



Report for:	Cabinet 16th December	Item Number:	
Title:	Priority 1: Developing the Future Operating Model		
Report Authorised by:	Zina Etheridge, Deputy Chief Executive		
Lead Officer:	Jon Abbey, Interim Director of CYPS		
Ward(s) affected: All	Report for Key Decision: No		

1. Describe the issue under consideration

- 1.1. In line with the decision made at Cabinet in November 2013, as part of the Haringey 54,000 programme, the Children and Young People's Service (CYPS) has been developing a Future Operating Model (FOM) for the service to ensure we deliver excellent outcomes for our children and families in a financially sustainable way. .
- 1.2. This paper sets out high level proposals for consideration alongside the Corporate Plan, Medium Term Financial Strategy (MTFS) and workforce plan in relation to Priority 1, in advance of more detailed design work. It sets out the high level design for whole system change in line with the aspirations set out in the Corporate Plan and the savings required in the MTFS.
- 1.3. Members are asked to consider the direction of travel of the Future Operating Model in the light of the MTFS and the planned delivery of Priority One objectives. This is not a key decision.
- 1.4. The design phase of the programme is due to be completed in March 2015 with a key decision report to Cabinet setting out detailed FOM design proposals and a delivery plan for implementation in 2015/16.



2. Cabinet Member introduction

- 2.1. Haringey's vision is to be a place where children, thrive and achieve. Haringey is a borough of ambition, aspiration and opportunity, and we want every child and family to achieve their potential. Our ambitious corporate programmes are working to make our borough a better place in which to live, learn and grow up. Children's Services are at the heart of this and significant progress has been made in improving our services. However, we still need to improve the support we give to children and young people who need extra help. For too many children, young people and their families, help is only provided when problems have escalated to the point where they are difficult to resolve. Partly as a result of this, we still have relatively high numbers of children in care.
- 2.2. The ambition set out here is to create a service that will provide different and better support, working with families and communities. We will improve the standard and quality of our services and as part of our Early Help Strategy achieve a significant shift in focus, working with families earlier and more intensively. We will enable families to be resilient now so that they are able to support future generations and contribute to the achievement of the aspirations of Haringey as a Borough.

3. Recommendations

- 3.1. Members are asked to consider and approve:
- i. the outline proposal for the future operating model for Children and Young People's Services (i.e. Universal Services and Early Help; Targeted Early Help; and Core Social Care Function for Acute and Complex Needs); and
 - ii. that a further Cabinet report setting out the detail of the proposed operating model be provided in March 2015 for a decision

4. Background and context

- 4.1. There are approximately 58,200 children under 18 in Haringey. Although many are supported by strong and loving families, some children in the Borough and their families will need more support at some point in their lives. In addition, the relatively high proportion of children who are not healthy (for instance, are not a healthy weight), are not ready for school when they first attend (for instance because they have poor social or emotional skills) or do not thrive as well as they might in other ways shows that we need to get better at providing the best start in life for all the Borough's children.
- 4.2. The recent Ofsted inspection of the Children's Service highlighted a number of strengths and consistent evidence of improvement and we have been proactive in addressing areas in need of attention. However, despite this improvement,



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cannot afford to go on as we are, and we are not yet providing good outcomes for all our children and young people.

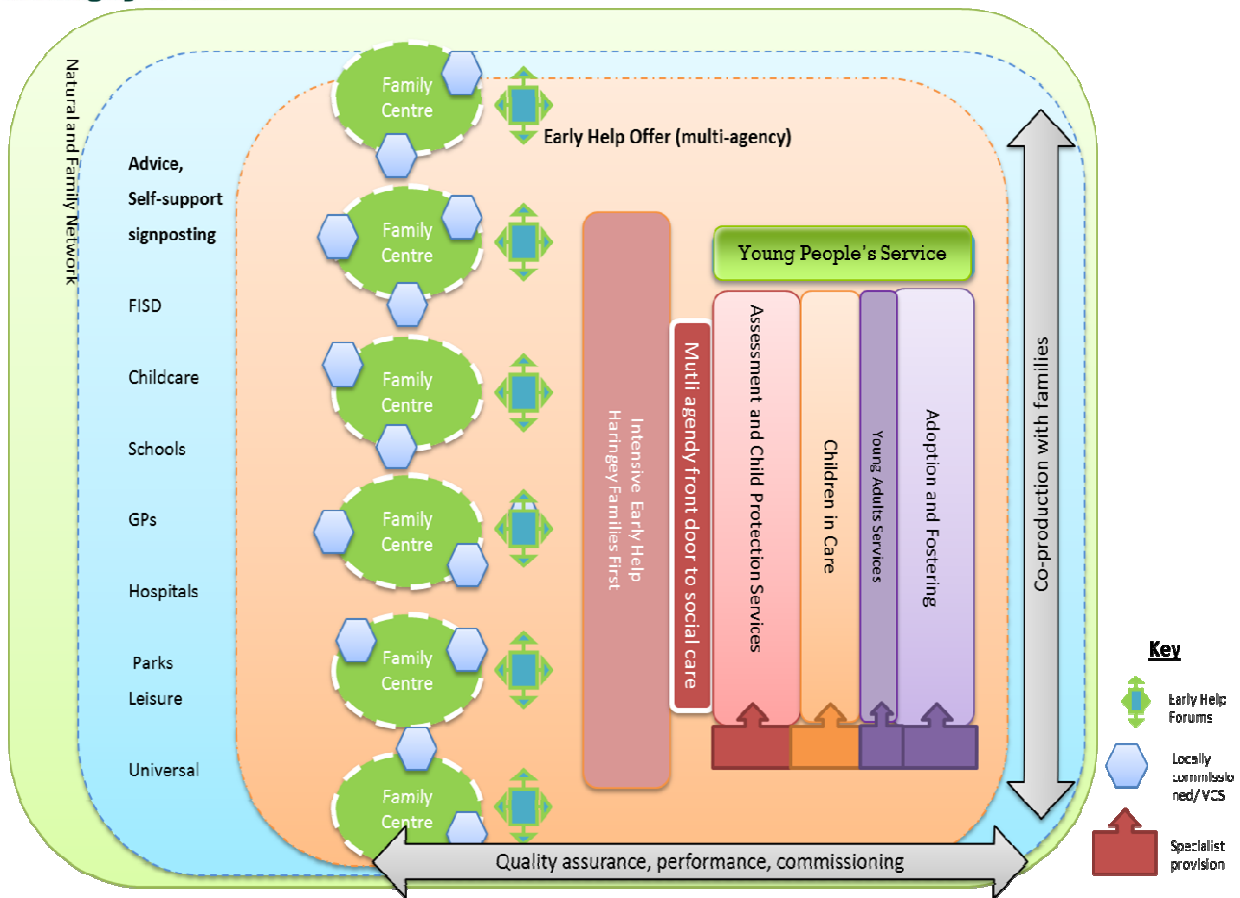
- 4.3. The Haringey 54,000 transformation programme sets out how we will change our services, and work with our partners to change theirs, to enable every child to thrive and achieve. The Future Operating Model (FOM) is part of that programme, as is our work to respond to Ofsted's findings and the development of an Early Help Strategy, which will come to Cabinet for agreement in the Spring, setting out how we will work with families earlier to help them tackle their problems before they escalate so we can prevent families from reaching a point of crisis. Other elements of the programme include specific improvements in our work with looked after children and workforce development.
- 4.4. The Future operating model applies across children's services and at all stages in a child's life. As set out in the medium term financial strategy, the majority of the £18m savings proposed in relation to Priority 1 are due to be realised from children's and young peoples' services. The FOM sets out how we will operate within a much smaller budget by 2017/18 and how we move to this model.

5. What are we trying to achieve

- 5.1. Working with children, families, communities, partners and our staff, we are committed to ensuring that our vision for outstanding children's services becomes a reality. For Haringey's children and families this will mean:
 - Working alongside them and helping them to thrive and achieve by understanding what support is available in Haringey.
 - Clearer information about the services and support, so that they know where to go, which may include support within their own communities.
 - Services that are simple and easy to access – giving families the support they need, when they need it. Families will have the confidence to know that they'll get friendly, community-based support.
 - Stronger and more personal support for children and families that need extra protection and help.
- 5.2. We recognise that others are sometimes better placed than us to deliver effective help, and we are working closely with partners and empowering communities to play their part in supporting Haringey's families.

6. Creating a whole system change

- 6.1. Children's services are part of a complex a system with many interdependencies. To effectively transform children's services we therefore need to look at the whole system, including what happens in our partners work and within communities and families. The emergent model is set out below.



6.1 The design of the FOM is consistent with the model presented to Cabinet in November 2013. Some key elements that have already been delivered and provide the basis for further development. These include:

- The development of the Early Help Strategy focussing on core principles, key outcomes and ways of working.
- the ongoing focus on delivery of the Ofsted “Getting to Good Action Plan”,
- the implementation of the an Early Help Pathway to support families an assessment of the current services for families and analysis of what causes families to need help from social care.
- A review of our Early Years Offer, including childcare and children’s centres.
- A review of the social care operating model, looking at how services can be improved
- A review of the current provision of services for young people Specific service improvement work, including the fostering service

6.2 There are also projects outside the scope of the Haringey 54,000, but with clear links to the FOM and that contribute to the savings for Priority 1, including the Traded Services to Schools Project and Health and Social Care Integration with respect to Special Educational Needs and Disabilities. The system re-design is underpinned by the following principles:

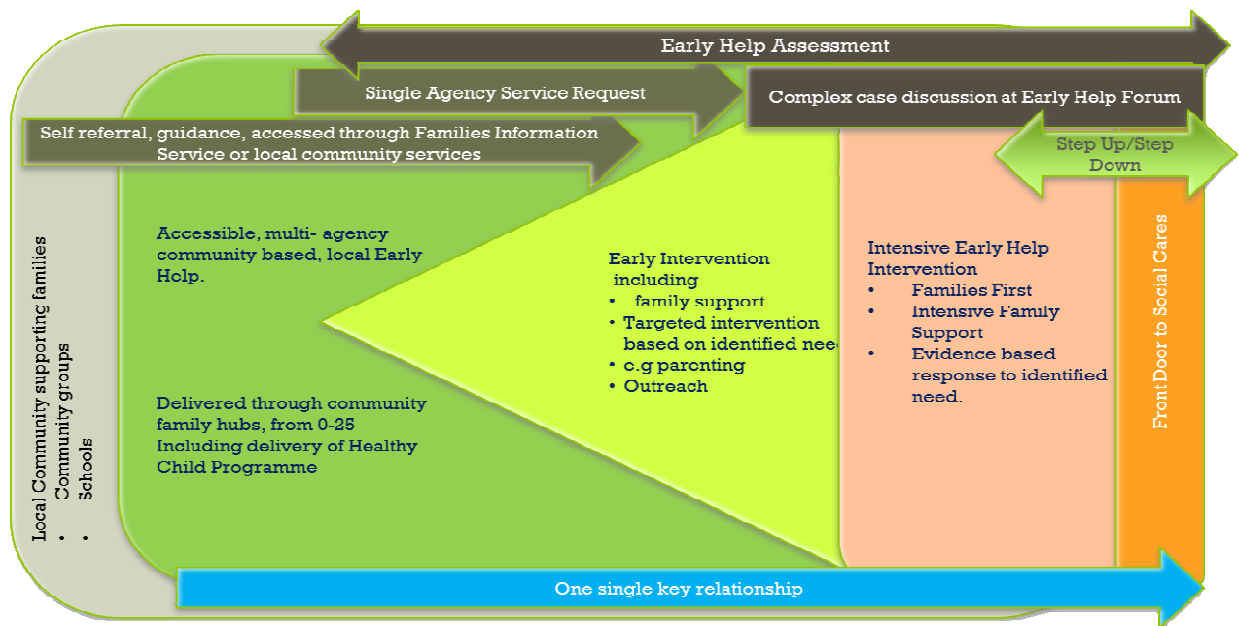


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- Facilitate prevention and early intervention
- Support a family focus within local communities and build resilience.
- Co-production: Working together in collaboration with families and communities in design and working together in service delivery.
- Support a single key relationship for children with their family or social worker
- Make a positive impact on outcomes for families and have clear lines of accountability
- Enable the workforce to have the right behaviours, skills and capabilities to deliver the outcomes required.
- Enable seamless and timely support for the child, young person and their family, whatever their level of need.
- Promote access and take up through a friendly environment
- Offer value for money and long term sustainability.
- Demonstrate innovation and transformation

6.3 Based on the design principles above, the emergent future design of the model can be broken down along the child’s journey through the system as set out below.

Universal Services and Early Help:



6.5. Families will be able to access information, advice and guidance through their local communities and universal services, including schools and GPs. An improved Families Information Service will also support families better. Our aim is for families to resolve their own issues where possible, including through support through their communities and voluntary and community groups.

6.6. At the core of the transformation of universal services will be the reconfiguration of the early years offer. This will enable joined up working with our partners, improved accessibility for families and a whole family approach. Aligned to these



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proposals, we will be implementing the Healthy Child Programme across the Borough and will re-design the service model for Health Visitors. These will come together in our new model for Children's Centres.

6.7. The future model will be based on the Network Learning Communities (NLCs) which form the basis of current structures supporting schools to work together. There are six NLCs (Hornsey and Stroud Green, Muswell Hill and Highgate, South East Tottenham, Harringay and West Green, North East Tottenham and Wood Green). This builds on the implementation of the Early Help Pathway model and fits with the expectation set out in the last Cabinet report that a combination of a local and family model, aligned with strengthened commissioning, will deliver the outcomes we are seeking to achieve. This Locality model will be at the core of both universal and Early Help services, and the intelligence gathered from its implementation will inform the commissioning and targeting of local services.

6.8. All families will be able to access the Early Help offer in their area. It will be multi-agency and is likely to include:

- Services delivered through local children or family centres
- Specific services e.g. speech and language therapy
- A range of early help services based on local need, including parenting support
- Targeted interventions based on identified need
- Commissioned earlier intervention and prevention services to address key issues, including violence against women and girls
- A re-designed offer for young people that focuses on raising and achieving their aspirations, with a view to minimising those not in employment, education and training and reducing offending and re-offending rates

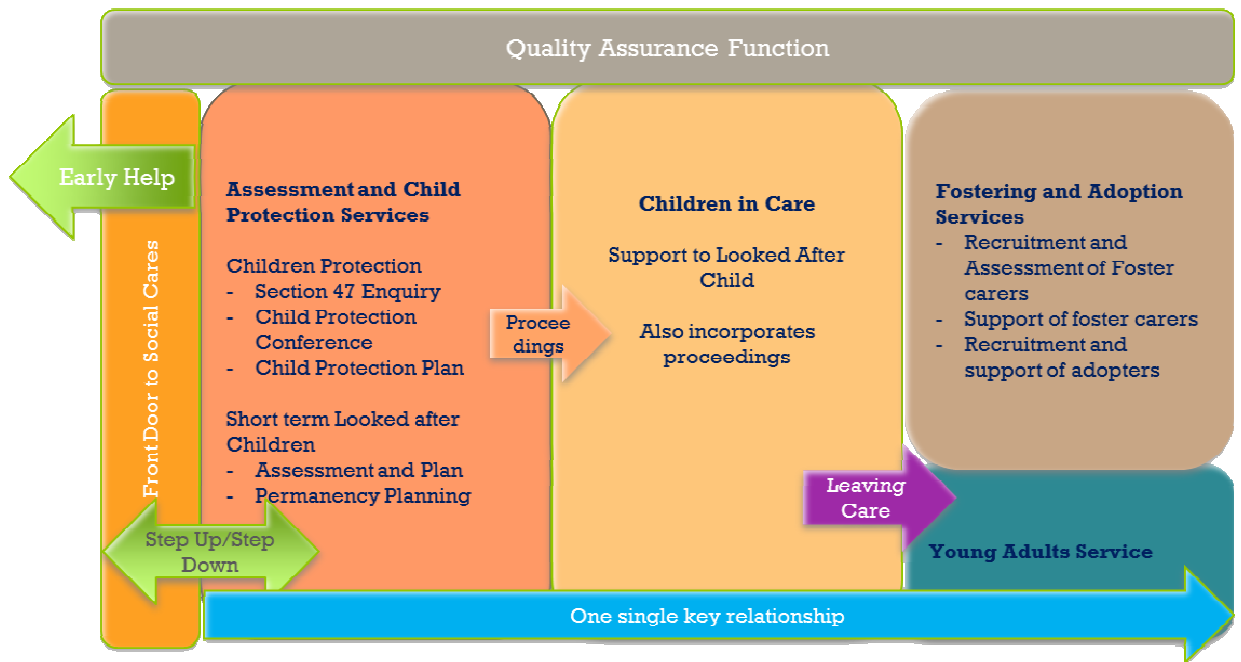
Targeted Early Help

6.11. Where the needs of families are multiple and complex, this will be addressed through intensive early help using a family model. The families will work intensively within a programme or with an 'Early Help' professional to address their needs with a view to de-escalation. To deliver this we will need to strengthen our capacity in this area to undertake the direct work with families and re-train our workforce to have the confidence and the skills to build family resilience by addressing root causes and helping families to make connections in their communities so they are able to thrive.

6.12. In the future, as this capacity is built within Early Help, work that would previously be delivered as social care case work would be delivered as described above instead. This will enable social workers to focus on child protection, looked after children and the most complex cases where support beyond that provided through early help is needed.



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6.13. Social Care



6.14. The core social care function will work with children and families where there are acute or highly complex needs and/or a safeguarding risk. The future model will shift over the next three years as cases within social care reduce. The social care function will focus on child protection and will comprise:

- The multi-agency front door to Social Care
- A core assessment and child protection function
- A children in care function
- A Young Adults Service
- Fostering and Adoption

6.15. This brings together a number of existing service functions to reduce the number of hand-offs for a child between social workers and provide a single key relationship for the child. In addition to the structural change the design is currently focussing on changing how we deliver social work, so that we ultimately strengthen families and reduce the longer term need for social care intervention. It will also include the commissioning of some specific interventions to strengthen families and preventing children and young people becoming looked after. We will train and support staff to work in this way.

6.16. Critical to the delivery of the future model will be making the proposed savings within the budgets for looked after children and placements. This is being tackled through a focus on finding a permanent solution (such as adoption), for children in our care as quickly as possible, reducing the number of children that become looked after through better supporting individual cases and in due course by effective Early Help. In three years' time our target is to have 25% fewer Looked After Children in Haringey.



6.17. Enabling functions

6.18. Strong performance and quality assurance will be the key to the success of the system and will be embedded across the system. We will commission services to meet needs, and decommission those that are not delivering the required outcomes. We will commission jointly with our partners where possible to ensure integrated support is available.

6.19. The Future Operating Model for children's services will also benefit from the impact of the Customer Services Transformation and Business Infrastructure Programme. The programmes continue to work together to manage the interdependencies.

7. Benefits of the proposed FOM

7.1 There are wide ranging benefits of the FOM, for children, young people and families, but also for staff who work with families within the new design. These benefits and how they will be measured are articulated within the delivery plan for Priority One, published as part of the draft Corporate Plan but also incorporated as an Appendix to this report. Longer term benefits include increased health and wellbeing and better education outcomes as more young people are in education, training or employment.

7.2 There will also be workforce benefits as the changes should contribute to our ability to recruit and retain high calibre staff and to offer rewarding careers in children's services. This should lead to a reduction in the employment of agency staff.

7.3 During the course of the MTFs, savings will be achieved through reconfiguring work in early years, youth services and early help in line with the model. This will enable us to reduce the number of cases that need a social care intervention and in the medium to longer term will enable us to change our social care workforce as the number of cases reduces. Savings made in this way can be released as we will no longer need to employ agency staff. We will also be able to reduce expenditure on placements for looked after children as a result of changing the way we meet those needs and a reduction in the number of placements.

8. Implementation Timeframes

8.1. Implementation of the Future Operating Model will be phased. The proposed outline timeframe is set out below and a full implementation timeframe will be presented to Cabinet in March 2015

2015/16

- Implement improvements to the multi-agency front door to social care Implement the Early Help Strategy
- Make changes to Young People's Service
- Consult with residents and staff on proposals for Children/Family Centres
- Transition of Health Visiting to the Council (October 2015)



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2016/17

- Train and up-skill staff in new ways of working
- Implement the improvements to Children's Centres by October 2016
- Begin to reduce work within social care

2017/18

- Measure the impact of the changes
- Refine our approach based on the impact.

9. Financial and resource implications

9.1. Achievement of savings within Children's Services goes hand in hand with improving the outcomes for children and families. The development of the FOM and its component parts has been undertaken alongside the MTFS. Removing resources without achieving the transformation of the service could undo the progress that has already been made. By 2017/18 the FOM will be in place and children's services will be delivered within a budget of approximately £38m. The affordability of the FOM is based on a number of core assumptions.

- In order to achieve our strategic priorities for Early Years and Early Help we need to reconfigure our resources so that we are able to improve equity of access to high quality childcare and our Early Help Offer.
- Transformation of our offer for young people to a model that matches our Early Help ambitions, supporting Post 16 attainment as well as addressing emotional health and wellbeing and sexual health. This will mean integration of services and management for Youth and Youth Offending Services
- A reduction in demand as a result of effective Early Help. Based on reviews conducted in other authorities, we estimate that 25% to 40% of social care workload is preventable. We will be working to reduce the number of looked after children and cases in social care by 25% over three years.
- Integration of teams within social care will reduce transition points and reduce delay in case work. Savings will be achieved as a result of reducing time in care. As the work within social care "shrinks" we will require fewer social workers. This will lead to savings as we will no longer need to employ agency staff to fill vacant posts. The financial model is dependent on the retention of Dedicated Schools Grant funding supporting early help. £1.35m is currently provided to fund family support whilst £1m funding is allocated to placements. In line with the shift of resources to take place in implementing the FOM, it is proposed that £200k per annum is transitioned from funding placements to supporting Early Help.



10. Staffing implications

- 10.1. The staffing implications associated with budget savings are covered by the workforce strategy.
- 10.2. We will need to equip staff with new skills to work differently with families. A skills review will form part of the work undertaken in the detailed design of the FOM and a workforce plan will be developed so that we have the right skill mix in place and staff receive support and development. In terms of benefits to staff, the FOM should enable greater job satisfaction, as staff see the families they work with develop and thrive. Staff will be supported to be confident to make decisions but will also be working within a learning environment. Staff will be supported to shift the emphasis in their role to supporting and strengthening community resilience to help children and families thrive and succeed in their communities.

11. Risks

- 11.1. The following risks with the implementation of the FOM have been identified and are being tracked within the Haringey 54,000 Programme.
 - The model is based on the Early Help offer facilitating a reduction in demand – if this does not occur, savings will not be delivered.
 - Timing the changes correctly is very important. In order to be sustainable we must ensure that the transition to the new model does not destabilise the progress made already on the improvement journey.
 - The workforce must be provided with the support to work in new ways and a different model. A workforce plan will be developed as part of the detailed implementation planning which includes ensuring the recruitment and retention of a stable and permanent leadership team.
 - The delivery of the FOM and the associated outcomes will be influenced by a number of external factors including demographic pressures.
 - Supporting the Early Help led model is dependent on being able to shift the balance of financial resources away from the budget for social care and placements, retaining Dedicated School Grant funding and achieving the savings through services to schools. The whole system model will be dependent upon creating a culture change to support new ways of working.

12. Comments of the Chief Finance Officer and financial implications

- 12.1. The current base budget for all Children's Services net of all income and overheads is £55m. As set out in this report and the Medium Term Financial Planning report, savings of £16.7m are planned within the Priority One plan of which around £14m are children's social care savings. This is an ambitious level of savings and the new operating model together with the Early Help strategy is a



key part in achieving that ambition. The savings will be realised through a combination of reduced staffing costs and reduced costs of care for Looked After Children. This report sets out in broad outline the kinds of changes that will be required and their expected impact; further work is now required to specify at a more detailed level the work required. A full financial assessment will then be possible to ensure that the savings can be delivered. It will be important that this design work and the implementation of the FOM is not delayed and that the realisation of savings is carefully tracked and monitored.

13. Assistant Director of Corporate Governance Comments and legal implications

- 13.1. The Assistant Director of Corporate Governance has been consulted on this Report. The Council has the discretion to align its services to effectively discharge its statutory obligations to children and families. The proposals for consideration are within the Council's powers under the Children Act 1989 and 2004 or the general power of competence under the Localism Act 2011.
- 13.2. The focus on universal services, early help and targeted early help is in line with expectations in the Statutory Guidance Working Together to Safeguard Children March 2013 which provides that - "Providing early help is more effective in promoting the welfare of children than reacting later" pg 11. "Local areas should have a range of effective, evidence-based services in place to address assessed needs early. The early help on offer should draw upon the local assessment of need and the latest evidence of the effectiveness of early help and early intervention programmes. In addition to high quality support in universal services, specific local early help services will typically include family and parenting programmes, assistance with health issues and help for problems relating to drugs, alcohol and domestic violence. Services may also focus on improving family functioning and building the family's own capability to solve problems; this should be done within a structured, evidence-based framework involving regular review to ensure that real progress is being made" pg 13.
- 13.3. The Statutory Guidance further states "The provision of early help services should form part of a continuum of help and support to respond to the different levels of need of individual children and families. Where need is relatively low level individual services and universal services may be able to take swift action. For other emerging needs a range of early help services may be required, coordinated through an early help assessment". Where there are more complex needs, help may be provided under section 17 of the Children Act 1989 (children in need). Where there are child protection concerns (reasonable cause to suspect a child is suffering or likely to suffer significant harm) local authority social care services must make enquiries and decide if any action must be taken under section 47 of the Children Act 1989" pg 14.



14. Equalities and Community Cohesion Comments

14.1. Our proposals will successfully align with all other service model options to form a holistic, whole system redesign. The impact of which will be positive by enabling only those families needing high level service receiving them, whilst families with lower level needs being supporting within the community via the early help offer.

14.2. We do know that often the most socially excluded residents predominantly have the protected characteristics defined in the Equality Act 2010 and our future operating model has been designed to ensure that services are made clear and accessible to all groups in the borough, including those that are socially excluded and require either support or protection.

14.3. It is not thought that there will be any differential impact upon any of the protected groups outlines in the Equalities Act 2010, as a consequence of the Future Operating Model – however we will ensure that we gather data and undertake analysis to provide assurance that the new model does not impact upon protected groups.

15. Head of Procurement Comments

15.1. The Head of Procurement notes the content of the report. There are currently no procurement activities identified within the report.

15.2. The Head of Procurement supports the Future Operating Model as a more efficient and effective approach to the delivery of services to Children and Young People

16. Policy Implication

16.1. No policy changes proposed

17. Reasons for Decision

17.1. This is not a key decision

18. Local Government (Access to Information) Act 1985