

Briefing for:	Overview and Scrutiny Committee on 30 th March 2011
Title:	Update on Support to Young people at Risk of substance Misuse
Lead Officer:	Marion Morris Drug & Alcohol Strategy Manager
Date:	30 th March 2011

1. INTRODUCTION

In July 2009 the Overview and Scrutiny Committee commissioned an in depth review into pupils with drugs and/or alcohol problems. The Committee were particularly keen to undertake this review because reducing young people's use of drugs is central to the Government's drug strategy and an essential part of the "Every Child Matters" programme and the Council's Children Plan.

The Panel decided that they wished to undertake a well focussed, time-limited review, which did not involve officers in unnecessary work, but examined and commented on the early identification and assessment of young people between the ages of 11 and 18 who were at risk of substance abuse. This included the:

- early identification process
- Assessment procedures used to establish the degree of risk and possible treatment pathway, including the use of the Common Assessment Framework
- Effectiveness of inter-agency working and whether there were any gaps, inconsistencies or variations in the processes used by the agencies involved
- Identification and dissemination of good inter-agency practice.

From the review a set of recommendations were agreed which were turned into an Action Plan. These can be seen at appendix A – along with brief update on



progress made against these actions. This covering report provides a more general overview of progress made.

2. Summary of Progress

The main thrust of this review was to seek to understand if young people who are either at risk of substance misuse/and or those who have substance misuse problems are being a) identified and b) referred into specialist treatment. There was particular concern about the low number of referrals that were being made from CYPS to the young people's substance misuse service – Involve.

Early Identification

Identifying young people at risk of substance abuse is not easy as it is usually only one element of a number of complex problems experienced by the young person.

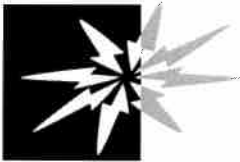
There are a number of tools/forms that are used to identify and whether children and young people at risk of with substance misuse problems

- The Common Assessment Framework
- CYPS Initial and Core Assessments

However, the most common method for identifying and assessing children and young people is observation by professionals. This may be in school when a problem is identified; internal resources such as counselling or targeted workers are first used to try to resolve any problems. However where a school has exhausted the expertise that it holds in house, or where the needs of the young person are clearly more complex or specific they need to be referred to a more specialist agency. Usually, though not exclusively, this is through the Common Assessment Framework.

For this reason this review was particularly keen to ensure that the CAF was being used to pick up potential substance misuse problems and refer on if need be. A training programme in the use of the CAF was rolled out. In addition it was recommended that the CAF form be amended to include a section on children's use of substances. Despite this referrals from CYPS into specialist treatment remain low. This may in part be due to the fact that the CAF itself is quite lengthy and is more of an assessment rather than referral form.

Nevertheless, whilst progress has been slow improvements have been made. In 2009/10 there were no referrals of young people from CYPS to the specialist treatment service and only 26 young people had received specialist treatment. In that year. This compares with latest data (as of Q3 2010/11) which shows



13 referrals from CYPS have been made and 51 young people are in treatment. This improvement needs to be accelerated. A pilot in Highgate Wood School was also undertaken to understand if this might be an effective means of identifying young people at risk of substance misuse and to increase referrals. A more detailed report on the pilots' outcome is attached.

Assessment

The Drug Use Screening Tool – is used where there is already a concern regarding drug and alcohol use. It is not a comprehensive assessment tool – rather it indicates whether specialist substance misuse support should be sought. It has particularly been used for those young people who are thought to be more vulnerable to developing substance misuse problems e.g. looked after children, school exclusives, those leaving care.

For example, data from 2009 reports 64 young LAC as receiving a DUST screening (this compares with 271 in the previous year). Out of the 271 in 2008/9 15 were identified as having a substance misuse problem – but none were referred on. The LAC service is the only service consistently reporting their use of DUST. This is primarily due to the work of the DAAT and the then Leaving Care Substance Misuse Practitioner (post since deleted) ensuring that a system was set up to record DUST onto Framework i system.

The Youth Offending Service primarily use SASSI – Substance Abuse Subtle Screening Inventory and ASSET. SASSI is a specialist assessment form which measures the nature, scale and extent of drug and alcohol misuse and is used to inform appropriate treatment plan for young people. In 2009/10 47 young people received help for a drug problem. The majority are using cannabis or alcohol, with 4 using class A substances.

The young people's substance misuse service Involve - had seen 51 young people as of Q3 in 2010/11, compared with just 26 in the previous year.

Clearly all of this indicates that there has been an improvement in the identification and onward referral of young people with substance misuse problems. This improvement will be furthered by the bedding in of the new young people's substance misuse service into the borough from April 11 - Insight (Blenheim/ CDP) and the simplification of the referral process for young people. The specification for this new young person's service was informed through consultation with young people. Young people were also involved in the scoring of potential tenderers through the tendering process.

This new model will work with universal and targeted services through outreach/satellite based services and will aim to assist staff in contact with young people (particularly vulnerable young people, in the identification and



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referral to specialist treatment, either through the CAF and or a simpler initial referral form. For the first time prevention and treatment services will be delivered by one provider (previously some of the posts were based in CYPS) which led to fragmentation in service delivery and meant young people had to transferred from targeted support through to specialist treatment. This will now all be delivered by one provider.

Alongside this process, commissioning responsibility for young people's prevention and substance misuse treatment services are being handed over to CYPS from April 11. This will further assist in the integration of young people's substance misuse commissioning into the overall commissioning of children's services in the borough. This is seen as good practice and indeed was one of the recommendations of the scrutiny review in 2009 and the then DFES.

A recent Ofsted report into children's safeguarding services in Haringey found that the majority of services were 'good or better'. This included substance misuse services.

The Young Peoples Substance Misuse Needs Assessment will be complete by end of March 2011. This will then be turned into an Action Plan to support the effective delivery of this agenda.

The continued mainstreaming of this work within the CYPS can only further assist in this endeavour. In the same way that safeguarding is now understood to be everyone's responsibility/business - so must the effective identification and referral of young people with substance misuse issues.

Report on joint pilot project between Highgate Wood School and Specialist Haringey substance misuse services

Background

This project started in October 2009, in response to an Overview and Scrutiny Panel Review recommendation for “the introduction of a pilot scheme in a number of secondary schools to improve early identification of pupils at risk of substance abuse”. The opportunity to participate in this pilot had been raised at a recent Secondary Head Teachers’ meeting, where Patrick Cozier volunteered Highgate Wood School to be a partner school in the pilot.

Jane Painter (Haringey’s Young People’s Substance Misuse Commissioner) then tasked In-volve Haringey (Haringey’s Specialist young people’s substance misuse service) to work with Highgate Wood School to develop and run a pilot project. The primary purpose of this project was to enhance support provided to the Highgate Wood School community, and improve outcomes for young people affected by substance misuse - including through appropriate identification and referral to specialist support where necessary.

Liz Horton, the Young People’s Alcohol worker from COSMIC immediately volunteered to work in partnership with In-volve Haringey to develop and deliver this programme, and Sgt. John McGrath and the Hornsey Neighbourhood Police Team also put themselves forward as enthusiastic and supportive partners from the earliest stages, already enjoying an established and effective relationship with the school.

At an initial meeting at Highgate Wood School it was agreed that the project would develop into a sustainable ongoing programme. It was also agreed that the project would ensure that the needs of families, and the needs of young people affected by another person’s use, were supported in being referred to appropriate services. Mary Findlow (Student Support Coordinator) was agreed as the project lead for Highgate Wood School, and Duncan Mulvany (Service Manager at In-volve Haringey) agreed to lead for Specialist young people’s treatment services, although in practice much of this would be shared with Liz Horton.

Project development and evolution

Regular planning sessions were held in preparation for the work at Highgate Wood School, attended by representatives of the School, In-volve Haringey, COSMIC and the Neighbourhood Police Team. These meetings were also used to review and refine work already delivered.

The following elements were proposed and planned at meetings throughout the academic year:

- Information stall around drugs and alcohol at parents’ evenings
- Staff training
- A regular weekly time slot agreed for students to receive specialist support on school premises, arranged in a confidential manner

- A dedicated parent information evening
- Year-group assemblies addressing questions raised by the students

Review of project elements

Students: a dedicated weekly time slot for appointments

Whilst this was well-received by students, and has some practical benefits for those who enquire about or access support or treatment, this is mostly of practical organisational benefit. Knowing when a member of staff would be routinely attending makes it more straightforward to make low-key referrals for informal assessment or an information session, and of course this arrangement makes efficient use of the Substance Misuse Worker's time.

Parents: Information stall at parents' evenings

Staff from In-volve Haringey, and COSMIC's Young People's Alcohol Worker, provided a stall at both the Year 9 and Year 11 parents' evenings including posters, leaflets, a "drugs box" - and staff on hand to answer questions parents or students attending the evening may have.

Despite trying different approaches and set ups, not many people engaged, and many parents and young people obviously and actively avoided contact with the stall. Unfortunately, the young people whose parents did approach us were extremely embarrassed or uncomfortable around their parent/s engaging. As a consequence of this feedback, we decided not to attempt this approach at any future events, and instead focussed on engaging with parents and the student body separately.

Students: Year-group assemblies

Year 7 to Year 11 received a year-group assembly delivered by a worker from In-volve Haringey and by COSMIC's Young People's Alcohol Worker, who were answering questions asked anonymously by the students in that year-group.

All of the students in each tutor group had been provided with pro-forma slips on which they could anonymously ask their own question, slips that were then sealed in an envelope by the form tutor. The envelopes pertaining to each year group were then opened and collated, and the most common and relevant questions identified to be answered in that year group's assembly.

The logic behind this method was that it would encourage students to ask honest questions, would address the most relevant topics for each year group, and would be an effective way of providing genuine and effective student participation for such large groups of students. These all held out to be true, with the assemblies being very well received by the students, whilst raising awareness of substance misuse issues, around School policy around substance use, and around the range of support available in this area.

Parents: Stand-alone parents' information evening

This was run specifically for parents by In-volve Haringey and the Hornsey Neighbourhood Police Team, and was strongly promoted by Highgate Wood School in the weeks running up to the event. A broad range of information, a “drugs box” containing fake drugs, and drug-taking paraphernalia were made available, along with informal support before and after the event.

After a brief introduction and a presentation giving an overview of drugs and alcohol and their use, the session was based on what the parents had identified they most wanted to gain from the event. At this particular event, parents were most interested in gaining support around discussing or addressing drug and alcohol use with their children. Delivery took the form of a discussion guided by the facilitators. The session was well received by around 50 parents, with very positive feedback on the practical use of the content as well as its presentation from those who attended.

Staff: training

Throughout the year Mary Findlow coordinated the provision of clear and concise information around the support services available, and activities being undertaken concerning substance misuse, to the School staff team. However, a key strand of our strategy was to provide information and awareness training directly to staff. Both of the training sessions delivered were part of the School's formal Continuing Professional Development programme - something that enhanced the staff members' engagement in, and valuing of, the training.

The first session was a structured but informal discussion-based session exploring issues and opinions around substance use, to informally provide advice on specific situations raised by staff, and to address any specific queries or requests for information that arose. Towards the end of the session we asked the staff in attendance what they would like to be included within the second session scheduled later in the academic year. In-volve Haringey, and the Hornsey Neighbourhood Police Team facilitated both of these sessions.

The second session was particularly well attended, and covered effects of substance misuse, identifying substances, approaches for addressing suspected but unproven substance misuse, and Highgate Wood School's policy and practice for resolving a wide range of substance-use related issues. Whilst this was a more “presentational” session than the first, it remained audience-led with organic discussion of issues that arose, and was also well received by the staff in attendance.

Feedback from Highgate Wood School

“Overall the pilot has been successful. It has enabled the school community to be able to discuss the aspects of substance misuse that most concern them, in a safe environment.

“Students were empowered by being able to ask questions anonymously and to have the answers given in the context of a formal presentation. Even those who thought that their questions would embarrass the presenters were surprised to hear a response.

“Young people generally have information about substance misuse given to them but as adults we may not be giving them the information they really want. The response from them showed that we were able to do that.

“The staff sessions were well attended; particularly the second session which included signs and symptoms of misuse, dealing with problem behaviours and examining the ‘drugs box’. There was a great deal of discussion in both sessions and again staff were able to ask a range of detailed questions. Those attending were teachers, LSAs, mentors and admin staff. Again the feedback was extremely positive about the knowledge of the presenters and the content of the sessions. The drug mephedrone was very much in the news and there was some discussion about that. They were given a handout of useful websites.

“The parents’ session was also well attended. There were parents with children in all year groups. The feedback was positive. Parents welcomed the opportunity to ask ‘nitty gritty’, fundamental questions of the presenter and to be able to get good advice in a safe environment. They also liked being able to listen to each other and offer their ideas about managing behaviours and developing strategies without alienating their children. They were shown a presentation that enabled them to further their knowledge and understanding of a range of drugs.”

Key outcomes

In terms of referrals, eight students from Highgate Wood School received a specialist intervention from In-volve or COSMIC during the academic year, and many more were provided with information and advice after being identified by school support services, and engaged informally by an In-volve or COSMIC staff member.

In addition to the positive impact on direct referrals into specialist support around substance misuse, there have been several additional successes for the project - in particular around improving access to and understanding of the substance misuse related support available to the Highgate Wood School community.

The future

Regarding Highgate Wood School, we are looking to build on last year’s success, as well as working to engage Years 12 and 13, and incorporate some substance-misuse-specific training into the School’s Peer Mentoring and Duke of Edinburgh’s Award Schemes. We also intend to have a particular focus on raising awareness of alcohol-related issues.

With regard to this project's role as a pilot, we now have a model of effective engagement that we can use as a template to discuss future joint work in other Haringey schools. However, I believe that the reality is that in practice this exact model will simply be a useful tool to illustrate what can be provided, as whilst all of the school communities in Haringey will share common needs, they also operate different systems and structures.

Duncan Mulvany
Service Manager
In-volve Haringey

December 2010

With special thanks to...

Jane Painter for working so hard to start this project moving

Patrick Cozier for bravely volunteering his school for this pilot

Mary Findlow for all her hard work, her invaluable input, and her tireless championing of our services

Sgt. John McGrath and the Hornsey Neighbourhood Police Team for their intelligent and sensitive input, their invaluable delivery, and general support

Liz Horton who deserves significant credit for helping to design and deliver so much of this project

Jenny Boyd for stepping in to deliver a session to a group of over a hundred rather "lively" students at very short notice

Lee Morphew, Dan Leary, Greg St. John, and Maire Hina Bavarday for their work with Highgate Wood students

And last, but certainly not least, to all of the Highgate Wood students for their lively enthusiasm and input!

**Overview and Scrutiny Committee
Update on recommendations from the 21.10.09 Scrutiny Review
30th March 20011**

<p>Original Recommendations agreed by the Commission and OSB <i>Agreed by Commission 21.10.09</i></p>	<p>Corporate Response from relevant Cabinet Member(s) <i>Agreed at Cabinet and Council 21.10.09</i></p>	<p>Update on Recommendations <i>For discussion at Committee 28.02.11</i></p>
<p>Recommendation One</p> <p>That training sessions on the Common Assessment Framework (CAF) and around the Joint Area Review Action Plan be strengthened to include the early identification of substance misuse by children and young people, and the correct assessment processes such as training to include school governors.</p>	<p>Agreed. It reflects actions 1.2.3 1.3.2 in Young People’s Specialist Substance Misuse Treatment Plan and supporting partnership work and embedding of substance misuse agenda in Children’s Services.</p>	<p>At the time of original scrutiny review the CAF did not include section on substance misuse. This has now been rectified. This is occurring. Integrated Working Sessions include use of the CAF and specific information about how to respond if there are concerns about actual or potential substance misuse. Including links to current protocols and tools.</p> <p>In addition CAF assessor training beginning in February includes how assessment work should assist early identification.</p>

Recommendation Two

That the Overview and Scrutiny Committee receive a further report in Autumn 2009 on the delivery of the JAR plan, detailing the specific impact on young people for whom substance abuse may be an issue.

Safer Stronger Communities and Children's Services suggest that the timescale in this recommendation be changed from Autumn 2009 to Spring 2010 to fit in with JAR Safeguarding Plan.

The JAR Safeguarding Plan Milestone Report was updated November 2010. Improved systems for multi-agency working, information sharing and training have improved joint working with young people's substance misuse services and there has been a noted increase of these services being included in core group meetings and other relevant meetings. This has meant that young people have had increased access to professional support and advocacy; and have benefited from improved communication and flow of information between their workers.

Specific milestones/actions from the plan that have had impact on young people for whom substance abuse may be an issue includes:
-First Response multi-agency team has joint working agreements with the Drug and Alcohol Team;
-Information Sharing Protocols

<p><u>Recommendation Three</u></p> <p>That the Panel strongly recommends the introduction of a pilot scheme in a number of secondary schools to improve early identification of pupils at risk of substance abuse with the Director of Children and Young People Services reporting to Overview and Scrutiny Committee the results.</p>		<p>developed;</p> <ul style="list-style-type: none"> -Procedures, protocols and systems developed to work with vulnerable young people who are in gangs; and -Child protection core training curriculum implemented for staff of all agencies
	<p>Safer Stronger Communities, and Children's Services support this recommendation as this is an area of work that has been identified as needing improvement, (re the low numbers of young people in treatment) and will support children's well-being, health and life chances (ECM) by enabling earlier interventions.</p>	<p>This pilot started in 10/09 in Highgate Wood School years 7-11, delivered in partnership between In-volve and COSMIC during the academic year. The pilot was designed to provide advice, information and support to young people at risk of substance misuse and also to young people affected by familial substance misuse. The delivery of the pilot included the following activities:</p> <ul style="list-style-type: none"> -drug and alcohol information stall at parents' evenings; -training for school staff; -regular weekly time slot for young people to meet with In-volve or COSMIC staff for advice, information

		<p>and support; -a dedicated parent information evening; and -year group assemblies addressing questions raised by students.</p> <p>The pilot was well received by school staff, parents and young people. Eight young people were identified as requiring specialist substance misuse support and referred into In-volve. The model has yielded a menu of activities that can be offered to schools throughout the borough and this will be integrated into the young people's substance misuse treatment plan.</p> <p>The first draft of the final report has been received and the final report will be available by the end of January 2011.</p> <p>Report by Duncan Mulvaney attached</p>
<u>Recommendation Four</u>		

<p>That following the transfer of responsibility for drugs and alcohol services to the Children and Young People's services, the Overview and Scrutiny Committee gives consideration to a further review into the commissioning of treatment services examining the cost effectiveness of early intervention against the high cost of specialist intervention at a later date.</p>	<p>Examining the cost effectiveness of early intervention versus high cost of specialist intervention presents difficulties. Accurately measuring the effectiveness of an early intervention in contributing to a young person's future drug/alcohol free state is problematic as this is likely to be due to a combination of interventions and protective factors and so the conclusions will only be speculative.</p> <p>Monitoring cost effectiveness of treatment services (1.5.3 YP Specialist Substance Misuse Treatment Plan) responsibility of YP Commissioner and Commissioning Group.</p>	<p>The transfer of responsibility for drugs and alcohol services to the Children and Young People's Service will occur in April 2011, with Wendy Tomlinson taking the lead. The young people's specialist substance misuse service was put out to tender this year and a new provider, Blenheim Community Drug Project, will take over on 1st April 2011.</p> <p>The new service will be more cost effective than the previous model as a result of staff consolidation and no overhead costs (these are to be paid for by the provider). The new service will provide an opportunity to develop monitoring systems for cost effectiveness.</p>
<p><u>Recommendation Five</u></p> <p>That the Director of Children and Young People's Service (CYPS) be asked to consider the merits of</p>	<p>The model operating in Haringey is very similar to the model identified by the GOL advisor as good practice (Tower Hamlets') in that it is intended</p>	<p>A new set of Integrated Working guidance has been produced and published on Harinet. The Children's Network North Multi-disciplinary</p>

<p>introducing the good working model for the Common Assessment Framework adopted by the London Borough of Tower Hamlets and the integrated targeted youth support teams used by the London Borough of Hackney and Leeds City Council.</p>	<p>to deliver a 'team around the child' approach. Further work is taking place to ensure that this is joined up with our IYSS.</p>	<p>Team Co-ordinator has confirmed that the borough's CAF arrangements have been reviewed and new guidance was issued last autumn. The Youth Service has received CAF training and Integrated Working training and training continues to be delivered.</p> <p>This integrated approach to working and systematic CAF training programme reflects the proposed model because it develops skills and knowledge of practitioners in employing a team around the child approach.</p>
<p><u>Recommendation Six</u></p> <p>That the Director of Children and Young People's Service consider how best to engage primary and secondary schools, GP practices, the Police and Youth Offending Service and local hospitals and integrate feedback.</p>	<p>Safer, Stronger Communities, DAAT and Children's Services support this recommendation. It is key to raising awareness and will improve appropriate substance misuse service referral from universal and targeted provision.</p>	<p>The actions in the JAR plan, Integrated Working guidance and training, and CAF guidance and training are encouraging multi-agency working and bringing together young people's substance misuse services with universal and targeted services. A training programme on identifying the</p>

		<p>needs of young people who are misusing substances or affected by familial substance misuse is being provided to universal and targeted staff with aim to raise awareness and encourage professional networking.</p> <p>Care pathways have also been developed, which will promote services and also provide guidance to staff who are unsure what to do when they have identified that a young person has a substance misuse related need. These systems are helping to raise awareness of the needs of this vulnerable group, the responsibility of each professional to identify and refer, and encourage multi-agency working.</p> <p>However there still remains a need to increase referrals from universal and targeted services. It is envisaged that the new provider of the young people's substance misuse service will build on the progress that has been made to date</p>
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		<p>and will increase awareness and build multi-agency relationships through promotion of the new service, resulting in increased referrals.</p> <p>From April 2011 a new provider of young peoples substance misuse services will be in place - Blenheim CDP. This service will need to work with universal and targeted services in helping identify those young people who may be in need of specialist support and in offering support/advice to young people.</p>
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Lead Councillor: Cllr Name, Cabinet Member for Title

Corporate Director: Name, Corporate Director of Title

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