

Meeting: Children, Education and Skills Sub-committee

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Title: Transforming children and young people's services in North Tyneside

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Service: Health, Education, Care and Safeguarding

Wards affected: All

1. Purpose

This report provides the Committee with information on the 0-19 review and progress to date with the creation of a new Prevention and Early Intervention model.

2. Recommendations

The Committee is recommended to note the progress that has been made in developing a new 0-19 service and where appropriate, make comments and / or recommendations.

3. National context

3.1. Local authorities are facing the challenge of balancing unprecedented financial constraints with the need to keep children and young people safe and improve their life chances. 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.

3.2. 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.

3.3. Authorities across the country are responding to these complex challenges by reshaping services and ensuring resources are targeted on prevention and early intervention, where they can have greatest impact on the lives of children and young people.

4. North Tyneside Context

4.1 Work to look at delivery models for 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 in many instances conflicting demands being placed upon families by professionals.

4.2 A formal review of North Tyneside's prevention and early intervention 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 feedback on the current arrangements from partners;
- 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.

4.3 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.

4.4 The review considered how prevention and early intervention could deliver sustainable improvements in health and wellbeing outcomes. It also focussed on 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.

4.5 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*

4.6 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.

4.7 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, iMPower, highlighted a series of issues that have implications for preventative and early intervention provision.

4.8 The iMPower review found that effective prevention and early intervention has an important role in preventing family breakdown and reducing the number of children becoming looked after.

5. Findings of the review

5.1 In summary, the key findings of the review were:

- North Tyneside's Looked After population is significantly higher than the England average and whilst it is 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%.
- The majority of looked after children within North Tyneside come from three wards Riverside, Howdon and Wallsend.
- The review found that just under half of the looked after children cases examined could 'definitely' or 'possibly' have been prevented, through more effective prevention and early intervention 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.

5.2 There are therefore a number of issues needing to be addressed to impact upon the findings, in relation to prevention and early intervention:

- 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 number 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 but instead deal with ‘their’ issue e.g. School attendance or offending.
- With so many services working to build relationships with families, there is often no one person taking lead a lead with the family and ‘gripping’ all their issues.
- 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.

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

6. Redesigning Prevention and Early Intervention Provision

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

6.2 Practitioners from the Local Authority and partners 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.

6.3 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, Police, schools and the voluntary and community sector. The group has considered how best to implement the proposed 0-19 model ahead of implementation.

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

The practice principles agreed by the group were:

- All team members will understand each others skills and expertise.

- We will work in a way which embeds the early intervention approach across the service and partner agencies.
- We will work to the agreed prevention and early intervention pathways.
- The step up / step down thresholds are understood across partner agencies.
- We will share information and work towards priorities with partner agencies wherever possible.
- We will promote a whole family approach which seeks to keep families together.
- We will meet out statutory requirements.
- We will be a team with a clear identity and brand
- We 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.

7. **Proposal**

- 7.1 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.
- 7.2 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 families.
- 7.3 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.
- 7.4 Four integrated locality teams will be established:
- Coastal Team;
 - Riverside and Chirton Team;
 - North West Team; and
 - Howdon and Wallsend Team
- 7.5 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.

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

- Community navigation – helping people find their own support solutions in the community
- 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.

7.7 Although at this stage Social Work staff will not be based in the teams there will be a clear link to social work expertise and we anticipate increasingly strong links, with a local focus, to develop through 2016 – 2017.

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

7.9 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 to inform practice. Statutory functions will continue to be delivered, either by 0-19 staff with the appropriate skills or by drawing upon the appropriate services.

7.10 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 need 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.

7.11 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 that are trained and are 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.

8. Benefits of the proposed model

8.1 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 – the Troubled Families Outcomes plan criteria will 'match' the demands which are the focus for teams e.g. domestic violence and substance misuse.
- Families will develop the knowledge and skills to 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.

9. Next Steps

9.1 The proposal is being shared with a range of partners and through key discussion and accountability structures e.g.

- Design and Practitioner Reference Groups
- Local Safeguarding Children Board
- Troubled Families Strategic Group
- CYPL Executive Board
- North Tyneside Strategic Partnership
- Chief Officers Forum
- Healthwatch
- Health & Wellbeing Board
- Council of Practice (CCG)
- Northumbria Healthcare NHS Trust
- Children's Trust
- Headteachers Briefing
- Lead Member Briefing (LMB)
- Senior Leadership Team (SLT)
- Cabinet
- Children, Education & Skills Committee
- Public Health England

9.2 Engagement with Children, young people and families is also being undertaken.

9.3 The proposals will also be formally presented to Cabinet in March for their sign off and approval.

9.4 Subject to the model being agreed, implementation is planned to commence 1st April 2016.

10. Conclusion

10.1 Committee members are requested to note the progress made against the creation of the new locality teams and make any further comments or recommendations around the proposed model.

11. Background Information

11.1 The following documents have been used in the compilation of this report and may be inspected at the office of the authors:

- Troubled Families Outcome Plan July 2015
- iMPower Report August 2015