

Report to:	HEALTH AND WELLBEING BOARD
Date:	8 March 2018
Executive Member / Reporting Officer:	Cllr Jim Fitzpatrick, Executive Member (Children and Families) James Thomas, Interim Director of Children's Services
Subject:	SUCCESSFUL FAMILIES IN TAMESIDE - DELIVERING EARLY HELP THROUGH INTEGRATED NEIGHBOURHOOD WORKING FOR CHILDREN AND FAMILIES
Report Summary:	This reports sets out proposals for steps to improve how we support vulnerable families in Tameside earlier, and how we propose to engage with a wide range of core partners to develop and deliver these proposals for our families.
Recommendations:	The Health and Wellbeing Board are asked: <ul style="list-style-type: none"> • To note the contents of the report and proposed timeline for the development of the model. • Discuss and comment on the proposals outlined in section 3.
Links to Health and Wellbeing Strategy:	The report links most closely to the Starting and Developing Well in the Health and Wellbeing Strategy
Policy Implications:	One of the principal statutory duties of the Health and Wellbeing Board is to promote greater integration and partnership, including joint commissioning and integrated provision
Financial Implications: (Authorised by the Borough Treasurer)	<p>The Council has committed significant levels of additional investment to meet and address the unprecedented levels of demand faced within Children's Social Care, from levels of referrals to the numbers of children coming into care.</p> <p>A recurrent sum of £6 million was included within the 2017/18 revenue budget. In addition a non recurrent sum of £32 million has also been committed to 2020/21. Section 4.1 of the report explains there is also an opportunity to bid for additional Troubled Families investment.</p> <p>It is therefore clear that prioritisation of investment within early help strategies to support vulnerable families within the borough will assist the reduction of demand on services through effective earlier intervention. This will also contribute towards the delivery of a sustainable budget over the medium term and on an ongoing basis thereafter.</p>
Legal Implications: (Authorised by the Borough Solicitor)	There is a statutory duty on Tameside and its agency partners to reduce the number of children in care. It is important that we understand why we exceed statistical neighbours and put in steps to reduce the numbers of children coming into care by early intervention. This will also ensure that the Council reduces its demand and assists

in delivering a balanced budget.

Risk Management :

There are no risks arising from this report.

Access to Information :

The background papers relating to this report can be inspected by contacting James Thomas, Interim Director of Children's Services, by:



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1.0 INTRODUCTION

- 1.1 This discussion paper sets out proposals for steps to improve how we support vulnerable families in Tameside, and for how we propose to engage with a wide range of core partners to develop and deliver these proposals for our families.
- 1.2 There has been extensive engagement with a range of partners to inform the recent refresh of the Early Help Strategy.
- 1.3 There is a strong and shared appetite across the partnership to work more closely and more effectively, but this can be hampered by a lack of shared understanding of what we mean by Early Help informed by a shared outcomes framework.
- 1.4 There has been frustration that previous plans for integrated neighbourhood working were paused due to the difficulties faced by Tameside's Children's Services. Currently Children's Social Care over-intervenes in family lives in the borough – in Tameside about 20% more families than in statistical neighbours receive Social Work assessments, become subject to Protection Plans or come into care.
- 1.5 There are existing models of neighbourhood working across services in the borough that provide helpful precedents to build upon. It would therefore be possible to introduce new and shared ways of working that do not require restructures or reorganisations.
- 1.6 Recent service mapping and needs assessment have confirmed the need to maximise the capacity to support vulnerable families in the borough, both through better use of existing resources and through increasing resources where that is possible.
- 1.7 The local governance arrangements for Early Help in the borough are unclear and need to be strengthened.

2.0 CONTEXT

- 2.1 Some of the key foundations of a renewed approach to the delivery of Early Help have been put in place:
 - Joint Strategic Need Assessment – completed last year by Public Health and provides a useful mapping of need and services, leading to high level recommendations.
 - Early Help Strategy – developed on the back of wide consultation and signed off in November 2017 by the Improvement Board.
 - Early Help Implementation Plan and Early Help Strategy Sub-Group – this is almost finalised and ready for circulation and action. The Implementation Plan will drive our priorities, overseen by the strong partnership and engagement with the Early Help Strategy Sub-Group.
 - Integrated Working and the Common Assessment Framework (CAF) – whilst there appears to have been a uncertain history for the use of the CAF and Lead Professional roles in the borough, there is a clear strategic expectation upon partners and an improving picture supported by the roles of CAF Advisors

3.0 PROPOSAL FOR FOUR INTEGRATED NEIGHBOURHOODS

- 3.1 The core objectives of an Integrated Neighbourhood model are to build more effective partnership working at the local level and thereby to deliver effective help to families at the point they need it.

3.2 There are many successful examples of such an approach both regionally and nationally that we can learn from, although what each has in common is their effective response to local context and local needs, so we need to build a Tameside model that works for us.

3.3 There is a need to be clear about three tiers of need and of service in conceptualising a joined up system, although this does over simplify some of the complexities of need and service which straddle those tiers:

Universal Services working with all our children and families

3.4 These are the core services which engage with every family and are sufficient to meet most families' needs. These are the services which see our children day in and day out and are best placed to pick up at the earliest point increased vulnerability and need. We should be building our approach around them, starting with:

- Midwifery, Health Visitors and School Nurses;
- GPs and primary care teams;
- Cultural Services – Libraries and Leisure;
- Children's Centres, Nurseries and Childminders;
- Primary Schools;
- Secondary Schools;
- Colleges.

Targeted Early Help Services working with vulnerable families

3.5 These are more specialised services which either address particular needs or are able to work effectively with families who have complex or multiple needs. There are many such services in Tameside provided by statutory and voluntary sector, but their inputs are not always well co-ordinated. We need to agree on who we define as core partners in this group, but a starting point would be to include:

- Tameside Families Together;
- Inspire;
- Action Together;
- Homestart;
- Family Nurse Partnership;
- Healthy Young Minds;
- Off the Record/ 42nd Street/ Anthony Seddon Fund;
- Youth Engagement Panel/Youth Offending Team;
- Integrated Team for Children with Disabilities – ISCAN;
- Common Assessment Framework Advisors;
- Integrated Neighbourhood Services (INS);
- Education Welfare Officer (EWO);
- Behaviour, Learning and Inclusive Support Service (BLIS).

Social Care or Specialist Services working with risk and high need

3.6 Children's Social Care holds the lead responsibility for working with children at risk of harm and Children In Need, whilst other specialist services offer high level interventions for needs including disabilities and physical or mental illness.

Integrated Neighbourhood Model

3.7 The opportunity that an Integrated Neighbourhood model then provides is to find ways of working that join up all three tiers of service in a way that:

- Supports and enables strong relationships between professionals.
- Makes possible new joined up systems that consider children's needs at earlier stages and improve the co-ordination of responses.
- Encourage partners to move away from thinking about thresholds and eligibility for a service, to a shared approach and a shared question of "who is best placed to help this family?".

- Prioritises relationship based work with families, supporting those with existing positive relationships to continue to meet need – for example with Social Work advice on issues of risk, or Healthy Young Minds advice on issues of emotional well-being.

3.8 We are proposing four neighbourhoods for a number of reasons – although there will be a need to test this through a mapping exercise with all key partners:

- There are four defined neighbourhoods for the integrated adults social care and health model of service.
- Children's Centres operate from four key hubs; Tameside Families Together has four patch based teams; Safeguarding Teams work in four patch based teams; the Police will be working to four neighbourhoods.
- For the scale of population and geography in Tameside, and learning from elsewhere, four would be an expected scale of neighbourhood that is manageable across the partnership.

3.9 The key new ways of working within each neighbourhood would include:

- Joint workforce development – providing the underpinning foundations of effective partnership working, both by bringing partners together to foster good working relationships and by introducing a shared framework of how we work with families to either a Restorative Practice or a Signs of Safety model.
- Team Around Approach – finding the effective way of building a multi-agency Team Around our core universal services for Early Years, Primary and Secondary Schools and Colleges – characterised by Early Help and Specialist/Social Care services going to the universal provider systematically to consider children causing concern at an earlier stage.
- Joint Allocation Approach – finding the effective Tameside model of multi-agency consideration of families with significant additional needs which then agrees the most appropriate response and which partner will take the lead. We are about to pilot this approach within the Hub for referrals where an Early Help response is appropriate, whilst the Youth Engagement Panel is another existing example of such an approach based at the YOT.

3.10 There will be some areas of need which are less frequent, and some services which cannot stretch effectively over four different neighbourhoods. And as we work to develop a full MASH (Multi-Agency Safeguarding Hub) for Tameside and seek to increase the pace of improvement of our Social Work Duty Team, we envisage that these services will also remain centralised covering the whole borough. Therefore there are a set of issues we need to work through on the interface between neighbourhood and borough wide services.

4.0 CAPACITY & RESOURCES

4.1 Whilst the overall context remains one in which resources are reducing, there is an opportunity in the medium term to seek additional funding from the next round of Troubled Families investment. There is a need to develop a business case for consideration to identify three priority investments across the Strategic Commission:

- Capacity – family support - families with children aged 0 to 11;
- Capacity – family support – families with children and young people aged 11 to 16;
- Capacity – to develop and enable Integrated Neighbourhood Model.

5.0 PROPOSED TIMELINE AND YOUR OPPORTUNITY TO ENGAGE

5.1 Phase One – Agreeing the Outline Model – Feb/March/April

Circulation of Proposal Paper to all partners	Comments back to James Thomas and Debbie Watson	Circulation by 2 March 2018 Comments back by 31 March 2018
Presentation at cycle of key partner groups and boards	Collation of feedback from discussions	Various dates
Mapping Exercise	Testing with key partners the 4 neighbourhoods proposition	By 31 March 2018
Workshop Session – all partners	Collation of feedback	TBC – either side of Easter
Finalised Model	Paper produced and circulated	27 April 2018

5.2 Phase Two – Agreeing the Detailed Model – May/June/July

Circulation of Proposal Paper to all partners	Comments back to James Thomas and Debbie Watson	Circulation by 11 May 2018
Presentation at cycle of key partner groups and boards	Collation of feedback	Various dates
Workshop Session – all partners	Collation of feedback	TBC – likely June
Finalised Model	Paper produced and circulated	13 July 2018

5.3 Phase Three – Go Live! Neighbourhood Working Commences – September 2019.

5.4 Phase Four & Beyond – Review and Refinement – First Review - Jan 2019.

6.0 RECOMMENDATIONS

6.1 As set out on the front of the report.