The Strategy for Children and Young People’s Health’, Department of Health, February 2009

‘Healthy Child Programme – Pregnancy and the first five years of life’, Department of Health, October 2009

‘Grasping the Nettle: Early Intervention for Children, Families and Communities’ C4EO (Centre for Excellence and Outcomes), October 2010

‘Early Intervention: The Next Steps’, An Independent Report to Her Majesty’s Government by Graham Allen MP, January 2011

‘More effective responses to anti-social behaviour – a consultation’, Home Office, published February 2011

‘Early Years – The Emerging Vision for Government Policy on 0-5s’ Department of Education, March 2011

Other Documents

‘A Review of the Assessment Criteria and Short term Impact of Free Early Learning and Childcare Offer for Two Year Olds in Wirral’, Helen Richards, University of Chester, October 2010

‘Supporting Families will Save Money now and in the Future’ Parenting UK

‘Revamped Greater Manchester police to share Offices’ BBC website, 9th February 2011