



The Scottish Parliament
Pàrlamaid na h-Alba

EDUCATION AND CULTURE COMMITTEE

AGENDA

13th Meeting, 2012 (Session 4)

Tuesday 1 May 2012

The Committee will meet at 10.00 am in Committee Room 6.

1. **Early Years:** The Committee will take evidence from—

Bill Alexander, Director of Social Work - Highland Council, and SallyAnn Kelly, Acting Director - Barnardo's Scotland, Early Years Taskforce;

Helen Chambers, Head of Strategy and Delivery, Inspiring Scotland.

2. **Subordinate legislation:** The Committee will consider the following negative instrument—

Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions) Amendment Order 2012.

Terry Shevlin
Clerk to the Education and Culture Committee
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The papers for this meeting are as follows—

Agenda Item 1

Scottish Government's Early Years Taskforce Vision and Priorities	EC/S4/12/13/1
Written Evidence Received	EC/S4/12/13/2
SPICe Briefing	EC/S4/12/13/3
PRIVATE PAPER	EC/S4/12/13/4 (P)

Agenda Item 2

Paper by the clerk	EC/S4/12/13/5
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Education and Culture Committee

13th Meeting, 2012 (Session 4), Tuesday, 1 May 2012

Early Years Taskforce Vision and Priorities

The Early Years Taskforce Vision and Priorities was published on 15 March 2012. A copy of that document is provided at Annexe A. The full membership of the taskforce is provided at Annexe B.

**Neil Stewart
Assistant Clerk
Education and Culture Committee
26 April 2012**

ANNEXE A – EARLY YEARS TASKFORCE VISION AND PRIORITIES

1. INTRODUCTION

The Early Years Framework¹ published in December 2008, signified an important milestone in encouraging partnership working to deliver a shared commitment to giving children the best start in life and to improving the life chances of children, young people and families at risk. The Early Years Taskforce shares this commitment.

The purpose of this paper is to set out the shared priorities of the Early Years Taskforce in taking forward the Early Years Preventative Spend agenda. In November 2011, The Early Years Taskforce was established, alongside the Early Years Change Fund, by the Scottish Government, in partnership with Local Government, the NHS, the Police and the Third Sector. It will take forward a significant change programme to help deliver the joint commitment to prioritising the early years of children's lives and to early intervention, originally set out in the Early Years Framework.

The objective of this early years change programme is to accelerate the conversion of the high level principles set out in the Early Years Framework into practical action. This must:

- Deliver tangible improvement in outcomes and reduce inequalities for Scotland's vulnerable children.
- Put Scotland squarely on course to shifting the balance of public services towards early intervention and prevention by 2016.
- Sustain this change to 2018 and beyond.

The Early Years Taskforce

The Early Years Taskforce was established to develop the strategic direction for the early years change programme and co-ordinate policy across Government and the wider public sector to ensure that early years spending is prioritised by the whole public sector. The Taskforce is jointly chaired by Scottish Government, Health and Local Government. It involves elected politicians, practitioners and experts from the statutory and voluntary sectors. Full membership of the Early Years Taskforce is provided at Annex B.

The Early Years Change Fund

The establishment of the Early Years Change Fund signifies a significant shift to preventative spend over the current Parliamentary term. The Change Fund represents the Scottish Government, Local Government and NHS Scotland's intention to shift resource to where it makes the most difference, by supporting prevention and early intervention. The Early Years Change Fund is a combination of existing funds currently committed and new funds yet to be allocated. The minimum Early Years Change Fund contributions from Scottish Government, Local Government and NHS Scotland are outlined in the following table:

¹ <http://www.scotland.gov.uk/Publications/2009/01/13095148/2>

	2012/13 £m	2013/14 £m	2014/15 £m	2015/16 £m	Total £m
Scottish Government	10.5	14.5	16.5	8.5	50
Health	36	39	42	-	117
Local Government	20	35	50	-	105
Total					272

The Change Fund is the first time we have collectively discussed a financial mechanism for delivering on the aspirations of the Early Years Framework. The total amount of resource in the change fund is relatively modest compared with the £2.7 billion spent by the public sector each year on children, but it presents a huge opportunity and a good starting point for all partners to consider how we can begin to direct more of this overall resource away from treating our problems to funding the solutions. The expectation is that all partners will:

- Consider how they can support universal services to deliver better for children in their early years and their families.
- Raise public awareness of the significance of the early years to children's healthy development, and consider how they can build the capacity of families and communities to secure better outcomes for themselves.
- Bring the totality of their resources (including those supporting current service delivery, both in children's and adult services) to discussions on how we can best deliver the aspirations of the Early Years Framework.

2. THE CONTEXT

The Early Years Framework provides the context for this change programme. The Early Years Framework highlights the importance of all national and local agencies, the third sector and independent sector working together to deliver improved outcomes for children. The Framework identifies the 10 key elements of transformational change in the early years – these are:

- A coherent approach.
- Helping children, families and communities to secure outcomes for themselves.
- Breaking cycles of poverty, inequality and poor outcomes in and through early years.
- A focus on engagement and empowerment of children, families and communities.
- Using the strength of universal services to deliver prevention and early intervention.
- Putting quality at the heart of service delivery.
- Services that meet the needs of children and families.
- Improving outcomes and children's quality of life through play.
- Simplifying and streamlining delivery.
- More effective collaboration.

The Early Years Framework is particularly relevant, but not limited to, the delivery of three of the National Outcomes:

- Our children have the best start in life and are ready to succeed.
- We have improved the life chances for children, young people and families at risk.

- Our young people are successful learners, confident individuals, effective contributors and responsible citizens.

The early years agenda is underpinned by Getting it right for every child, which is founded on the principles of early intervention, through appropriate, proportionate and timely intervention, and ensures that all Scotland's children, young people and their families have consistent, co-ordinated support, when they need it.

3. PRIORITIES FOR ACTION

As the Early Years Taskforce, we have developed this paper to set out our vision – to our communities, our young people and their families, and the people that work with and for them – of what needs to be done to ensure the best possible outcomes for our children, the ways families and communities can help improve these outcomes and how services can best be targeted to support them.

The Early Years Framework encourages new ways of working that aim to ensure that all relevant agencies can deliver improved outcomes for our children. We already know what needs to be done – a wealth of evidence exists, the Early Years Framework set out the case for action and Susan Deacon's report, *Joining the Dots* reaffirmed that we know what to do.

We know that spending £1 in the early years will save £9 in the future². We know that supporting parents to build strong attachments with babies and young children builds resilience and behaviours that will help that child do better in later life. We know that play is vital to physical, emotional, social and cognitive development. We know that multi-agency working and information sharing can be improved and that it is crucial to good service delivery. We know that while procedures are needed, there can be excessive bureaucracy and duplication in the system. We now need to get on with doing the right things.

Moving Forward

The Early Years Framework acknowledges that to deliver transformational change we will require an increase in resource to help make the shift from crisis driven, curative care to preventative and anticipatory care. The challenge we have faced – even before the economic downturn – is making this happen in the face of demographic change and rising demand for care. Prioritisation of services by providers can be a difficult task, particularly when statutory obligations overshadow other work. Difficult decisions will need to be made, at a national and local level, about where investment should be prioritised.

Given the importance of identifying and dealing with risks to children and families at the earliest possible stage, to prevent these risks from becoming long-term problems, we have identified the following priority areas for action, which build on the priorities identified in the Early Years Framework.

² <http://www.scotland.gov.uk/Topics/Research/by-topic/children-and-young-people>

Using the strength of universal services to deliver prevention and early intervention

Our ambitions are the same as for the Early Years Framework and the Equally Well report into health inequalities. We want to do everything at our collective disposal within the public and voluntary sectors to reduce inequalities in our society and ensure there is equality of outcomes and opportunities for all. The Early Years Framework acknowledges that the power of universal services in securing better outcomes for children is key. However, there is a need to strike the right balance between universal and targeted services. The Taskforce recognises the importance of both universal and targeted services at supporting vulnerable children and their families. While we need to focus provision on where it is needed most, we must also ensure that universal services can deliver effectively for the more vulnerable. This is about moving from intervening when a crisis happens towards prevention and early intervention, building resilience and providing the right level of support before problems worsen. Universal services, which cater for all children, must have the capacity and skills to engage all children and families throughout the early years of a child's life – even those who may be challenging and reject first offers of help.

What we will do:

- We know that local areas have different demographics, socioeconomic conditions and needs, and variable infrastructure to support that. Together we will provide support for local partners on how best to plan to use their resources in a way that will maximise impact for children and families. We need to establish what support is needed to help local partners prioritise their resources, maximise impact and achieve the shift to prevention.
- We are strongly committed to evidence based practice. Therefore, we will provide guidance for Community Planning Partnerships on those interventions that should be prioritised along the pathway of care for all families, and those that should be de-prioritised, based on sound evidence of effectiveness in promoting positive outcomes and reducing the risk of negative outcomes. There is already a wealth of good practice across Scotland in a range of areas: nurture and attachment, parenting, family support early development and learning and play. The challenge is to embed this as standard practice and consistently to drive up our aspirations and performance.
- We will establish a Practice Development Team to support local areas in implementing this change programme. There is a strong argument that this work should build on, and be closely aligned with, existing work by local partners to deliver improved services for children and young people, including how services are strategically commissioned by Community Planning Partnerships. Therefore, this team will complement existing support structures and provide a resource of expertise for local areas to draw on when developing and implementing their plans.
- We will consult on proposed legislation which, when implemented, could provide a further opportunity to embed the Early Years Framework, with the potential of giving some, or all, elements legal status.
- We are committed to developing the early years workforce and will publish *The Common Core of skills, knowledge & understanding and values*, which will describe the essential skills, knowledge and values that are valid for every employee and volunteer working with any child, young person or family in Scotland. We will support implementation of this framework across the early years

workforce. Together, we will also consider if additional support, learning or development is required to support the early years workforce to deliver better for children and their families.

Helping children, families and communities to secure outcomes for themselves

A key part of any early intervention policy is building the capacity of individuals, families and communities to secure the best outcomes for themselves. Families, including kinship, foster and adoptive families, have the biggest impact – positive or negative – on children’s early experience and resilience. We need to shift the focus from service provision as the main vehicle for delivery of outcomes to building the capacity of individuals, families and communities, and addressing the external barriers which they may face in seeking to maximise their life chances.

What we will do:

- We will develop a national parenting strategy that encourages agencies to work together to support parents and help them develop their parenting skills. The strategy will include all family members involved in nurturing children, parents, grand parents, step parents, parents living apart and kinship carers. This will also include the corporate parent for those children for whom it is in their best interests to have an alternative to parental care.
- We will continue to support and develop the Bookbug programme and the PlayTalkRead campaign, which aim to encourage parents and carers to play, talk and read more with their babies and young children to help drive home the importance of positive interaction with their children from day one, and offer practical support and ideas on how to create the best foundations for children’s development.
- We will work together to develop a clear understanding of what works best to support families at a local level and establish the key principles that will underpin a new generation of family centres and family support. We will work with local partners to make these principles a reality.
- We want to empower our communities to shape the provision they need in their local area. To help achieve this we will establish a Communities and Families Fund to support local projects that bring real tangible benefits for children and families such as community playgroups, crèches, wrap around care provision, community outreach, parents’ groups and wider family support.

A coherent approach/more effective collaborations

The Health Service, as the universal service at the critical early stages of life (antenatal and early years), has a key role to play in supporting the best possible start in life, and identifying and addressing risks early. A key challenge is ensuring that all services (including adult-focused services) are accessible for all children and their families, and take a holistic approach to providing support.

The key to supporting prevention and early intervention is agencies working together to provide support to those children and families who need extra help. This should focus on helping children and families to access support, where necessary, and engage positively with relevant agencies. This is in line with Getting it right for every child, the principles of which should guide and underpin all our work with children.

What we will do:

- Continue to embed the principles and practice of Getting it right for every child across all agencies through the development of practical guidance on the implementation of Getting it right for every child in an early years setting.
- Ensure that all our systems are more effective in sharing information to support identification and early intervention for children and families at risk.
- Ensure that all partners work together to ensure that maternity and antenatal support is world-class, identifying and addressing concerns at the earliest possible stage, giving parents, families and their children the best start in life.
- Ensure that all partners work together to ensure that vulnerable families are supported in an appropriate, proportionate and timely way, making sure they get the help they need when they need it.
- Ensure that all partners work together to ensure that Looked After Children and their families are supported and prioritised to ensure positive outcomes, whether that is improved circumstances at home, or early permanence elsewhere.

6. GOVERNANCE

The Taskforce will provide strategic leadership for the early years change programme and co-ordinate policy across Government and the wider public sector to ensure that early years spending is prioritised by the whole public sector.

A delivery group will be established to drive, support and monitor delivery of the change programme, as described in this document, on behalf of the Early Years Taskforce. This delivery group will take a programme management approach to overseeing implementation of the programme, developing detailed action plans and establishing sub-groups or workstreams to support delivery as necessary. The delivery group will report on progress to the Taskforce.

7. GUIDANCE FOR COMMUNITY PLANNING PARTNERSHIPS

We see Community Planning Partnerships as being key to the delivery of the change programme. Each local change programme has to be owned and supported by the whole CPP. We would expect any future guidance issued by the taskforce to reflect the forthcoming review of Community Planning, but we feel that this should not stop CPPs from pushing ahead with their locally agreed plans for change.

Community Planning Partners should use the Early Years Change Fund as a starting point to reconsider the way the total resource – approximately £2.7 billion per year across the NHS and Local Government – for early years services provision is invested. This should be with a view to developing a clear strategy to make the shift to investing more upstream in anticipatory and preventative approaches that we know work and that help to reduce the demand for more formal, higher intensity care in the future. This will require bold decisions around disinvestment at both a local and national level, but it is important that the focus of local activity is on the change that needs to take place in the delivery of services rather than the mechanics around the monetary amounts that are attributed to the change fund.

Long term iterative planning and review between partners for children in their early years and their families is essential to ensure that the quality of early years services continues to improve and better value for money is achieved. At the heart of this planning process will be the continuing development of Integrated Children's Services Plans by Community Planning Partnerships. These plans should cover, at a minimum, the period 2012–2018 and include how the longer term objectives of the partnership are going to be met. Where appropriate we expect plans to make reference to how partnerships are developing and implementing approaches to strategic commissioning and co-production.

We are not looking for a new plan in addition to the Integrated Children's Service Plan, but the expectation is that plans are ambitious and analyse how the use of total resources will change over time to enable resources to be more readily directed towards meeting the needs of vulnerable children and their families through preventative approaches.

The redevelopment of Integrated Children's Services Plans provides an important opportunity for the Third and Independent sectors to become more fully embedded in the planning arrangements established by partnerships and thereby to further strengthen the cross sector arrangements that have been established during the first year of the Change Fund.

Partnerships will be asked to provide details of how well progressed Integrated Children's Services planning is as part of their change fund return. Given the complex nature of this process and the importance in ensuring that this work has clear agreement and governance, partnerships will be given the time and support to develop and agree them.

8. WHAT WILL SUCCESS LOOK LIKE?

The aspiration for the Early Years Framework is that the success of our efforts will be shown in positive outcomes of all of our children. In particular, our success will be measured in the achievement of the following outcomes from the National Performance Framework:

- Our children have the best start in life and are ready to succeed.
- We have improved the life chances for children, young people and families at risk.
- Our young people are successful learners, confident individuals, effective contributors and responsible citizens.

To get it right for children at the greatest risk of negative outcomes this means being safe, healthy, achieving, nurtured, active, respected, responsible and included.

It is essential that the delivery of national and local outcomes under this change programme is recorded and evidenced by Community Planning Partnerships. To assist with this, there is a recognised set of early years indicators which can provide a baseline position, and thereafter signal direction of travel for partnerships. The Scottish Neighbourhood Statistics website provides an easily accessible option to build a baseline and understand where there are particular issues. The SNS website can be found at <http://www.sns.gov.uk/default.aspx>. The core 10 indicators, agreed

by a range of partners can be found on the Scottish Government website³ along with a link to the wider 35 original indicators. We don't anticipate that each CPP should aim to demonstrate progress in all 35 at first, however each CPP should consider in which areas they need to maximise impact and progress and how they intend to deliver on that.

There is however, potential for further development. What we will do:

- In the longer term, we will work together to continue to refine and develop the data we collect at a national level to ensure that we are capturing the information that gives a meaningful representation of how we are delivering for children and families.
- There is still a need for robust management information that supports the short term planning, improvement and accountability of services, allowing those on the frontline to respond quickly to client need and to changing circumstances. Therefore, we will work with national and local partners using existing performance assessment frameworks to identify the kind of information that local agencies might want to consider in planning, commissioning and managing their services.

The success of the Early Years Change Fund and the associated change programme will be defined by:

- Improvements in children's lives, evidenced by established indicators found in the Public Sector Improvement Framework or other performance assessment models.
- Development of services which support children and families to overcome the disadvantages they face and the systems and infrastructure to support them.
- A reduction in inequality which will enable all children to achieve the same outcomes.

In the shorter term the change programme will be considered a success when:

- Parents and carers know how to keep their children safe.
- Health inequalities are reduced.
- Parents, carers and children form strong attachments.
- Parents and carers are attuned to their children's needs.
- Strong foundations for learning are in place.
- Non-stigmatising approaches to service provision are employed to maximise inclusion.
- More streamlined planning, assessment and decision-making processes are in place.

³ <http://www.scotland.gov.uk/Topics/People/Young-People/Early-Years-and-Family/Early-Years-Framework/Implementation/Measuring-Practice>

ANNEXE B - MEMBERSHIP OF THE EARLY YEARS TASKFORCE

- Bill Alexander, Director of Social Work, The Highland Council
- Tam Baillie, Scotland's Commissioner for Children and Young People
- Sir Harry Burns, Chief Medical Officer
- Aileen Campbell MSP, Minister for Children and Young People
- Paul Carberry, Operational Director of Children's Services, Action for Children Scotland
- Detective Chief Supt John Carnochan, Head of Scottish Violence Reduction Unit
- Malcolm Chisholm MSP, Member for Edinburgh North and Leith
- Lesley Gibb, Service Manager-Early Years, Stirling Council, ADES Pre-5
- Anne Houston, Chief Executive, Children 1st
- Cllr Isabel Hutton, COSLA Spokesperson on Education, Children and Young People.
- Sally-Ann Kelly, Acting Director, Barnardo's Scotland
- Brian Livingston, Executive Director of Finance and Resource, Fife Council
- Dr Nancy Loucks, Chief Executive, Families Outside
- Andrew Lowe, Director of Social Work, Scottish Borders Council, ADSW
- David Martin, Chief Executive Renfrewshire Council, SOLACE
- Elaine Mead, Chief Executive, NHS Highland
- Sue Palmer, Chair of the Scottish Play Policy Forum, Play Scotland
- Cllr David Parker, Scottish Borders Council, COSLA
- Caroline Selkirk, Deputy Chief Executive, NHS Tayside HQ
- Chief Constable David Strang, Lothian and Borders Police, ACPOS
- Cllr Pat Watters, President, COSLA
- Julie Wild, Early Years Lead on National Parent Forum of Scotland
- Malcolm Wright, Chief Executive, NHS Education for Scotland

Education and Culture Committee

13th Meeting, 2012 (Session 4), Tuesday, 1 May 2012

Early Years: Written Evidence

Clerk's note

1. The Education and Culture Committee's oral evidence-taking on the Early Years will be on 1 May 2012. The following written submissions were received:

Inspiring Scotland
Scottish Government

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Page 7

2. The submission from the Scottish Government (page 7) provides a breakdown of the Early Years Change Fund by local authority and NHS board.

**Jonas Rae
Committee Assistant
26 April 2012**

Inspiring Scotland

1. Background

Inspiring Scotland, a Scottish charity, is an exciting and creative way of using money and skills to improve the lives of Scotland's most vulnerable people. It was launched in January 2008 and became a fully independent organisation in 2009. It was developed as a result of many charities in Scotland facing short-term or project focussed funding which leaves them unable to grow the scale of their operations and achieve financial self sufficiency. The success of the model has resulted in the continuing expansion of Inspiring Scotland into new areas notwithstanding the difficult economic and fundraising climate.

2. A Unique Model

Inspiring Scotland is a unique, outcome-focused partnership amongst the private, public and not-for-profit sectors using the principles of venture philanthropy; an approach to charitable giving that applies the business principles of venture capital to the voluntary sector. It raises funding and invests it in selected portfolios of charitable ventures, with each portfolio or fund focusing upon a different social issue or theme.

This approach enables charities to realise long term plans, work towards achieving financial self sufficiency and achieve maximum impact and deliver a social return. It also promotes greater collaboration. Rigorous performance monitoring ensures maximum return, just like any commercial investment fund. The principles include:

- High engagement - active participation in helping organisations to succeed.
- Long term sustained support and investment, both financial and non-financial.
- Funding the general operations (core costs) of voluntary organisations as well as delivery of their services.
- Organisational capacity building including funding charities to grow the scale of their operations.
- Defining clear, measurable social benefits.
- Rigorous evaluation and performance measurement.
- Holding organisations accountable for results and reward success.
- Planning to help achieve financial self efficiency.

Charities are carefully selected; an extensive period of due diligence is undertaken to ensure that the charities selected are best placed to engage with the venture philanthropy approach, as opposed to conventional grant-making. It's not just about the funding, charities must want an engaged venture philanthropy relationship as well as the financial investment.

a) Financial support

Investment is from a range of investors, all driven by a desire for social change, including the Scottish Government, trusts and foundations, corporate and leading business people. Inspiring Scotland is independent from Government but having Government funding and support is vital to the partnership and to really make real and lasting social change.

b) Non-financial support

Vital to the model is development support or capacity building. This comes in the form of Inspiring Scotland Performance Advisors and a pool of 150 individuals and businesses who have pledged to provide free or reduced fee services and expertise to the charities involved.

This support includes: business mentoring; marketing/sales strategies; public relations; social media strategy support and implementation; website development; legal, accounting, HR and recruitment services; photography; and providing high caliber Board positions.

3. The Themes

All funding is around particular social issues or themes – helping to tackle issues to change the social landscape.

a) 14:19 Fund

Young People aged 14 to 19 who are struggling to make a successful transition from school. The Fund aims to invest £55m over a 10 years period, to support 56,000 young people and help 35,000 into employment, education or training.

The Fund opened in January 2008 with the first investments made in January 2009. To date investment from Inspiring Scotland stands at £19.2 with income leveraged by the ventures themselves at £14m providing funding of a total of £33m focused on this key policy area for Scotland in the since 2009. There are currently 22 ventures in the 14:19 Portfolio. To date over 12,000 young people who have struggled to make the successful transition from school have either been moved into, or closer to, a job, education or training.

b) Go 2 Play

Go 2 Play builds on the learning of Go Play a £4m fund that focused on building the capacity of the play sector support 'free play' in 5-13 year olds. 'Free play' is the type of play led by children without an imposed aim, structure or set of rules being imposed on it.

Go2Play consists of two distinct elements. The first of these is the Play Ranger element where Inspiring Scotland supports provision of Play Ranger services in 8 organisations that are able to effectively operate and expand in appropriate geographical areas demonstrating multiple deprivation. The Play Ranger model works in facilitating free play, often in areas children and adults wouldn't previously have considered as a play space and it helps to reduce parents' fears and apprehensions about children not being safe. The second element is a capacity building programme which will look to assist in the development of ideas which will benefit the Play Sector in Scotland as a whole

The Capacity building element of the Go2Play programme will develop replicable ideas from within the Play Sector to positively impact upon the lives of children and to support the development of Play in Scotland.

In addition to the above Go2Play will look to create a centre of excellence for Play Ranger activity through working with Ventures, Play Organisations in Scotland, Education authorities and use of the Outcome and evaluation work undertaken in Go Play.

c) Link Up

Over the past year Inspiring Scotland has been designing an 'asset based' programme which will focus on individuals' capacities (that may be unknown to them) rather than their deficits and explore how this starting point can improve a community's effectiveness in addressing its own needs. With funding from the 'Cashback for Communities' programme, Link Up will develop and evaluate a method that builds abilities of individuals and communities to start creating solutions to local issues.

Inspiring Scotland aims to improve the resilience of vulnerable communities and to improve their ability to cope with the things they struggle with in life. Rather than invest in new community projects that will require external funding to be sustained and where 'workers' deliver to individuals, Inspiring Scotland will test the Link Up proposal by investing in people. In collaboration with stakeholders, Inspiring Scotland has identified 10 locations in Scotland where communities experience high rates of crime or elevated levels of fear. Community Activators (or whatever name suits the community they are working in), will then be employed to co-ordinate and facilitate links (or small projects) between groups of people who will undertake mutually beneficial activities.

d) Early Years Early Action

The Early Years Early Action Fund is a £6.8 million programme, funded by the Scottish Government with two key outcomes:-

- Children have the best start in life and are ready to succeed, and
- Improved life chances for children, young people and families at risk.

It is aimed at supporting voluntary sector organisations to deliver early interventions to vulnerable children and their families. Given the initial short-term nature of the funding, one of the criteria for inclusion in the fund was that organisations had to show they had the capacity to set up and deliver services quickly and effectively.

The programme funds activities that focus on one or more of five themes: parenting; play; childcare (activities which provide additional benefits over and above day-to-day childcare); child or maternal health; and building the capacity of parent, families and communities to improve outcomes for children.

The Fund aims sits squarely within the ethos of preventative funding as it aims to enable children to achieve their full potential and prevent any problems they face escalating into costly and difficult crisis situations.

4. Early Years Early Action

The programme was established in 2011, with the application process closing in July. After a detailed due diligence process 24 charities were selected delivering 28

projects across 28 local authority areas. The first investment were made in October and range from £36,000 to £600,000. The list of charities is supplied in Annex 1.

The services being funded include participative drama in nursery schools addressing vulnerable children's social skills and confidence, emergency childminding services where families cannot cope, and intensive family support provided to families with early years children where one of the parents or primary carers suffers from mental health issues or substance misuse.

The programme initially provides a one year investment, and we are in discussion with Scottish Government on any potential extension of the funding. Given the initial time limited nature of the fund, the focus for Inspiring Scotland's work has been on delivery and evaluation.

Nearly every venture had appointed its full complement of new staff in Quarter 1 with most taking up post before Christmas. Training started well with 272 staff and volunteers being trained in the first quarter. Although many projects were expanding their existing services into new areas, where new referral pathways have had to be built and managed, 20 projects started supporting children in Quarter 1, and 2,509 children were supported in the first quarter.

The ability to report on impact is one of the key requirements for the charities in the programme. Inspiring Scotland has worked with each organisation to support them in developing evaluation plans, identifying what baseline data should be captured at the start and ensuring that the right indicators are being measured appropriately.

A number of organisations have already benefited from Inspiring Scotland's pro bono supporters, and the support of their individually assigned Performance Advisors. Assistance has ranged from the provision of specialist advice across a wide range of areas, arranging mentors for Chief Executives and introducing a new Board member with specialist financial skills to chair a new Fundraising sub-Committee.

Annex 1

<u>Organisation</u>	<u>Project</u>
Aberlour Child Care Trust	Glasgow Bridges & D&G Partnership
Action for Children	Roots of Empathy
Action for Sick Children (Scotland)	Special Smiles
Barnardo's Scotland	You First
Big Issue Foundation Scotland	With Kids Wester Hailes Project
Breastfeeding Network	Ayrshire Project
Care and Learning Alliance	Play Practice and Toddler Group
Circle	Early Years Project
Crossreach	Service 1 - The Hub
Four Square (Scotland)	ADAPT
Grounds for Learning	Nurturing Outdoor Play
Licketyspit	LicketyLeap
Mellow Parenting	Mellow Bumps with Teenage Mums to Be
National Deaf Children's Society	Early Years Programme

One Parent Families Scotland
Open Secret
Partners in Advocacy
Quarriers
Save the Children Fund
Scottish Childminding Association
Scottish Pre-School Play
Association
Smart Play Network
Stepping Stones For Families
YWCA Scotland

Families at Play & Fathers & Children
Early Years Service
Young Voices for Choices
Ruchazie & Glasgow School Transition
Born to Blossom
Fife and Stirlingshire

Learning Through Play
Play on Wheels
Girvan & Glasgow
Teen Parent Project

Scottish Government**Scottish Government contribution to the Early Years Change Fund**

2012-13 £m	2013-14 £m	2014-15 £m	2015-16 £m	Total £m
10.5	14.5	16.5	8.5	50

This will be supplemented by a small amount from Positive Futures (Early Years) core funding over the current Spending Review period (2012-13/2013-14/2014-15) to ensure maximum flexibility and synergy. This gives the following totals:

2012-13 £m	2013-14 £m	2014-15 £m	2015-16 £m	Total £m
11.25	15.25	17.25	8.5	52.25

The following funding is committed:

	2012-13 £m	2013-14 £m	2014-15 £m	2015-16 £m	Total
PlayTalkRead	1	1	1	-	3
Bookbug	1.5	1.5	1.5	-	4.5
Parenting Strategy	0.05	0.05	0.05	-	0.15
Play	1.0	1.0	1.0	-	3
Families and Communities Fund	1.5	1.5	1.5	-	4.5
Early learning and childcare	1.5	1.5	1.5	-	4.5
Total	6.55	6.55	6.55	0	19.65

This leaves uncommitted funding of:

2012-13 £m	2013-14 £m	2014-15 £m	2015-16 £m	Total £m
4.7	8.7	10.7	8.5	32.6

Early Years Change Fund – NHS Boards

The attached table shows the breakdown of the Early Years Change Fund across NHS Boards, including Special Health Boards. The figures represent indicative allocations to be issued to NHS Boards in respect of Child Healthy Weight Interventions, Childsmile, Infant Nutrition and Maternity Services, Family Nurse Partnerships, and the demand led budget for Healthy Start, managed centrally by the

Health and Social Care Directorate. A residual balance in respect of Family Nurse Partnerships will be allocated later in the year subject to Boards being nominated to take the programme forward, on completion of the formal expressions of interest process. The residual balance for Infant Nutrition and Maternity Services will be allocated across a number of workstreams including a contribution of £500,000 to the Early Years Early Action Fund.

It should be noted the figures are indicative and not intended to convey formal notification or confirmation of the funding or value at this stage, both of which will be clarified through policy leads in the Health and Social Care Directorate.

NHS Ayrshire & Arran	1,264,000
NHS Borders	425,000
NHS Dumfries & Galloway	545,000
NHS Fife	1,643,000
NHS Forth Valley	1,002,000
NHS Grampian	1,910,000
NHS Greater Glasgow & Clyde	3,740,000
NHS Highland	1,103,000
NHS Lanarkshire	2,036,000
NHS Lothian	2,999,000
NHS Orkney	230,000
NHS Shetland	260,000
NHS Tayside	1,904,000
NHS Western Isles	273,000
Special Health Boards	748,000
Sub-Total	20,082,000
Maternity Services & Infant Nutrition*	2,410,000
Healthy Start	11,880,000
Family Nurse Partnership**	1,550,000
TOTAL	35,922,000

* Residual funding yet to be allocated

** Residual funding which will be allocated to nominated Boards once the Expressions of Interest process is complete

Make up of the Change Fund and its breakdown to local authority area

	2012/13	2013/14	2014/15	2015/16	Total (million)
Scottish Government	10.5	14.5	16.5	8.5	£50
Health	36	39	42	-	£127
Local Government	20	35	50	-	£105
Total					£272

	2012/13	2013/14	2014/15
Aberdeen City	746,637	1,312,972	1,881,610
Aberdeenshire	887,999	1,549,683	2,207,393
Angus	403,696	704,442	1,000,260
Argyll and Bute	269,747	463,044	655,169
Clackmannanshire	220,070	385,905	557,503
Dumfries and Galloway	510,816	895,453	1,276,389
Dundee City	588,239	1,036,918	1,487,438
East Ayrshire	481,515	843,735	1,201,943
East Dunbartonshire	339,314	583,530	818,240
East Lothian	385,487	677,695	980,290
East Renfrewshire	323,780	558,373	785,155
Edinburgh, City of	1,629,747	2,874,350	4,138,183
Eilean Siar	81,283	140,936	198,287
Falkirk	622,270	1,092,976	1,558,144
Fife	1,447,765	2,538,173	3,627,574
Glasgow City	2,525,220	4,439,743	6,367,457
Highland	803,286	1,408,664	2,016,393
Inverclyde	315,108	551,295	782,728
Midlothian	334,176	586,086	834,203
Moray	299,871	525,903	749,814
North Ayrshire	565,715	984,549	1,396,204
North Lanarkshire	1,442,258	2,514,405	3,582,527
Orkney Islands	63,527	110,347	157,717
Perth and Kinross	474,468	830,676	1,189,114
Renfrewshire	667,883	1,166,472	1,665,846
Scottish Borders	399,500	693,953	989,184
Shetland Islands	80,659	139,903	196,661
South Ayrshire	382,670	664,998	950,620
South Lanarkshire	1,221,391	2,130,971	3,045,799
Stirling	314,970	547,908	772,575
West Dunbartonshire	393,677	689,451	987,052
West Lothian	777,258	1,356,494	1,942,529
Scotland	20,000,000	35,000,000	50,000,000

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The Information Centre

Early Years

Issues paper for Education and Culture Committee meeting 1 May 2012

Introduction

On 21 February 2012 the Education and Culture Committee agreed to take evidence from Inspiring Scotland Ltd and the Early Years Task Force on how the taskforce will add value" to existing early years provision and to examine how the approaches of the taskforce and Inspiring Scotland will complement each other.

The then Education committee did an [inquiry into early years policy](#) in 2006. More recently, the [Finance Committee](#) did an inquiry into preventative spend which [reported](#) in January 2011. It has since continued to take [evidence sessions](#) on early years – most recently on [Family Nurse Partnerships](#). Preventative spend has also been considered by the Health and Sport Committee in its [budget scrutiny](#) in autumn 2011.

This note gives a short overview of the Early Years Framework, Early Years Taskforce, early years change fund and Inspiring Scotland. It looks briefly at the level of spend on children, indications of the level of need for services and return on investment from early years policies. More detail on early years and childcare policies are available in SPICe Briefing, [Early Years](#).

Early Years Framework

The Early Years Framework is a joint strategy agreed in 2008 between the Scottish Government and COSLA that sets out policy and ambitions in this area. It builds on existing early years policies but sets these in a framework of 10 key principles. These are:

1. A coherent approach
2. Helping children, families and communities to secure outcomes for themselves
3. Breaking cycles of poverty, inequality and poor outcomes in and through early years
4. A focus on engagement and empowerment of children, families and communities
5. Using the strength of universal services to deliver prevention and early intervention
6. Putting quality at the heart of service delivery
7. Services that meet the needs of children and families
8. Improving outcomes and children's quality of life through play
9. Simplifying and streamlining delivery
10. More effective collaborations

The Framework covers the age range 0 to 8 years. Since November 2011 it has been supported by the Early Years Change Fund (see below). The overarching themes are local implementation, integrated working, early intervention and re-focusing effort on

prevention rather than crisis intervention. In 2011, the Scottish Government published a report on progress so far, noting that:

“Real change is only possible through local implementation and joined up action by local partners and agencies, focused on improving outcomes for our youngest children. Shifts in local strategies and structures are certainly happening. Services are being redesigned and resources redirected to meet our agreed early years priorities” [...] At the heart of the framework is a desire to see a shift in investment in early years from crisis management to early intervention and prevention. We all know that the pressures on budgets are going to intensify and that hard decisions are inevitable” (Scottish Government, 2011b).

Level of need for services

Early intervention seeks to prevent problems from escalating to a point where they require expensive, intensive state intervention. While there are no figures for the proportion of children who might need „early intervention“ of this type, the following gives some indication of the level of need:

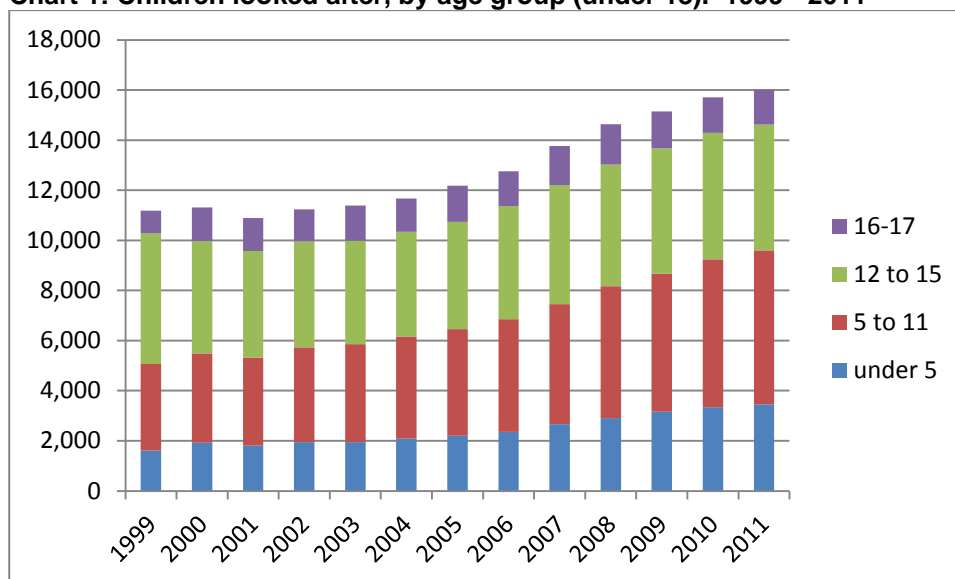
- 14% of school pupils have been identified as having additional support needs (Scottish Government pupil census).
- 10% of children arrive at school with some type of social, emotional or behavioural difficulty (GUS)
- 4.3% of children are referred to the Children’s Reporter (SCRA).

The Children’s Hearings system is a good indicator of the level of need for early intervention. Over the last few years, through GIRFEC, there has been an effort to reduce the number of referrals. The SCRA note in their annual report that:

“there has been some excellent co-operation and partnership working to ensure that children who do not require compulsory measures of supervision, receive earlier and effective intervention from our partners elsewhere in the children’s services arena. The impact of this is undoubtedly highlighted through the numbers of children referred.”

The total number of referrals is dropping. However, few referrals lead to hearings and fewer still to decisions that a child needs to be „looked after.“ The actual number of looked after children has increased over the last ten years as has the proportion who are aged under five years. The chart below shows that between 1999 and 2011 the proportion of looked after children aged under five years increased from 14% to 22% (from 1,614 to 3,455 children). At the same time the total number of looked after children aged under 18 increased from 11,191 to 16,011.

Chart 1: Children looked after, by age group (under 18). 1999 - 2011



source: Scottish Government looked after children statistics 2000 to 2011.

While the NHS is the key universal service for babies and toddlers and there is almost universal part time pre-school education for 3 and 4 year olds, school is the main universal service after the age of 5. At school, the statutory framework of „additional support for learning“ should mean that every child who needs additional support will get it and this provides opportunities for early intervention. However, this is always subject to resource constraints. Recently, the Times Educational Supplement Scotland reported on the implementation of the additional support for learning legislation, quoting Professor Martyn Rouse - an expert in pupil inclusion. He said the Act is working reasonably well although implementation is patchy and some argue it has changed very little. Greg Dempster of AHDS said that it: “creates rights and expectations that schools aren’t necessarily able to deliver because of resource implications or lack of staff and appropriate training or lack of access to staff from other agencies.” (TESS 6th April). (The Committee will be holding an evidence session on additional support for learning later in May).

Early Years Framework indicators of progress

The taskforce „vision“ states that:

“it is essential that the delivery of national and local outcomes under this change programme is recorded and evidenced by Community Planning Partnerships.”

In support of the Early Years Framework the Government established the Early Years Framework Data and Indicators Group in 2009. The following year this group produced a list of [35 outcome indicators](#) that could be used to measure progress towards [national outcome 5](#): “our children have the best start in life and are ready to succeed.” Ten of these were later identified as „[core indicators](#)“ and these are reproduced in the table below. Five of these ten are similar to indicators in the [national performance framework](#) (dental decay,

healthy birth weight, healthy weight, perception of neighbourhood and post school destinations). The Government web site on „[measuring progress](#)“ states:

“it will be for local partners to take the final decision on which indicators and how many are the most relevant for their local circumstances and priorities.”

Table 1: Suggested indicators of progress

Suggested measure	Nearest current national level
1. Teenage pregnancy rate	7.1 pregnancies per 1,000 for the under 16 age group in 2009. (ISD)
2. Appropriate birth weight for gestational age	4.36% low birth weight in 2010 (5 th centile) (ISD)
3. Breastfeeding at 6-8 weeks	26.5% in 2010/11 (ISD)
4. % parents who rate their neighbourhood as a good place to live	94% say it's a fairly or very good place to live in 2011 (SHS)
5. children in benefit dependent households	In 2009/10 there were 198,000 children in out of work families receiving child tax credit and there were 249,000 children in families receiving working tax credit (HMRC)
6. % obese children in P1	9.6% in 2010/11 (ISD)
7. % of children with dental decay in P1	64% have no obvious dental decay in 2010 (NDIP)
8/ Children (pre-birth to 8) referred to a reporter on care and protection grounds	19,965 in 2010/11 (SCRA)
9. Number of children pre-birth to 8 who are looked after at home and accommodated	1,105 children under 5 „at home“, 2,329 in community (eg foster/kinship) and 21 in residential care in 2010/11. (Scottish Government)
10. % of young people in sustainable post school destinations	89% in 2010/11 (Scottish Government)

Those in bold have a similar indicator in the National Performance Framework. The NPF also has a poverty target which has a similar aim to the ‘children in benefit dependent households’ indicator.

The Government recognises that these indicators are indirect, stating that:

“In an ideal world we would want to have indicators that [...] measure highly important aspects of the early years such as the home learning environment, maternal attachment and child mental health. However, factors such as these do not easily lend themselves to quantitative measurement and any data that we do have is not currently available at the local level. We are continuing to explore how we can create and improve data in areas such as these” ([Measuring Practice](#))

Early Years Taskforce

The Early Years Taskforce was established in November 2011 to take forward the early years framework, and is a partnership between the Scottish Government, local government, the NHS, police and the third sector. This replaces the programme board and four task groups which developed the framework and oversaw its implementation between 2008 and 2011. In March 2012, the taskforce published its „vision“ which set out its intention to „convert the high level principles of the Early Years Framework into practical action.“ Referring to the „wealth of evidence“ on early years early intervention – particularly with regard to attachment and the importance of play - it states that: “we now need to get on with doing the right things.” The taskforce will provide strategic direction and co-ordinate policy across government, including overseeing the Early Years Change Fund.

The taskforce has selected four of the Early Years Framework key principles as its three priorities. These are:

- getting the right balance between universal and targeted services,
- helping children, families and communities secure better outcomes for themselves, and
- providing a coherent approach and more effective collaborations¹

In pursuit of these priorities the taskforce will:

- provide support for local partners on how best to plan their resources in a way that will maximise impact for children and families
- provide guidance for Community Planning Partnerships on those interventions that should be prioritised and those that should be de-prioritised, based on sound evidence of effectiveness
- establish a Practice Development Team to support local areas in implementing this change programme.

The taskforce will also support the continuation of a number of existing early years initiatives. These include: development of a National Parenting Strategy, continuation of the Book Bug and Play Talk Read campaigns, legislation for children's services, development of a common core set of skills for the children's services workforce, implementation of Getting it Right for Every Child (GIRFEC), improving information sharing, collaborative working on maternity and ante-natal services and improved joint working for Looked After Children. A delivery group will develop detailed action plans and monitor the change programme on behalf of the taskforce.

Community Planning Partnerships are central to delivery. They will be expected to adapt Integrated Children's Services Plans to better reflect the priorities of the Early Years Taskforce. These plans will cover longer time periods than at present – the „vision“ suggests at least 2012-18. They will: “analyse how the use of total resources will change over time to enable resources to be more readily directed towards meeting the needs of vulnerable children and their families through preventative approaches.”

Helping children, families and communities secure better outcomes for themselves

The taskforce's priority of capacity building and self help has been less of a policy focus in the past. The Scottish Government is developing a parenting strategy and existing programmes such as play talk read and book bug already aim at encouraging parents to secure better outcomes for themselves. In addition, the home learning environment has been identified in research as having an important influence on children's early education. Support for parents is therefore an important aspect of early years policy, as highlighted in the longitudinal study Growing Up in Scotland (GUS):

“GUS identifies support for parents as one of the most important factors affecting outcomes for children. [...] Mothers who feel supported are less likely to experience mental health difficulties while their children are young. [...] parents who feel supported are more open to seeking help and advice when required, leading to improved health outcomes for their children.”

There are many complex issues in developing a parenting strategy, one of which is the difficulty of engaging parents who are reluctant to ask for help but may need it most. GUS found that some parents who most need to engage with services were least likely to do so:

¹ This is set out as two key principles in the Framework.

“Mothers who were both low services users and lacked informal support were more likely to have lower educational qualifications, to be in a workless household and live in an urban area. For some services (e.g. ante-natal classes and parent-baby/toddler groups) reasons for not accessing them were related to not liking the group format and not knowing classes were available.” (GUS briefing for elected members).

Similarly, a recent study of engagement with health visitors found that mothers from deprived areas were less likely to access health visitor appointments and were therefore missing out on possible support.

“Coverage is lower in children living in the most deprived areas for all reviews, and the discrepancy progressively increases for reviews at older ages (78% and 92% coverage for the 39–42 month review in most and least deprived groups). Coverage has been stable over time: it has not increased for the remaining reviews after reduction in the number of reviews provided.” (BMJ, 28th March 2012)

Family Nurse Partnership is a well established licensed programme which has a pilot in Scotland. Each family nurse has a caseload of just 25 mothers. They offer regular visits of around an hour every week or fortnight, from before birth until the child reaches two years of age. In 2011, the NHS Lothian FNP pilot had four family nurses reaching a total of 100 clients. The Scottish Government aim to extent FNP to three times as many clients by the end of 2013. The pilot of the Family Nurse Partnership found that mothers did engage:

“the relationship between the Family Nurse and the women was key, specifically the idea of a “therapeutic relationship”. The women felt that the family nurse was always available and they could talk to them about anything without feeling judged.”(Parenting event report, GUS).

Previous Policy

Early intervention and integrated working have been a strong influence on policy for many years. Examples include: Sure Start in 1998, the Early Intervention in numeracy and literacy in early primary (1997), childcare strategy (1998), health promoting schools, New Community Schools (1999²), integrated children’s services plans from 2002 and Getting it Right for Every Child from 2006. Over 10 years ago, the report of the taskforce on integrated children’s services raised many of the issues that are still being grappled with today. Their report, „For Scotland’s Children“, put forward an action plan with six main headings:

- I. Consider children’s services as a single service system
- II. Establish a joint children’s service plan
- III. Ensure inclusive access to universal services
- IV. Co-ordinate needs assessment
- V. Co-ordinate Intervention
- VI. Target Services

² Some of the difficulties in achieving integrated working are highlighted in a discussion of the New Community Schools initiative at: <http://www.scotedreview.org.uk/pdf/252.pdf>

Getting it Right for Every Child

Improved integrated working and getting the balance right between universal and targeted services is central to the „Getting it Right for Every Child“ approach. For example, one of the early priorities in GIRFEC was to reduce referrals from the police to the children’s hearings system and to create consistency between the different individual planning mechanisms for children.

GIRFEC seeks to achieve change in culture, practice and systems. It seeks to achieve child centred practice, integrated, multi-disciplinary working and streamlined planning. One of the main areas of change is that each child should have a „named person“ (generally a health visitor or school teacher) who will be the point of contact for support and services. Where support needs to be co-ordinated between different agencies then a „lead professional“ will be appointed – this will often be a social worker. There is a common framework for thinking about a child’s needs and how to plan to meet them. This is based on the need for a child to be: safe, healthy, achieving, nurtured, active, responsible, respected and included. There is a large amount of documentation on the various pathfinders. One of these pathfinders was integrated children’s services in Highland Council. See <http://www.scotland.gov.uk/Topics/People/Young-People/gettingitright/publications>

The Early Years Taskforce therefore has many years of policy development to draw on.

Early Years Change Fund

The Early Years Task Force oversees the „Early Years Change Fund“. This comprises £50m from the Scottish Government, £117m funding in health and £105m funding from local government. The table below shows its distribution over the parliamentary term.

Table 2: Early Years and Early Intervention Change Fund.

£m	2012/13	2013/14	2014/15	2015/16	Total
Scottish Govt.	10.5	14.5	16.5	8.5	50
Health	36.0	39.0	42.0	-	117
Local Govt.	20.0	35.0	50.0	-	105
Total	66.5	88.5	108.5	8.5	272

source: Early Years Task Force (2012)

£12m of the £50m of Scottish Government funding has already been allocated to new schemes. These are the Communities and Families Fund, play spaces and childcare for looked after two year olds. These are funded until 2014/15. The Government now also includes some existing schemes: namely book bug, developing the parenting strategy and play talk read. These schemes were funded in 2011-12 and the Government intends to continue funding these initiatives from the change fund in 2012/13, 2013/14 and 2014/15.

Table 3: Distribution of the £52m Scottish Government contribution

£m	2012/13	2013/14	2014/15	2015/16	Total
Community and Families Fund	1.5	1.5	1.5	-	4.5
Play spaces	1.0	1.0	1.0	-	3.0
Looked after 2 yr olds childcare	1.5	1.5	1.5	-	4.5
Play talk read	1.0	1.0	1.0		3.0
Book bug	1.5	1.5	1.5		4.5

Parenting strategy	0.05	0.05	0.05		0.15
Total committed funding	6.55	6.55			19.65
Uncommitted funding	4.7	8.7	10.7	8.5	32.6
Total	11.25	15.25	17.25	8.5	52.25

source: PQ S4W 05150 and Scottish Government information provided to Committee. This includes £2.25m of core funding which takes the total above the £50m previously announced.

Local Authorities have agreed to contribute £105m over three years. They have already identified £20m for 2012/13 which they have diverted from other budgets to work on early years early intervention.

The NHS Board contribution to the change fund is their allocations to the following existing schemes: Child Healthy Weight Interventions, Childsmile, Infant Nutrition and Maternity Services, Family Nurse Partnerships, and the demand led budget for Healthy Start, managed centrally by the Health and Social Care Directorate.

Inspiring Scotland

Inspiring Scotland Ltd was established in 2008 and seeks to use private sector investment – both in cash and in kind to supplement Scottish Government funding. It uses a „venture philanthropy“ model which it describes as follows:

“we raise philanthropic funding and invest it in a selected portfolio of charitable ventures. Rigorous performance monitoring ensures we achieve maximum return, just like any commercial investment fund.” (Inspiring Scotland website)

It has four funding streams. One on young people, one on communities and two on early years.

1. **The 14:19 Fund** was launched in 2008 and aims to invest £55m over a 10 years period, help 35,000 young people into employment, education or training.

2. **Link Up** is using funding from „Cash back to communities“ to enable ten local communities decide how to address problems they face. The „outputs“ or „activities“ of the Link Up programme in each area haven’t been decided in advance. Instead Link Up workers are facilitating action from ideas that come from the community.

3. **GoPlay** ran for two years and distributed £4m to projects supporting children’s play. It has now been replaced by **Go2Play**. This new fund supports eight specific projects and also provides capacity building for voluntary and community groups.

4. **The Early Years Action Fund** is worth £6.8m over one year and funds 28 projects across 24 organisations. These were announced in September 2011 and the focus is on vulnerable children and capacity building in the voluntary sector. The Scottish Government is the single investor. The private sector contribution is in development support rather than cash. The projects are monitored and supported by 'performance advisors' who work closely with the charities.

Further detail is available in Inspiring Scotland’s submission to the Committee. At time of writing the Scottish Government has not announced whether the early years action fund will continue beyond September 2012.

Main areas of public spending on young children

The Early Years Change Fund and the funding provided to Inspiring Scotland Ltd must be seen in the context of overall funding related to early years. As the taskforce „vision“ states, “the total amount is relatively modest compared with the £2.7bn spent by the public sector each year on children.” It is very difficult to identify exactly how much public spending relates to specific initiatives for early intervention in the pre-birth to 8 age group covered by the Early Years Framework. The table below sets out identifiable areas of spend on children by the UK Government, local authorities and health boards and shows that the main areas of spend are on school education and child benefit.

Table 4: Key areas of identifiable spend on children (£m cash, 2010/11)

Education: Secondary school	£2,026
Education: Primary school	£1,718
HMRC child benefit	(est) £1,200
Education: Special school	£511
NHS Community child health	£381
NHS maternity	£315
Education: Pre-school	£300
Social work children’s residential care	£245
DWP maternity benefits	£202
Social work children’s community placements	£177
Social work children’s fieldwork services	£174
Working Tax Credit Childcare Costs	£144
Social work children’s social work - other	£112
Medical paediatrics	£88
NHS Health Visitors	£80
Social Work children’s day care (family centres)	£46
Local Authority early intervention budget heading	£40
NHS Surgical paediatrics	£29
Local Authority childcare budget heading	£28
NHS family planning	£24
NHS speech therapy	£27
NHS adolescent psychiatry	£12
NHS child psychiatry	£5
Reporter to the Children’s panel	£3

sources: NHS cost book, CIPFA rating review estimates, HMRC tax credit statistics, DWP benefit expenditure tables. Figures rounded to nearest million. Child benefit spend estimated based on UK spend of £12bn.

Local Authority Spend

The main element of local authority spend on children under 5 is pre-school education. Estimated spend on this has declined in real terms from £346m in 2009/10 to £306m in 2011/12. (CIPFA rating review estimates, converted to real terms using Treasury deflator).

Currently there is a legal requirement to provide 475 hours free pre-school education for 3 and 4 year olds (delivered as 12.5 hours a week in school terms). The Scottish Government has announced its intention to develop this into 600 hours of early learning and childcare (Aileen Campbell, Official Report 15th March 2012). The Government has not said how this would be arranged but for example, it would be equivalent to around 15 hours a week during the school term, or 11.5 hours over 52 weeks.

For 2012/13 local authorities identified £20m of funding which they re-directed from other budgets to early years /early intervention services. This is their contribution to the Scottish Government's „change fund“ (Scottish Government personal communication).

NHS Board Spend

Much of the NHS spend on children cannot be separately identified – including spend on children's visits to GPs, dentists A&E and hospital stays. However, spend can be identified for maternity services, health visitors and child health specialists. These are set out in the table below for the period since 2007/08. This shows that between 2009/10 and 2010/11 spend has increased in the acute sector (paediatrics) but has decreased in some community based services such as health visiting.

Table 5: Trend in NHS spend on children

<i>£m cash</i>	<i>2007/08</i>	<i>2008-09</i>	<i>2009-10</i>	<i>2010-11</i>
maternity services R320	278.9	306.4	314.6	314.6
Health visitors R500	78.1	78.2	86.8	79.8
Community Child Health: R500	67.7	73.3	80.1	81.5
family planning R 500	20.9	22.5	25.9	23.6
speech therapy R510	18.7	19.4	28.6	26.8
child psychiatry R720	5.7	6	6	4.7
adolescent psychiatry R720	9.7	10.9	13.6	12.5
medical paediatrics R720	83.4	85.4	77.1	87.6
surgical paediatrics R720	25.8	28.9	27.3	29.3
total	588.9	631	640.4	660.4

source: NHS costs book. R numbers refer to the cost book files.

Return on investment in early years

The taskforce „vision“ states that: “We know that spending £1 in the early years will save £9 in the future.” There are many attempts at quantifying the return to investment on early years interventions. Perhaps the best known are from longitudinal studies of the effect of specific interventions. (See for example, [High/Scope Perry Pre-school Project](#)). An alternative approach has been to try to identify the savings to public funding from general spend on „early intervention.“ This latter approach was attempted by the Scottish Government. They created a model which sets out three „life courses“ to compare costs to public services. These are set out in the table below:

Table 6: Narrative around Early Years Policies: Medium and Long Term

Baseline	Moderate need	Severe need
<ul style="list-style-type: none"> • Works p/t and f/t while studying • Buys own home • Has 2 children, living with 	<ul style="list-style-type: none"> • Foster/kinship care until 16 yrs old • 6 month spell in residential care 	<ul style="list-style-type: none"> • Several welfare offence referrals to reporter • Community care followed by residential care

<ul style="list-style-type: none"> partner and 2 children Works F/T until 60 Prostate cancer Periodic use of GP and nurse services Glaucoma Hip replacement Dies at 83 	<ul style="list-style-type: none"> Periodic redundancy Sheriff court summary case Lives in LA housing Has 2 children Bronchitis Lung cancer Dies at 70 	<ul style="list-style-type: none"> Criminal behaviour Chronic poor health Chronic liver disorders – ongoing Dies at 50
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source: [Scottish Government, financial return on early years](#)

The model showed that a person on the „severe needs“ pathway might cost public services 9 times more than a person on the baseline pathway. This is not the same as saying that every £1 spent on early years early intervention will save £9 later on.

A second part of this modelling identified the costs of specific interventions. It did not specify how these interventions reduce demand for certain services except in the most general terms.

“The Scottish Government assembled an expert group that was asked to design a package of interventions that will tackle the additional moderate and severe needs of individuals. Our discussions suggest that such a package is a realistic objective and in the Expert Group's judgement the package would be capable of mitigating needs over the first five years of life as well as in later life.”

The package of interventions is summarised below:

Table 7: Possible early intervention projects

Intervention Type	Estimated Cost of Intervention
Pre-Primary Education (part-time) - vulnerable 2 year olds	£3,022 per child/per year.
Parents as First Teachers - Pre-birth to 3 years old.	£373 per person in the first year of delivery, £292 per person/per year thereafter.
Family Nurse Partnerships - Pre-birth to 2 years old.	£3,000 per person/per year
Targeted parenting interventions for 3 and 4 year old children at elevated risk of Disruptive Behaviour Disorders	£273 per child over the 4 year implementation period, £130 per child/per year for ongoing delivery.
Ante-natal support for pregnant women who misuse substances - Pre-birth	£349 per person/per intervention
Cost per pre-school child healthy weight intervention - 3 years old.	£300 per child/per intervention
Smoking Cessation aimed at pregnant women - Pre-Birth	£300 per person/per intervention

source: [Scottish Government, Financial return on early years part 2.](#)

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Education and Culture Committee

13th Meeting, 2012 (Session 4), Tuesday, 1 May 2012

Subordinate legislation

Introduction

1. This paper seeks to inform members' consideration of the Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions) Amendment Order 2012 (SSI 2012/99).

Background

2. The Order was laid on 22 March 2012 and the Education and Culture Committee was designated the lead committee. It is subject to negative procedure and no motion to annul has been lodged.

3. The Subordinate Legislation Committee considered the instrument at its meeting on 17 April 2012 and determined that it did not need to draw the attention of the Parliament to the instrument. If the Education and Culture Committee wishes to report on the instrument it must do so by 7 May 2012.

Policy objectives

4. The Order is an amendment to the Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions Provisions) Order 2009 ("the 2009 Order").

5. The Adoption and Children (Scotland) Act 2007 ("the 2007 Act") provides for „permanence orders“ to be obtained for children who are looked after by local authorities away from their families for long periods of time. Local authorities must apply to the courts for these orders.

6. These orders replaced „freeing orders“, which were provided for under the Adoption (Scotland) Act 1978. All of the 1978 Act, with the exception of Part IV, was repealed by the 2007 Act.

7. The 2009 Order provided that, where a freeing order had been applied for up to 28 September 2010 and made by the court after that date, the 1978 Act would still have effect.

8. In amending the 2009 Order, this Order ensures that all freeing orders made by courts from 28 September 2010 onwards are treated as permanence orders under the 2007 Act.

Action

9. The Committee is invited to consider whether it is content with the Order.

Neil Stewart
Assistant Clerk
April 2012

SCOTTISH STATUTORY INSTRUMENTS

2012 No. 99**CHILDREN AND YOUNG PERSONS**

The Adoption and Children (Scotland) Act 2007
(Commencement No. 4, Transitional and Savings Provisions)
Amendment Order 2012

<i>Made</i> - - - -	<i>20th March 2012</i>
<i>Laid before the Scottish Parliament</i>	<i>22nd March 2012</i>
<i>Coming into force</i> - -	<i>7th May 2012</i>

The Scottish Ministers make the following Order in exercise of the powers conferred by sections 116(1) and 117(2) and (3) of the Adoption and Children (Scotland) Act 2007⁽¹⁾ and all other powers enabling them to do so.

Citation and commencement

1. This Order may be cited as the Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions) Amendment Order 2012 and comes into force on 7th May 2012.

Amendment

2.—(1) The Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions) Order 2009⁽²⁾ is amended as follows.

(2) In article 16(2) (freeing orders made before the appointed day)—

- (a) after “shall” insert “subject to articles 17 and 18”; and
- (b) omit “until 28th September 2010”.

(3) In article 18 (applications for freeing orders under the 1978 Act)—

- (a) the existing provision becomes paragraph (1); and
- (b) after paragraph (1) insert—

“(2) Where an application continues by virtue of paragraph (1) and a freeing order is granted by the court on or after 28th September 2010 the child who is subject to that freeing order shall be treated as if they were subject to a permanence order and article 17(2) and (3) applies to that deemed permanence order.”.

⁽¹⁾ 2007 asp 4.
⁽²⁾ S.S.I. 2009/267.

(4) In article 21(1) (applications to vary or revoke a deemed permanence order) for “or 19(2)” substitute “, 18(2) or 19(2)”.

St Andrew’s House,
Edinburgh
20th March 2012

AILEEN CAMPBELL
Authorised to sign by the Scottish Ministers

EXPLANATORY NOTE

(This note is not part of the Order)

This Order amends the Adoption and Children (Scotland) Act 2007 (Commencement No. 4, Transitional and Savings Provisions) Order 2009. New paragraph (2) of article 18 provides that a freeing order, which is made by the court on or after 28th September 2010, will be deemed to be a permanence order granting authority for the child to be adopted.

EXECUTIVE NOTE

**THE ADOPTION AND CHILDREN (SCOTLAND) ACT 2007
(COMMENCEMENT NO. 4, TRANSITIONAL AND SAVINGS PROVISIONS)
AMENDMENT ORDER 2012**

SSI 2012/99

Introduction and Legislative Context

The above instrument (the 2012 Order) is made in exercise of the powers conferred by sections 116(1) and 117(2) and (3) of the Adoption and Children (Scotland) Act 2007. The instrument is subject to negative resolution procedure.

This instrument makes amendments to the Adoption and Children (Scotland) Act 2007 (Commencement No.4, Transitional and Savings Provisions) Order 2009 (“the Transitional Order”).

Policy Objective

The Adoption and Children (Scotland) Act 2007 (“the 2007 Act”) came into force on 28 September 2009. That Act created a new order, the Permanence Order, which may be made in respect of children who require local authority supervision. The Permanence Order vests in the local authority the right to determine where the child shall reside but such orders may also allow a court to grant authority for the child to be adopted in the same way as a Freeing Order, made under the Adoption (Scotland) Act 1978 (“the 1978 Act”), but with greater flexibility regarding the allocation of parental responsibilities and rights. Permanence orders therefore replaced Freeing Orders.

The Transitional Order makes transitional and savings provisions. Chapter 4 of Part III of that Order makes provision for Freeing Orders granted under the 1978 Act to continue to have effect until 28th September 2010 (a savings period of 12 months), unless an adoption order is made, at which time they will be deemed to be permanence orders granting authority for the child to be adopted.

The 2012 Order, then, is designed to resolve a potential uncertainty in the way Freeing Orders are treated where an application was made before 28th September 2009 but not completed within the 12 month savings period .

The Transitional Order was silent on what to do with these outstanding Freeing Orders as it had been expected that all proceedings would have been completed within the 12 month period. A decision of the Inner House of the Court of Session on 7 July 2011 made it clear that Sheriffs should read in to the Transitional Order provision requiring that all Freeing Orders granted after 28th September 2010 should be treated as Permanence Orders. This ruling provides the necessary legal clarity to permit outstanding Freeing Orders to be treated as Permanence Orders. The purpose of this 2012 Order is to remove any potential doubts amongst practitioners and potential adopters as to the status of Freeing Orders granted after 28th September 2010.

Legislative Background

The 2007 Act came fully into force on 28 September 2009 at which point most of the 1978 Act, and its associated regulations, along with certain sections of the Children (Scotland) Act 1995, were repealed.

The principal amendment to the Transitional Order is to article 18. Amendments to articles 16 and 21 are made in consequence of the principal amendment.

Applications for freeing orders under the 1978 Act

Article 18 makes savings provisions for applications for freeing orders made before 28th September 2009. It is amended by inserting a new paragraph (2) which makes it clear that an order which is granted following such an application and made outwith the 12 month savings period, will be treated as a permanence order - “(2) Where an application continues by virtue of paragraph (1) and a freeing order is granted by the court on or after 28th September 2010 the child who is subject to that freeing order shall be treated as if they were subject to a permanence order and article 17(2) and (3) applies.”

Consultation

The 2012 Order is covered by the consultation undertaken for the 2007 Act.

Equality Impact Assessments

The 2012 Order is covered by the equality impact assessment undertaken for the 2007 Act.

Financial Effects

As the 2012 Order seeks only to ensure the 2007 Act provisions are implemented as originally expected there are not expected additional costs associated with this instrument.

Contact

Scottish Government
Directorate for Children and Families