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| Report for: | Cabinet - 17th March 2015 | Item Number: | |
| Title: | Future Operating Model for Children's Service | | |
| Report Authorised by: | Zina Etheridge, Deputy Chief Executive | | |
| Lead Officer: | Jon Abbey, Interim Director of Children's Services | | |
| Ward(s) affected: All | Report for Key Decision: Yes | | |

1. Describe the issue under consideration

- 1.1. Haringey has a relatively young and growing population with almost a quarter of residents under 20 years old. Whilst the majority of our families require little extra help and their needs are met by our universal services, there are many children and families who have additional, or even acute and complex needs. It is the role of our Children and Young People's Services to work with our partners to improve the outcomes of our families and make sure children and young people are safeguarded from harm.
- 1.2. Given reducing resources and a rising population, we must ensure that scarce resources are deployed in the most effective manner, are targeted at our most vulnerable families and prevent their needs from escalating.
- 1.3. The purpose of this paper is to provide the Strategic Overview for Priority 1 and set out how the key components of the operating model are being developed within that context.
- 1.4. This paper sets out the detail for the operating model, both in terms of structure but also in terms of ways of working. This builds on the detail provided in the December 2014 paper to Cabinet.

2. Cabinet Member introduction



- 2.1. The case for change in Children's Services is clear.
- 2.2. Supported by analysis conducted at the start of our improvement programme, too many families were bouncing in and out of the social care system without a sustainable resolution to their issues. The service was unaffordable and there was a limited focus on helping families early to prevent need from escalating.
- 2.3. More recently, Children and Young People's Services (CYPS) in Haringey has made significant progress. However, our ambition can only be achieved if we transform our model for delivering services. This must be a "whole-system" approach - including shifting the focus of services within CYPS as well as changing the way we work with partners and families themselves.
- 2.4. The key driver for change is to improve outcomes for the children, young people and families of Haringey. In order to do this effectively and in a way that is financially sustainable, the whole system needs to change to reduce demand, respond to need earlier with a whole family focus and embed good practice including clear financial control.
- 2.5. 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. **Recommendation:**

That Members approve the proposed operating model for Children's Services including the organisational design and principles. These are set out in Paragraphs 9 and 10.

4. **Alternative options considered**

The operating model design has built on the direction of travel approved by Members in December 2014 and in the Options Paper approved in November 2013.

5. **Background**

Case for change

- 5.1. The delivery of our services for Children and Young People must change if we are to achieve our ambitions within a significantly reduced budget. There are a number of key drivers:
- 5.2. Compared to statistical neighbours Haringey has too many children in care, and although the numbers are reducing we remain above average. Whilst we perform comparatively well in educational attainment for these young people, we know that outcomes for young people who become looked after are much poorer than those



who do not.

- 5.3. Our current operating model has not supported us to reduce demand; it has encouraged an over reliance on social care which may not always be best placed to support families. Review of our preventative services across the Council also highlights a significant gap in early intervention for the key drivers of family breakdown.
- 5.4. Haringey CYPS has taken steps to implement an Early Help approach in the past, but has not been of the scale of change we are seeking to achieve now, nor has it been supported by a shift in the governance and accountability frameworks that support it to become embedded.
- 5.5. Our support for young people has not been adequately joined up across the Council, or designed to have the required impact on strategic priorities such as protecting adolescents from risky behaviours or enabling employment, education and training opportunities.
- 5.6. Workforce stability, on a number of levels, will be critical to delivering quality services to families, currently our staff turnover is too high and we are over reliant on agency staff.
- 5.7. There is no escaping the reduction in resources available. We must transform our model to work within £16.7million budget reduction by 2017/18, whilst ensuring children are safe.
- 5.8. We have made some progress in improving social work practice, but we have a way to go. We are focused on reaching an Ofsted rating of “Good”. Having a consistent model of social work practice will be an integral part of this.

6. National context

- 6.1. Across the country, children’s services are facing unprecedented budget reductions alongside rising demand. Councils are experiencing the challenge of balancing financial constraints with improving the life chances of children and keeping them safe. Councils are facing up to this challenge alongside the need to develop a stronger response to complex and enduring challenges such as violence against women and girls, child sexual exploitation and mental health which require a coherent and effective response.
- 6.2. Lessons learnt in places such as Rotherham, continue to alert us to the risks faced by children and young people and the need to not only strengthen our child protection approach but also work in partnership to address risk and prevent need from arising. Recognising that outcomes for children in care and young people who leave care are unacceptably low, the focus is on enabling children and young people wherever possible to remain safe within the community.



6.3. Haringey is like many other authorities is responding to these complex challenges by reshaping its services and ensuring scarce resources are targeted where they can have greatest impact. In order to deliver high quality services we need to look more widely at how to transform the whole system that operates around a child.

6.4. These challenges are not just local authority issues; we need to work with other partner agencies across Haringey, including building resilience in the community itself. The future operating model is designed to be a whole system change to enable this.

7. Vision: Corporate Priority 1

7.1. Our Vision for Children and Young People in Haringey is summarised in Priority 1 of the Corporate Plan: **Enable every child and young person to have the best start in life, with high quality education**, underpinned by the following objectives:

1. All children will have the best start in life supported by strong relationships and be ready for school
2. Children and young people across Haringey excel at school, making the most of their potential
3. There will be excellent education and training opportunities for young people aged 16 plus, enabling all to develop the right skills and experience for good quality, sustainable employment.
4. Children and young people will be healthier, happier and more resilient supported by stronger families
5. Children and families who need extra help will get the right support at the right time to tackle issues before they escalate
6. All children and young people will be safeguarded from abuse and offered the best possible care if they cannot remain with their own family.

7.2. The objectives are corporate priorities, cutting across the current silos. However, objectives 1, 4, 5 and 6 are at the core of the operating model for CYPS in the future. For Haringey's children and families this will mean:

- Children and families will have their voice heard and be active partners in determining the support they receive.
- Working alongside them and helping them to thrive and achieve and become resilient.
- Supporting families to understand what support is available in Haringey.
- Clearer information about the services and support, so that they know how to access services, 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.



- Fewer transitions of key workers for families so that they are supported by one key relationship that is best placed to work with them to achieve sustainable improvements.
- Keeping children in their families wherever safe to do so.

8. An Early Help Approach

8.1. Early Help is at the heart of our approach. In Haringey we define Early Help as the information, advice, guidance, support and interventions that enable children and families to remain safely in their communities, improve their outcomes, reduce the need for more specialist support and sustain family cohesion. This means:

- working with families to prevent needs arising,
- intervening early to tackle emerging problems; or
- targeting support on families most at risk of becoming vulnerable.

8.2. We apply the approach across the age range from conception to 25, with a focus on Early Years. The approach works with whole families whilst ensuring the child's voice is placed at the heart of everything we do.

8.3. In the development of our model, Early Help defines our way of working, enabling the step down and out of cases and the support of families as they exit social care, supporting them to become more resilient.

8.4. Early Help (previously prevention and early intervention) already forms part of our service model in Haringey but has not to date been supported by the infrastructure and governance required to make it effective. Through implementation of the Early Help Strategy, operating model and performance and outcomes framework, Early Help will be embedded much deeper in the way we work.

8.5. Strengthening Early Help will enable us to ensure that social work can be focused on those families where children are at greatest risk or in need of protection. At the same time as we build our Early Help Model we are also strengthening our model for social care. The same core principles will stretch across the whole of the child and family journey.

8.6. There are numerous interdependencies between the two service areas, including in the delivery of the MTFS which will require Early Help to support the reduction of demand for Social Care. Early Help and Social Care will work in partnership to deliver the operating model for Children and Young People's Services with quality assurance and performance having a view of the system as a whole.

9. Creating a whole system change

9.1. Children's services are part of a complex system with many inter-dependencies. To effectively transform children's services we therefore need to look at the whole system, including what happens across our partners work and within communities



and families. The key features of the emergent model are set out below.

- 9.1.1. Recognition that universal, targeted and specialist services provided by CYPS are part of a wider system of children's services, which also includes partners and families themselves.
- 9.1.2. Effective partnerships across families, communities, statutory and non-statutory agencies.
- 9.1.3. Capacity within multi agency early help services to deliver a range of interventions that prevent escalation of need and reduce the pressure on specialist services
- 9.1.4. Locality model around six Network Learning Communities, reflecting local need.
- 9.1.5. Integration of services to improve user experience, minimise changes of key worker and enable a family focused approach.
- 9.1.6. Mixed economy with commissioning of evidence based interventions along the child's journey.
- 9.1.7. A core social care function focused on child protection and support for Looked after Children, with effective planning for a child's exit from care to a stable and permanent home.
- 9.1.8. Quality assurance embedded across the whole system as part of our approach to continuous service improvement.
- 9.2. The achievement of priority one is a corporate responsibility. Whilst, as this paper highlights, there are a number of fundamental changes for CYPS, it will also influence the wider council. Specifically:
 - 9.2.1. As set out in this suite of papers, we must take a corporate approach to achieving outcomes for young people in Haringey, through our Strategy for Young People.
 - 9.2.2. The Tottenham Regeneration programme has made strong links with the priority and a number of approaches will be trialled within the Tottenham locality, including the implementation of the Healthy Child Programme through Children's Centres.
 - 9.2.3. The Customer Services Transformation will support us to ensure that families have the information, advice and guidance they need in a timely manner.
 - 9.2.4. We are aligning our ways of working in the care workforce with adults in order to ensure that the wider workforce is working in an effective and consistent manner.
 - 9.2.5. There will be more joint commissioning especially where complex issues require a response from a number of our services, such as violence against women and girls.



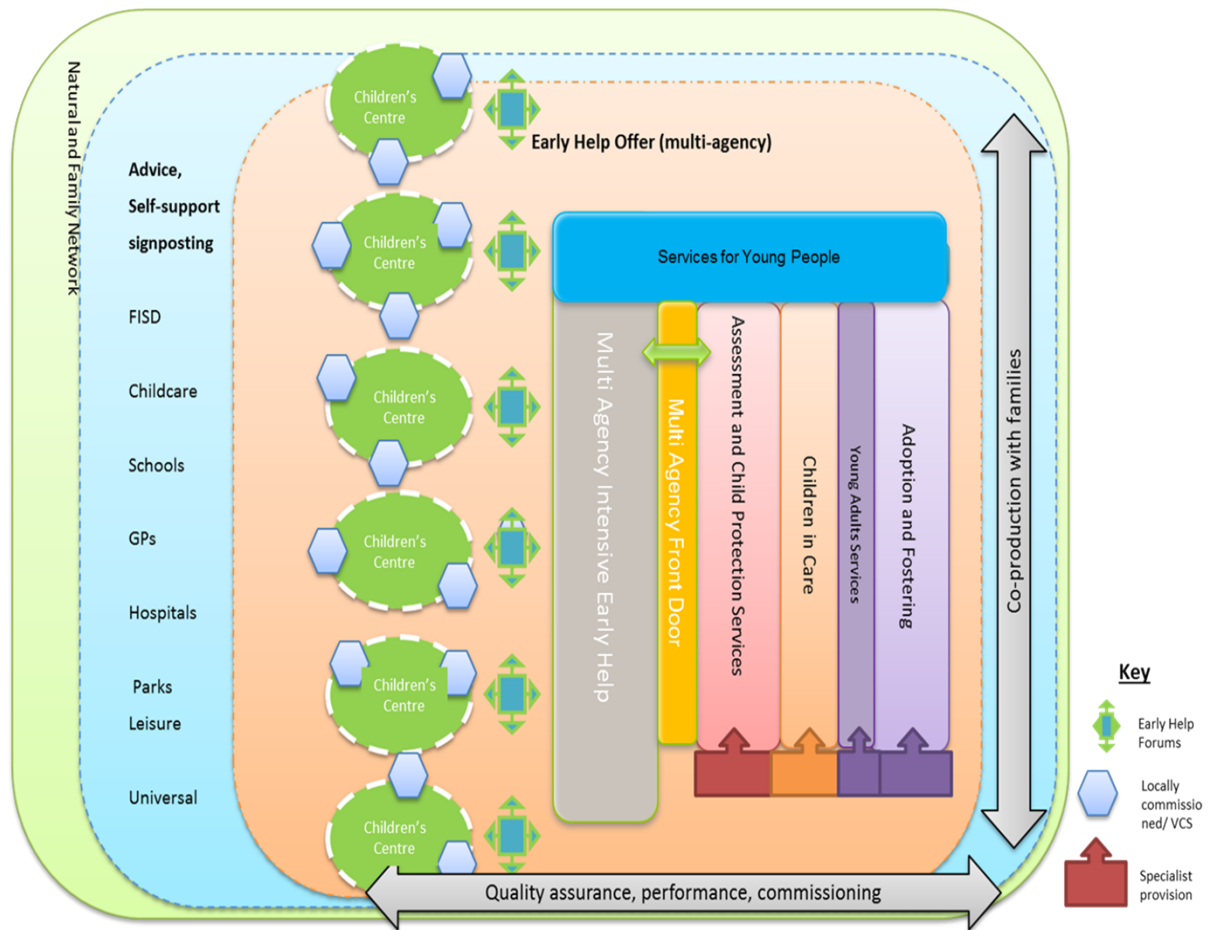
10. Design Principles and Approach

8.1 The system re-modelling is underpinned by a set of design principles; these have been applied in developing each element of the model. Each component must:

- 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 key relationship for children with their family or social worker in a manner that ensures the child's voice is heard.
- 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, delivering a model within the financial envelope of the MTFS.
- Demonstrate innovation and transformation.

11. The outline model

11.1. The diagram sets out how the different components of the operating model fit together along the child's journey.



12. The role of Communities and Universal Services

- 12.1. Families will be able to access information, advice and guidance through their local communities and universal services, including schools and GPs and an improved Family Information Service. Our aim is for families to resolve their own issues where possible, including through support through their communities and voluntary and community groups.
- 12.2. 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 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.
- 12.3. 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, 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.

- 12.4. Our offer to young people will span universal services through to those with complex needs.

13. Intensive Early Help

- 13.1. Where the needs of families are multiple and complex, this will be addressed through intensive multi-agency early help. The families will work intensively within a programme or with an 'Early Help' professional to address their needs with a view to de-escalation.
- 13.2. In 2014 a new Early Help Pathway was introduced integrating access routes into early help services. The new model for early help will integrate the three existing family support teams (Families First, Haringey Family Intervention Project and Integrated Family Support Service) into Locality Teams. These teams will work with families with children aged 0-19 (up to 25 for children with learning difficulties or disabilities) and be aligned to the borough's six Network Learning Community (NLC) areas and Children's Centres. The locality teams would be multi-agency bringing together partner agencies and resources to develop locality plans and deliver coordinated services and interventions in support of borough-wide / local strategic priorities.
- 13.3. Our Early Help model includes proposals for a Targeted Response service to provide tailored, flexible support for families and young people on a borough-wide basis. The proposal is for this service to provide multi-agency team around identified families, young people and issues (e.g. park, estates, gang) and to incorporate the right range of specialist services (e.g. substance abuse, mental health, domestic abuse).
- 13.4. A draft service and staffing model has been developed for Locality Teams and Targeted Response using data on needs of families in Haringey (based on information collected as part of the Troubled Families programme) and scaled to the level and proportions of needs identified. Locality Teams would be led by Locality Managers with responsibility for strategic leadership and commissioning, strengthening partnership approaches, leading Early Help Forums, and managing Locality Teams and Children's Centres.

13.5. Figure 1: Outline model for Intensive Early Help

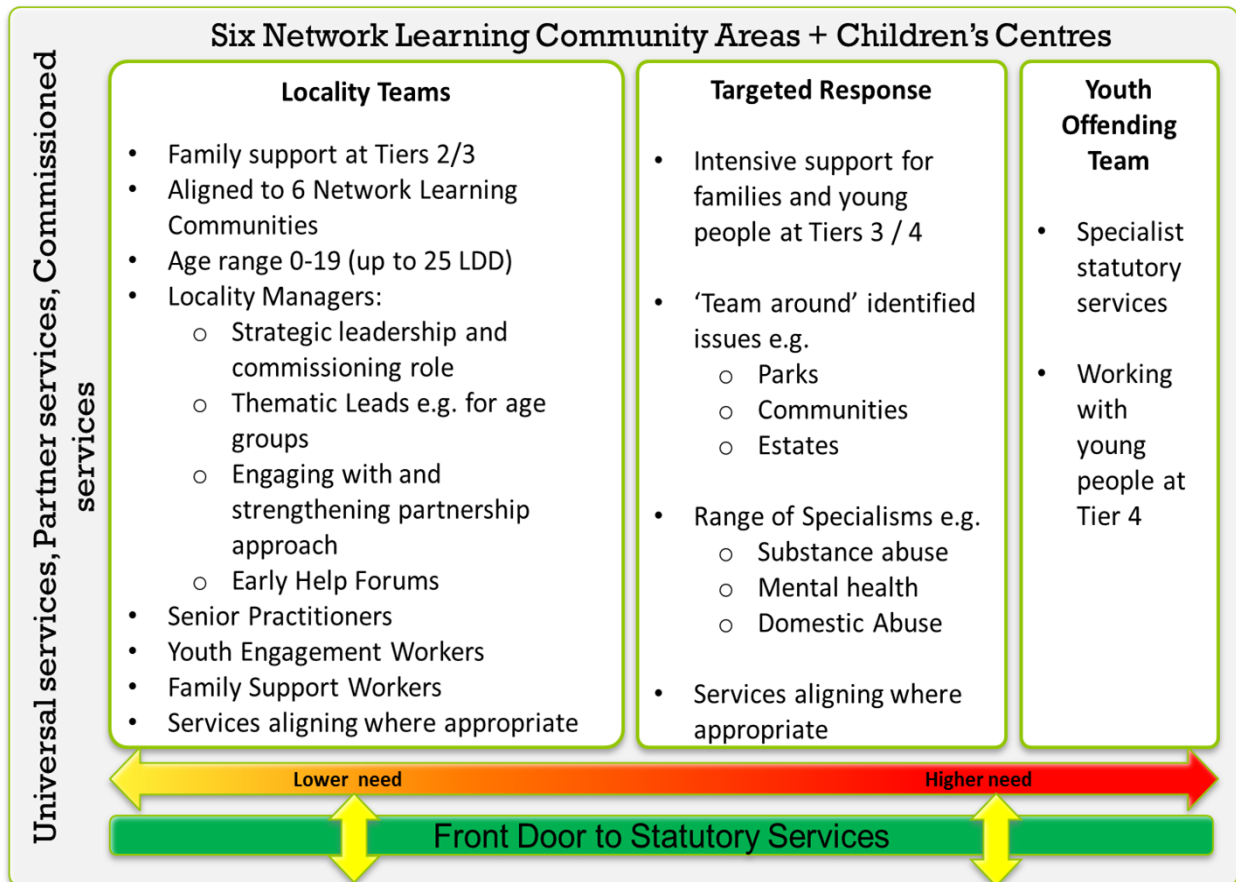
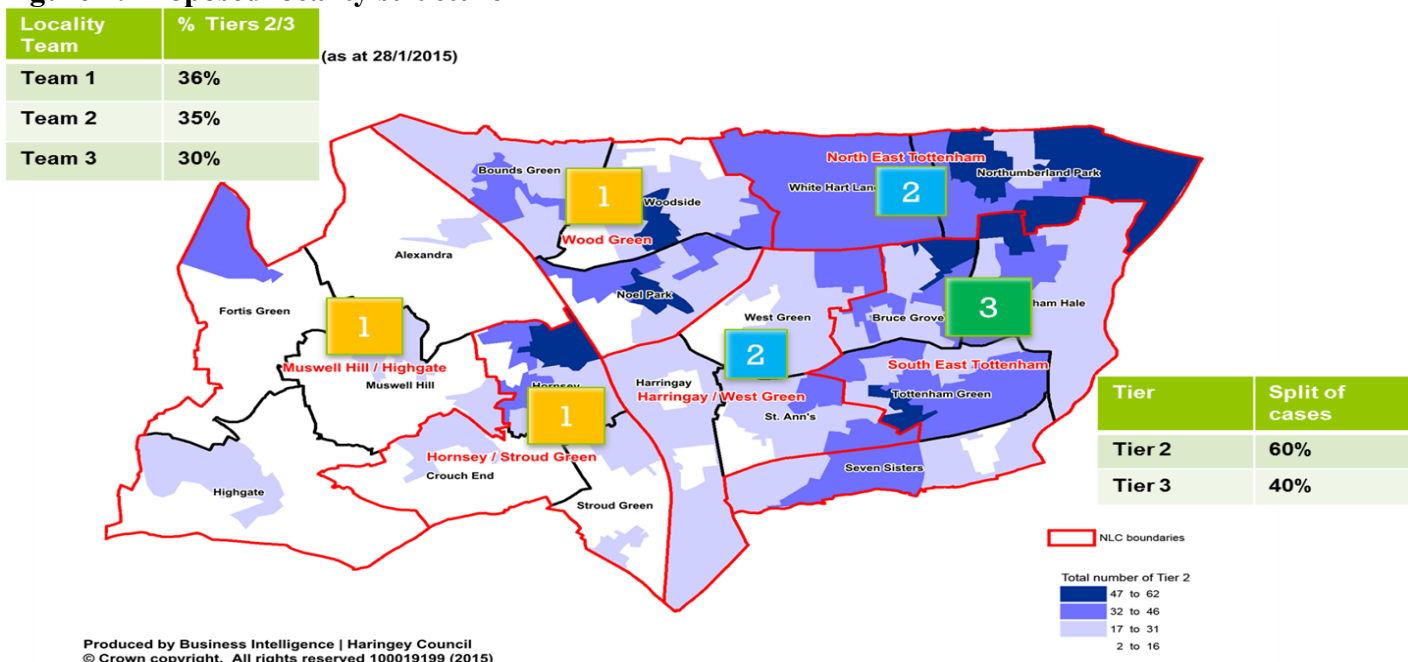


Figure 2: Proposed locality structure





- 13.6. Locality Teams will play a key role in managing the Front Door to services for children and families, from the universal service offer provided by Children's Centres, to targeted support and social care intervention.
- 13.7. Critical to ensuring that children and families receive the right response at the right time is the access point to services where they are screened and risk assessed. Consistent with other London Boroughs Haringey operates within a Multi-Agency Safeguarding Hub (MASH). As our model changes we need to ensure that the pathway supports new ways of working. We are as such reviewing our current MASH model and have established a MASH Board to progress changes to the system
- 14. Social Care**
- 14.1. In the future, as this capacity is built within Early Help, it 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. 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.
- 14.2. 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:
- an assessment and child protection function
 - a children in care function
 - a Young Adults Service
 - Fostering and Adoption.
- 14.3. To support the new operating model the management structure will have a reduced number of Heads of Service, with discrete service areas managed by a service manager. The aim is to support joined up working across separate elements of the system as well as develop roles that are more likely to attract the best talent to Haringey. More importantly this new structure should enable fewer hand offs for a child.
- 14.4. In addition to the structural change, the design is currently focusing on changing how we deliver social work, so that we ultimately strengthen families and reduce the longer term need for social care intervention. Our work with families will be delivered in partnership with them, based on direct work to address need rather than focusing on monitoring risk. We will be implementing a new social work model to embed this in practice. We are basing our model on 'Signs of Safety'- a strengths based social practice model. We will train and support staff to work in this way.



- 14.5. By implementing a Strengths model such as Signs of Safety we are looking to enable the reduction of risk adverse working packages. The principle of establishing constructive working relationships and partnerships between professionals and family members, and between professionals themselves. Working in this way with families is considered crucial so that responsibility to solve problems is a shared responsibility, rather than just ideas coming from the professional.
- 14.6. This model will also include the commissioning of some specific interventions to strengthen and find solutions within families, including family therapy and family group conferencing. Where a family would benefit from specific support we will work in a way that brings the support to the family rather than passing the case from worker to worker.
- 14.7. In the past year we have safely reduced the number of children who are in our care. This is in part as a result of seeking alternative solutions for young people where they are able to be supported in the community to remain at home. In previous years high numbers of children were brought into care and as a consequence there are currently a high number of children in care who are 15 years or over and who will go on to receive leaving care services.
- 14.8. Within social care services for children in care and care leavers will be realigned in order that our services are better designed to respond to need.
- 14.9. The social care service is also dependent on early help for reducing demand and working directly with cases that may previously have been within social care. The Early Help Performance framework will be a key tool to support the shift in ways of working.
15. **Quality, Impact and Practice**
- 15.1. The Quality, Impact and Practice function will be at the heart of CYPS, facilitating continuous improvement and equipping the service to work in a way that is consistent with our values and good practice. This function will now span the whole of the child's journey, providing assurance over both early help services and social care.
- 15.2. In addition to the statutory functions which include Independent Reviewing Officers and Child Protection Conference Chairs, the service will drive quality improvement in practice, including delivering the quality assurance framework as well as the development of tools, guidance and policy. These will support the consistency in our way of working, including the principles of earlier intervention and strengthening families.
- 15.3. A stable, permanent, appropriately skilled and motivated workforce is critical to CYPS achieving its ambitions. The Quality Impact and Practice service will incorporate the workforce development function which will drive and enable professional development. The service will also drive and deliver the workforce strategy in conjunction with HR and the Haringey Academy for development.



16. How will we develop a permanent, stable workforce with the right skills to work in this way?

- 16.1. The success of our model will be dependent upon us having a permanent and stable workforce that is equipped to work in a new way. To achieve this we must be able to attract, recruit, grow and retain the best staff.
- 16.2. The changes to the current model have in part been designed to make Haringey a great place to work and modernise social work practice. It is important that we are able to reconnect children's practitioners and social workers with a focus on working with children and families and alleviate the frustrations that workers have told us they experience and that limit their efficiency. These are included, but not limited to, inability to access technology, lack of data sharing, lack of empowerment in decision making.
- 16.3. It is recognised that the transition to the new model and ways of working will require staff to be given support. This will be delivered through different channels, including through supervision, guidance and toolkits. In addition, this will include specific training and development in the following areas:
- Signs of Safety model
 - Financial management
 - Management competencies: as launched with our Front Line Team Manager Development Programme.
 - Early Help. Training has already commenced to support staff and partners to work in new ways with families, including assuming the key worker role.
 - Thresholds training, supporting staff and partners to apply our thresholds in the context of an updated model.

17. Supporting practitioners to work in new ways

- 17.1. Embedding the principles in our ways of working will require us to support practitioners to work in new ways. Alongside training and development opportunities and supervision, we will equip staff through supporting guidance and toolkits that will underpin our processes.
- 17.2. The development of a range of materials is underway and forms a key part of the implementation activity which underpins the operating model. The framework and outline content will be scoped by the end of March 2015 with the detail populated alongside implementation until September 2015.

18. The role of data and intelligence

- 18.1. In order to operate effectively within a smaller financial envelope we need to operate much more intelligently. We cannot afford for resources to be allocated where they are not actively addressing demand and evidencing improved outcomes. The proposed model has been developed based on the demand profile in Haringey and



analysis of local need. Strengthening the role of data and intelligence will be supported in the following ways:

- Development of a whole system view of demand is necessary to enable us to better understand demand and how cases are moving through the system. This information will underpin the transition of the model and the achievement of the financial savings associated.
- The Quality, Impact and Practice service will include analysts who are able to understand local demand and trends. These individuals will be brought together from separate parts of the existing service so that a wider system view of demand and need can be shared. This analysis will feed into locally led commissioning and strategy.
- In Early Help services there will be a locality manager whose role will be not only to oversee the work of the locality Early Help Services, but to implement in partnership the Locality Delivery Plans. These will be based on intelligence about local need and drivers of demand. The implementation of this role will enable greater flexibility in the localities to respond to local need and to respond around local systems, with partners rather than in existing structures.

19. A strengthened performance and outcomes framework.

19.1. The model will be supported by performance and outcomes measures at three tiers:

- 17.1.1 Tier 1: The Family Level: This enables us to understand the impact our work with families is having and enables us to ensure we tailor our response most effectively to meet their needs. The child's voice itself is the most critical component here and our model of practice must ensure that this is consistently heard and acted upon.
- 17.1.2 Tier 2: Service level: Data and intelligence that helps us to understand how well the service is performing. This will be supported by our internal Performance Network meetings which address performance and quality within CYPS.
- 17.1.3 Tier 3: Borough and Strategic level: At this level we are measuring whether the outcomes of Priority One of the Corporate Plan are being delivered. Performance against Priority One will be monitored using the borough-wide measures of success set out in the Corporate Plan. It will also measure the impact on key presenting needs.

18 Technology as an enabler

- 18.1 Focus Groups with staff identified technology as a frequent barrier to efficient working with consistent frustrations arising from the number of different systems in place. In the future technology will pose an opportunity to increase the efficiency of working and support flexibility. As a first step, two teams in safeguarding will be trialling the use of mobile technology as part of the Digital Strategy and modernising



the role of the social worker.

- 18.2 In March 2015, the Mosaic system (upgrade on FWi) will be launched, an upgrade to FrameworkI case work system. It has now been expanded to support Early Help and will also have the benefit of enabling professionals to be able to see whole family views and enabling group work between agencies.

19 Enabling families to access the right support at the right time

- 19.1 The operating model will be successful if it enables children and families to access the right support, at the right time. Consistent with the Early Help Strategy, this means intervening earlier to prevent need from escalating, but also being able to identify safeguarding risk.
- 19.2 The design principles of the new model state that the model must promote access and take up through a friendly environment, whilst also emphasising the community focus. The way in which families access support will change along the child and family journey.
- 19.3 At the universal and low levels of need, families will be able to easily access information, advice and guidance and self-directed support. Web based resources are under development in line with the Customer Services Transformation Programme and will replace the Family Information Service Directory (FISD). This will be in place by October 2015.
- 19.4 The aim is that the majority of families will never need to come into direct contact with children and young people's services. The locality model for Early Help will support high quality information, advice and guidance by providing capacity building to the local partnerships, enabling them to signpost and also hold cases.
- 19.5 Where families are in need of additional support they will access that support through the Early Help Pathway. Engagement of the local network of partners through Early Help Forums is designed to improve knowledge of the local offer, enabling partners to direct the right support to families with Children's Centres will be at the heart of this approach.
- 19.6 In order to improve the accessibility of our services it is likely that we need to be more flexible and responsive in the ways that we work in terms of outreach and offering out of hours services.
- 19.7 Children's Centres will act as a key hub for services that families will be able to access in each NLC. Any change to location of teams will be phased in conjunction with re- modelling of children's centres.

20 Implementation Timeframe

- 20.1 The key milestones for transition to the operating model are as follows:

April 2015-

- Transition to new structures within social care and Quality, Impact and Practice commenced
- Early Help ways of working guidance produced
- Processes, guidance and tools defined

June 2015

- Delivery plans for Services for Young People
- Feedback on consultation with Children's Centres
- Early Help Commissioning Strategy complete
- Performance and outcomes framework for Early Help in place
- Signs of safety model implemented
- MASH operating to support new model
- Transition to new Early Help Locality Model

September 2015-

- Embedding new Early Help Model
- Implementation of Targeted Response team
- Target for permanent management team in place
- Processes, guidance and tools completed.
- Transition to new model for Social Care and Quality, Impact and Practice complete

April 2016

- Children's Centre model in place.

20.2 Throughout the year there will be a phased reduction of agency staffing in line with reduction in demand. Savings will be delivered in 2016/17 and 2017/18 as the scale of demand for social care has reduced.

21 Financial Business Case

21.1 The development of the operating model and its component parts has been undertaken alongside the MTFs. The implementation of the service redesign will enable the delivery of £3.5m of savings over the course of three years as set out below. The ways of working within the model will also enable the achievement of £5.1m savings from looked after children's budgets. Service redesign will also enable us to deliver effective early help services to young people and children in their early years where those specific budgets have been reduced as part of the MTFs.

21.2 The financial profile of savings is as follows:

Table 1: Savings Profile

| Saving | 2015/16 £k | 2016/17 | 2017/18 | Total |
|--------|---------------|---------|---------|-------|
|--------|---------------|---------|---------|-------|

| | | £k | £k | £k |
|---|-------|-------|-------|-------|
| Service Redesign (incorporating the impact of Early Help and social care re- design) | 380 | 1,690 | 1,500 | 3,570 |
| Young People's Services | 1,700 | 400 | | 2,100 |
| Early Years | 220 | 1070 | 150 | 1,440 |

- 21.3 Cost reductions are in large part enabled by reduced demand for social care linked to improved outcomes. So that we do not introduce additional risk into the system, budget reductions are phased in line with the implementation of the FOM, so that improvements are able to bed in before budget reductions are made. Removing resources without achieving the transformation of the service could undo the progress that has already been made.
- 21.4 The affordability of the operating model is based on a number of core assumptions.
- 21.4.1 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. Our proposed children/family centres will enable us to integrate our offer and reduce management overheads. Key decisions will be made regarding these savings and the future approach to childcare subsidy and nursery provision.
- 21.4.2 Transformation of our offer for young people to a corporate approach, with needs met through the strengthened Early Help Offer.
- 21.4.3 A corporate approach to enabling young people to fulfil their potential and avoid risky behaviours as set out in the Young People's Priority. This means using wider corporate and partnership resources to deliver our priorities and ensuring that the needs of young people are responded to within Early Help.
- 21.4.4 A reduction in the number of families that require a social care intervention and a reduction in the number of looked after children. Based on analysis conducted in other authorities we estimate 25% of cases of looked after children could have been prevented as a result of effective Early Help. Our savings assumptions are based on a 25% reduction in those cases, taking place over three years. In 2015/16 a 5% reduction is forecast based on reducing the number entering care through alternative provision and tackling inappropriate demand, closing cases which should no longer be looked after.
- 21.4.5 A reduction in social care cases will also be supported by a change in practice that encourages families to only be in social care for a time limited period. Supporting this will be intensive work in Early Help with cases that would previously been

allocated to social care. By working closely with these families to tackle the root causes of need we will be able to reduce need and risk and strengthen the families over the longer term.

- 21.4.6 Integration of functions within social care, such as social work for children in care and court work, will reduce transition points and reduce delay in case work. Further enablers include the impact of improving supporting technology solutions.
- 21.4.7 As the work within social care “shrinks” we will require fewer social workers. This will lead to a more flexible work force which can move with agility across the operating model as well as realising savings. There will be less reliance on the need to employ agency staff to fill vacant posts. In years 2 and 3 of the MTFS we are likely to reduce the size of the workforce through reducing agency staff to a minimum and reducing staff in line with turnover.
- 21.4.8 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.

22 Benefits Profile

- 22.1 Associated with the implementation of the operating model are a number of benefits these have been aligned to the Corporate Plan objectives. The benefits are to be achieved over the next three years. These are set out in the table below:

Table 2: Benefits

| Future Operating Model | | | |
|---|--|--|--|
| Objectives | What Does ‘Good’ Look Like | Benefits | KPI’s |
| 1. Supporting families to thrive, improving outcomes for CYP | <ul style="list-style-type: none"> - Clear pathway understood by all stakeholders - Fewer children in acute need - Early help services demonstrating impact - Families access the right support at the right time with confidence and with community support. - Strengthened safeguarding - Less drift – Outcomes and performance quicker - Understanding needs | <ul style="list-style-type: none"> - Healthcare & wellbeing for CYPF - Clearer understanding of the needs of children and families – services to match needs - Clearer access pathways and more information on ways that families can | <ul style="list-style-type: none"> - Healthy Child Health outcomes - User engagement and customer satisfaction - Increase in families accessing centres. - Measure web hits to show how families access service information themselves |

| | help themselves | | |
|--|--|--|---|
| 2. Affordable and financially sustainable service model | <ul style="list-style-type: none"> - Demand safely reduced by investing in early help - Work is addressed at the right place in the system - Commissioning the most effective and value for money services - Working effectively with partners to tackle need where most appropriate with clear governance. - Reducing drift and achieving outcomes including permanence as swiftly as possible - Workforce is the right shape and size and flexible in response to demand, including agency staff. | <ul style="list-style-type: none"> - Reduce workload within social care - Partnership working - Removing unproductive/in efficient work - Financial benefits - Savings enable us to keep investing in services | <ul style="list-style-type: none"> - Reduction in Children in Need, number in need of protection (CP) and Looked After Children (LAC) - Increase in cases held within Early Help. - Partners acting as Early Help Lead professional - Reduction in referrals / re-referrals to social care - Budgets on track, savings realised. - Key financial assumptions realised |
| 3. Motivated high performing workforce | <ul style="list-style-type: none"> - Motivated engaged staff - Engaged in production of operating model – feel well led with clear vision & strategy - Sustainable workloads - Supervision and reflective practice - Empowerment to make decisions / take action - Learning and development - Culture <ul style="list-style-type: none"> i. Highest standards & personal responsibility ii. Continuous improvement iii. Safe environment - Role of Social Worker is clear - Practice, procedure & protocols, etc. all clear and embedded with staff | <ul style="list-style-type: none"> - Quality of practice - Improved staff performance - Staff stability – continuity of experience for CYPF - Recruitment improved - Staff morale / engagement improved and a well led workforce - Confident practitioners who have an understanding of the whole system for support for CYPF - Right culture | <ul style="list-style-type: none"> - Stable workforce, improved retention and reduced turnover - Reduction in agency staffing - Quarterly evaluation demonstrates improvement in quality of practice - Evidence of career development - Accredited training in place - Staff feedback on training and development - Monitored communications plan |

- 23.1 The Medium Term Financial Strategy approved by Council on 23rd February included £16.7m of savings to be found within the Priority one budget area. This included £2.57m savings from introducing a new operating model for Children's Services and a number of other savings achieved across the system as set out below:

Table 3: Medium Term Financial Strategy Savings

| Proposal | 2015-16 £000's | 2016-17 £000's | 2017-18 £000's | Total £000's |
|---|-------------------|-------------------|-------------------|-----------------|
| Early Years | 220 | 1,070 | 150 | 1,440 |
| Services for Young People including Young Offenders | 1,700 | 400 | - | 2,100 |
| Public Health - 5-19 | 196 | 138 | 414 | 748 |
| - | | | | |
| Impact of Early Help on Demand | 200 | 400 | 400 | 1,000 |
| New delivery model for Social Care | 180 | 1,290 | 1,100 | 2,570 |
| - | | | | |
| LAC & Sufficiency | 2,000 | 2,000 | 1,100 | 5,100 |
| - | | | | |
| Special Educational Needs & Disabilities | - | 600 | 900 | 1,500 |
| Enablers | 250 | 250 | - | 500 |
| - | | | | |
| Services to Schools | 618 | 657 | 331 | 1,606 |
| - | | | | |
| Pendarren (subject to Options Appraisal) | | 220 | | 220 |
| | 5,364 | 7,025 | 4,395 | 16,784 |

- 23.2 This report sets out further detail on these proposals. This is an ambitious programme that delivers significant change over three years. Further work will be needed to be carried out throughout the programme to assess the financial implications of these changes and especially to track whether the savings are being achieved.
- 24 Assistant Director of Corporate Governance Comments and legal implications**
- 24.1 The Assistant Director of Corporate Governance has been consulted on this Report.
- 24.2 The Council has the power to restructure its service to effectively discharge its statutory obligations to children and families under the Children Act 1989 and other related legislations.
- 24.3 The focus on universal services, early help and targeted early help is in line with expectations in the Working Together to Safeguard Children March 2013 Statutory



Guidance 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.

24.4 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.

24.5 Any employment issues arising from the future operating model should be managed in accordance with the Council Human Resources Policies and Procedures.

25 Equalities and Community Cohesion Comments

25.1 We 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.

25.2 It is not thought that there will be any differential impact upon any of the protected groups outlined 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.

26 Head of Procurement Comments

26.1 If any of the outcomes need to go through a competitive procurement process the timescales need to be built in to the implementation of the model.



- 26.2 New Procurement regulations come into effect on the 26th Feb and this specifies that social care opportunities now need to be advertised for open competition if they are valued at over 700,000 Euros over a four year period. Waivers will no longer be allowed under these regulation for spend over 750,000 Euros.

27. Policy Implication

The report sets out propositions for widespread change in children and young people's services through the implementation of a new model for organisation and practice. A number of policies support the existing model particularly in relation to social care practice (for instance the policy governing the application of thresholds) will require amendment as a result of the model. The overall implications of the changes are that more children, young people and their families will receive support earlier, and fewer children should become looked after.

28. Reasons for Decision

To implement a new operating model for children's services which enables support to children, young people and their families to be provided earlier, fewer children to become looked after and outcomes for children and young people to improve as a result, and to meet the financial envelope for services going forward..

29. Local Government (Access to Information) Act 1985

30. Use of Appendices: No appendix for the Operating model .