

North Tyneside Council

Report to Cabinet

Date: 14 March 2016

ITEM 7(b)
Title: Integrated Service for
Children and Young
People Aged 0-19 Years

Portfolio(s): Children, Young People and Learning

Cabinet Member(s): Cllr Ian Grayson

Report from Service

Area: Children, Young People and Learning

Responsible Officer: Jacqui Old Head of Health, Education, Care and Safeguarding **Tel: (0191) 643 7317**

Wards affected: All

PART 1

1.1 Executive Summary:

1.1.1 The purpose of this report is to seek Cabinet approval for the creation of an integrated prevention and early intervention service for children and young people aged 0-19 years and their families. The proposals have been informed by a comprehensive review of prevention and early intervention in the Borough. It is anticipated that an integrated team would improve health and wellbeing outcomes for children, young people and their families, prevent family breakdown and reduce the number of children becoming looked after, by enabling children to live safely at home. Integrating prevention and early intervention provision represents the most efficient and effective use of available resources.

1.2 Recommendation(s):

1.2.1 It is recommended that Cabinet:

- (1) Approve the proposals for a fundamental redesign of prevention and early intervention provision in the Borough, in order to create an integrated service for children and young people aged 0-19 years and their families, based on the objectives and principles set out in this report.
- (2) Approve the transition of the integrated service for children and young people aged 0-19 years and their families from the service design phase to the implementation phase from April 2016.

1.3 Forward Plan:

1.3.1 Twenty eight days notice of this report has been given and it first appeared on the Forward Plan that was published on 12th February 2016.

1.4 Council Plan and Policy Framework

1.4.1. The report links to the Our North Tyneside Plan through the Our People priority:

- Our People will be supported to achieve their full potential, especially our children and young people.
- Our People will be supported to live healthier and longer lives.
- Our People are cared for and kept safe if they become vulnerable.

1.5 Information:

National Context

- 1.5.1 Local authorities are increasingly dealing with complex and enduring challenges, such as intergenerational deprivation, domestic abuse, drug and alcohol misuse, child sexual exploitation and mental health issues. Local authorities are also facing the challenge of balancing unprecedented reductions in Government funding, with the need to keep children and young people safe and improve their life chances.
- 1.5.2 There is an established body of evidence-based policy including the Marmot Review, Munro Review, Allen Review and Field Review, that demonstrate that preventative and early intervention services are more efficient and effective than remedial provision in transforming the life chances of vulnerable children and young people.
- 1.5.3 Evidence shows that early childhood is a critical period for affecting sustainable improvements in an individual's life chances. The foundations for virtually every aspect of human development, physical, intellectual and emotional, are laid during the first years of a child's life. What happens during these early years has lifelong effects on many aspects of health and well-being, from obesity, heart disease and mental health, to educational achievement and economic status. There is also a strong economic case for investing in the early years of life. The rate of economic return on investment is significantly higher in the pre-school stage than at any other stage of the education system.
- 1.5.4 Nationally children in care and young people who leave care consistently experience poorer outcomes than their peers. The relationship between being in care and poor educational outcomes is explained, in part, by the trauma of pre-care experiences such as poverty, maltreatment and neglect. The research findings suggest that care generally provides a protective factor, with early admission to care being associated with consistently better educational outcomes. Care also benefits those admitted into the care system later, but it does not fully reverse the damage that has already been done.
- 1.5.5 Authorities across the country are responding to these complex challenges by reshaping services and ensuring resources are targeted on early intervention and prevention, where they can have greatest impact on the lives of children and young people.

North Tyneside Context

- 2 Work to look at the Borough's preventative and early intervention services started in 2014 when it became clear that interventions did not always lead to positive outcomes for children, young people and their families. Many families had several workers involved with them, which resulted in a duplication of effort and conflicting demands being placed upon families by professionals.
- 2.1.1 A formal review of North Tyneside's early intervention and prevention provision for children, young people and their families commenced in October 2015. The review was undertaken to:
- Improve outcomes for children and young people and reduce demand for more specialist services at a later date;
 - Address partner agencies' feedback on the current arrangements;
 - Develop a new delivery model in keeping with the Authority's 'Creating a Brighter Future' programme and Target Operating Model;
 - Maintain outcomes while managing significant reduction in budgets; and
 - Inform the forthcoming refresh of the Prevention and Early Intervention Strategy in 2016.
- 2.1.2 The following definitions of prevention and early intervention were used by the review:
- Prevention happens when risk factors are reduced by building on strengths, building resilience and by giving people knowledge about how to alter their behaviour to access services themselves. Many families access preventative services already, which are often known as universal services.
 - Early Intervention happens when issues are identified and action is taken quickly, before things get worse.
- 2.1.3 The review considered how prevention and early intervention could deliver sustainable improvements in health and wellbeing outcomes. It also focussed on the opportunities for preventing family breakdown, tackling the duplication of roles, addressing demand for high cost specialist services and safely reducing the number of children becoming looked after. This ensured the review was aligned with the entitlements set out by the Ready for School Board, the Ready for Work and Life Board and the Cared for Safeguarded and Healthy and Board.
- 2.1.4 The review encompassed the services listed below. Some of the services are provided directly by the Authority, while those in bold are commissioned from Northumbria Healthcare Foundation Trust. Some services (or elements of the service) must be provided statutorily and these are marked with an asterisk below while, others are discretionary.
- **Health visiting***
 - **Family Nurse Partnership**
 - **School Nursing***
 - Never 2 Late drug and alcohol service
 - **Child and Adolescent Mental Health Service part funded by LA**
 - Children's Centre offer*
 - Children's Centre services*
 - Troubled Families Teams* (Family Partners)
 - Youth Offer*
 - Youth Offending Team*
 - Leaving Care Team*
 - Education Welfare*

- 2.1.5 The review examined the current service offer and staffing arrangements, in order to:
- Identify any duplication between services;
 - Ensure statutory duties are delivered; and
 - Identify opportunities for the further integrating of provision.
- 2.1.6 The prevention and early intervention review was also informed by an independent review of those children recently entering into care and the history of involvement with their families. The review, which was led by an external organisation, highlighted a series of issues that have implications for preventative and early intervention provision.
- North Tyneside's Looked After population is significantly higher than the England average but lower than statistical neighbours. There has been a rise in the number of Looked After Children over the past three years, with an increased rate in the first half of 2015.
 - Two key cohorts drive entry into care, these are children aged under 1 year and adolescents.
 - Domestic violence was a key factor in children becoming looked after in 65% of the cases that were reviewed. Substance misuse was also a big factor playing a role in 59% of reviewed cases.
 - The majority of North Tyneside's looked after children come from Riverside, Howdon and Wallsend wards.
 - The review found that just under half of the looked after children cases examined could 'definitely' or 'possibly' have been prevented, through more effective early intervention and prevention provision. None of the looked after children reviewed had received an early help intervention before they entered care but were known to other agencies and were experiencing issues that required multi agency support.
- 2.1.7 The external review concluded that effective prevention and early intervention has an important role in preventing family breakdown and reducing the number of children becoming looked after within North Tyneside.
- 2.1.8 The prevention and early intervention review, built on the external review's findings and identified a number of issues for preventative and early intervention provision in the Borough:
- There is scope to improve joint working, align provision and reduce duplication.
 - There is a lack of understanding of how to access early help provision and a lack of confidence in existing systems, which results in unnecessary referrals to social care. A high level of social care assessments do not actually lead to a social care intervention.
 - Whilst there are lots of services involved with families, they rarely seek to tackle and prevent the underlying causes of family breakdown, such as domestic violence and substance misuse.
 - With so many services working to build relationships with families, there is a risk that no single service is able to address the totality of issues that underpin the cycle of poor outcomes within a family.

- There are overlaps in some services, which might be creating unnecessary duplication of effort
- Many services are reactive in targeting those families most at risk of poor outcomes
- There is limited outreach to access those families who would benefit most from early support
- The existing service delivery model encourages 'silo' working through individual team structures, which runs counter to the delivery of sustainable whole family solutions
- North Tyneside's experience, through the Troubled Family programme and work of the Family Partners, is that working with the wider family can improve children and young people's outcomes, more effectively than the traditional approach of working with the child in isolation on a single issue basis, or where services are referred with little coordination

2.1.9 The review concluded that a fundamental redesign of preventative and early intervention services was required to transform outcomes for vulnerable children and families

Redesigning Prevention and Early Intervention Provision

2.1.10 Children, Young People and Learning managers have worked with staff and partners, including head teachers to re-design services in accordance with the findings of the Prevention and Early Intervention Review.

2.1.11 The proposal is to create an integrated prevention and early intervention service for children and young people aged 0-19 years. The service will comprise of four locality based teams, delivering universal and targeted services to children, young people and their families, with a strong focus on prevention and early intervention.

2.1.12 The integrated 0-19 service will bring together a range of existing practitioners into a simpler, integrated service with a clear aim of preventing family breakdown. Integrated management arrangements will ensure a coherent approach to supporting children, young people and their families.

2.1.13 The universal offer will comprise information, advice and guidance for children and young people, universal midwifery, the 0-5 Healthy Child Programme, the mandated universal children's centre offer and the 5-19 Healthy Child Programme. The staff delivering the universal offer will help to identify families with additional needs at an early stage.

2.1.14 Four integrated locality teams will be established:

- **Coast Team** (Cullercoats, Monkseaton North, Monkseaton South, St Mary's, Preston, Tynemouth and Whitley Bay wards);
- **Central Team** (Chirton, Collingwood and Riverside wards);
- **North West Team** (Benton, Camperdown, Killingworth, Longbenton, Valley and Weetslade wards); and
- **South West Team** (Battle Hill, Howdon, Northumberland and Wallsend wards)

2.1.15 The locality teams of staff will be made up of professionals who have expertise in working with children and families and who will increasingly work with 'whole families' and not only on a specific issue. This will reduce costs as fewer workers are engaged with a family but will also improve outcomes, by ensure the issues facing families are addressed in their totality. Specialist services will be drawn in when families need them, through the specialist knowledge of team members, where available or by linking with specific teams.

2.1.16 The locality teams will operate from community based settings across North Tyneside and will be managed by a team leader with administrative support. They will include specific expertise in the following:

- Community navigation
- Social work
- Youth work/youth offending
- Drug and alcohol misuse
- Mental health
- Working with troubled families
- Working with children in need
- Child development/Healthy children – Health Visiting and School nursing
- Children leaving care
- Employability – through the Troubled Families Employment Advisors.

The size of the team will reflect the level of demand that exist within each area.

2.1.17 The integrated service delivery model will result in a blurring of professional boundaries, so any team member can work with families across a number of needs. This will enable people to bring their expertise and 'specialism' to the team's practice. Statutory functions will continue to be delivered, either by 0-19 staff with the appropriate skills or by drawing upon the appropriate services.

2.1.18 Targeted provision will be based on North Tyneside's successful Family Partner model. 0-19 staff will provide the key contact point for vulnerable families and will be responsible for preventing needs from escalating and achieving positive outcomes. Workers will have a mixed caseload of ages and families with additional needs, including those with multiple and increasingly complex needs. They will develop a plan in partnership with the family, commission suitable interventions and hold other agencies accountable for delivery against that plan.

2.1.19 The principles of the integrated teams will be:

- A focus on prevention and early intervention;
- a focus on building resilient children, young people and families who are self sufficient;

- an holistic health and wellbeing offer which addresses all factors affecting the child or young person rather than single health issues;
- working with partners including schools, families and communities;
- provision of appropriate levels of support within the universal and targeted offer to families with shared and agreed thresholds;
- ensuring arrangements for safeguarding children are robust and comply with statutory arrangements;
- enhanced working with specialist safeguarding teams to ensure children, young people and their families are able to step their support needs down to universal services as soon as they are able;
- a 'no wrong door' service approach so that young people may access or be referred to the service they need regardless of which organisation/service they initially contact;
- staff are trained and committed to improving outcomes for children and young people and delivering services that are age appropriate and young people friendly;
- an understanding of local needs and assets, combined with an ability to respond to identified needs;
- a focus on building capacity through work with schools, families, communities and partners; and
- a universal offer for all families and targeted supported for those who are vulnerable or who have complex needs.

Workforce Development

2.1.20 A Service Redesign Group was also established that held 7 sessions, comprising 20-30 staff from a range of professional backgrounds, including the Local Authority, Health, Police, Schools and the Voluntary and Community Sector. The group has considered how best to implement the proposed 0-19 model ahead of implementation.

2.1.21 Staff and practitioners have been engaged in the design of the service in a series of workshops. A Practitioner Reference Group was established and met on 3 occasions to review and critique emerging thinking.

2.1.22 The design of the proposed service has been underpinned by key design principles.

2.1.23 The practice principles agreed by the group were:

- All team members will understand each others skills and expertise
- The team will work in a way that embeds the early intervention approach across the service and partner agencies
- The team will work to the agreed early intervention and prevention pathways
- The step up / step down thresholds are understood across partner agencies

- The team will share information and work towards priorities with partner agencies wherever possible
 - The team will promote a whole family approach which seeks to keep families together
 - The team will meet statutory requirements
 - The team will have a clear identity and brand
 - The team will have a clear management structure, which is responsive to change
 - Services will be embedded within and have strong links to communities
 - Services will build on the relationships and services that are already in local areas
- 2.1.24 All employees will be inducted into the integrated 0-19 service. This will ensure the vision and approach is fully understood by team members, as is their contribution to the Creating A Brighter Future programme and the Our North Tyneside Plan outcomes.
- 2.1.25 The continued development of the workforce will take place through the embedding of quality, reflective supervision and the introduction of a strengthened performance framework.

Working with External Partners

- 2.1.26 The integrated 0-19 team will work closely with a range of partners (e.g. schools, the Police, primary care and healthcare staff) to deliver a new approach to prevention and early intervention. The Authority has already engaged with partners in a number of ways, including:
- Consultation through existing governance forums;
 - A collaborative approach to developing the service, which has resulted in shared objectives being established and agreement around roles and responsibilities; and
 - Discussions in relation to existing contracts for health visiting and school nursing and the future commissioning of services.

A strengthened performance framework

- 2.1.27 An integrated performance management framework is being developed to increase accountability, drive continuous improvement, and ensure the delivery of sustainable improvements in the lives of children, young people and families. The framework will measure the success of the early intervention “system”;
- The impact on individual families; and
 - Whether the Authority is achieving its strategic aims, particularly around the prevention of family breakdown.

A shared set of key performance indicators will underpin the integrated performance management framework.

Benefits of the proposed model

2.1.28 An integrated prevention and early intervention service for children and young people aged 0-19 years will deliver a range of benefits:

- Families will receive the right support at the earliest opportunity.
- Families will develop the knowledge and skills, which enable them to be independent, healthy and well.
- The root causes of need within families will be addressed, delivering sustainable positive outcomes for child and families.
- More families will be able to stay together safely.
- Employees will be empowered to work in more creative ways with families. They will be supported in their own development and have the opportunity to have a clear, evidenced impact through their work.
- There will be the depth of data and local intelligence to make informed evidence-led decisions.
- Over time the service will help to manage demand for specialist and high level interventions.
- Employees within social care will be able to provide more focus to those with the highest level of need.
- Financial savings will be achieved through the integration of services and will contribute to potential avoidance of placement costs in the future.

2.2 Decision options:

The following decision options are available for consideration by Cabinet:

Option 1

Agree to develop the integrated prevention and early intervention service for children and young people aged 0-19 years.

Option 2

Do not approve the recommended model and ask Officers to undertake further work.

Option 1 is the recommended option.

2.3 Reasons for recommended option:

Option 1 is recommended for the following reasons:

- 2.3.1 An integrated service for children and young people aged 0-19 will build upon the success of our Family Partner Model, to deliver sustainable improvements in outcomes for vulnerable families. This will reduce family breakdown, decrease the number of children becoming looked after and help to manage demand for high cost specialist services. The proposals will ensure the Authority's resources are used in the most efficient and effective way. The redesigned service will also have a critical role in delivering the Ready for School, Work and Life agenda and the Cared for Safeguarded and Healthy priorities.

2.4 Appendices:

Appendix 1: 0-19 Service Localities Map

2.5 Contact officers:

Jacqui Old, Head of Health, Education, Care and Safeguarding, tel. (0191) 643 7317
Jill Baker, Senior Manager Early Help and Vulnerable Families, tel. (0191) 643 6462
Mark Taylor, Strategic Commissioning Manager, tel. (0191) 643 8755
Wendy Burke, Acting Director of Public Health, tel. (0191) 643 2104
Russell Pilling, Senior Manager Safeguarding and Placement Services, tel. (0191) 643 7314
Alison Campbell, Senior Business Partner, tel (0191) 643 7038

2.6 Background information:

The following report was used in the compilation of this report:

iMPower report

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

- 2.1.2 The integrated service will contribute to a sustainable reduction in the number of looked after children over the medium term.

The financial monitoring report to this Cabinet highlights a forecast pressure for 2015/16 of £2.215m for the Corporate Parenting and Placements budget. The actions detailed in this report will contribute to the potential avoidance of placement costs in the future. Details are included in Business Case 6B approved as part of the 2016/17 Financial Plan and Budget which details net savings of £0.3m from the integrated provision for 0-19 Year Olds from 2016/17.

2.2 Legal

2.2.1 The integrated 0-19 service will ensure the Authority continues to fulfil its statutory duties regarding:

- Looked after children
- Care leavers
- The health and wellbeing of children and young people
- Positive activities for young people
- Education Welfare
- Health and Wellbeing of children and young people
- Youth Justice and offending

2.3 Consultation/community engagement

2.3.1 Internal Consultation

- Full consultation with employees, members and trade unions has been undertaken regarding proposed changes to the service. Staff representatives have been involved in the redesign of the service from the outset, through the Practitioner Reference Group and Service Redesign Group.

2.3.2 External Consultation/Engagement

- The Authority have consulted on the proposals with key external partners including North Tyneside Clinical Commissioning Group, Northumbria Healthcare NHS Trust, North Tyneside Health and Wellbeing Board, North Tyneside Safeguarding Children Board, North Tyneside's Headteachers, North Tyneside Learning Trust, the police, voluntary and community partners. A number of external partners were involved in the redesign of the new service, including the Police, schools, housing and the voluntary and community sector through the Service Redesign Group.

2.4 Human rights

There are no direct human rights implications arising from this report.

2.5 Equalities and diversity

An Equality Impact Assessment has been carried out on the proposed redesign of the service and is available on request. The assessment identified some potentially negative impacts on groups with protected characteristics, as defined by the Equality Act and sets out the mitigation that will be put in place to address them.

A performance management framework will be established, which enables us to collect the information the Authority needs to monitor the impact of the service and its contribution to the Authority's equalities ambitions and duties. There will be regular management information

reports that senior leaders will consider to assess the equality impact of the service following its launch.

2.6 Risk management

Risks are being mitigated through detailed project planning, a robust risk register, established programme governance and effective partnership working.

2.7 Crime and disorder

The integrated 0-19 services will help the Authority to more effectively deliver its duty to prevent children and young people from offending. Children and young people at risk of offending will be identified at the earliest opportunity and will receive tailored support.

The Authority's statutory youth justice duties will continue to be carried out by the revised Youth Offending Team.

2.8 Environment and sustainability

There are no environment and sustainability implications arising directly from this report.

PART 3 - SIGN OFF

- Deputy Chief Executive
- Head(s) of Service
- Mayor/Cabinet Member(s)
- Chief Finance Officer
- Monitoring Officer
- Head of Corporate Strategy