

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

27 SEPTEMBER 2007

**REPORT OF CORPORATE
MANAGEMENT TEAM**

CABINET DECISION

Children & Young People – Lead Cabinet Member – Councillor Cunningham

ALTOGETHER BETTER : A 5 YEAR STRATEGY FOR IMPROVING THE OUTCOMES FOR CHILDREN AND YOUNG PEOPLE WITH MULTIPLE AND COMPLEX NEEDS

1. Summary

Following a wide ranging review of services for children and young people with complex and multiple needs, the report details a series of recommendations underpinning a 5 year strategy for improving outcomes for this vulnerable group.

2. Recommendations

1. Planning, Commissioning, Co-ordinating and Delivering Services
2. Communication
3. Residential/Respite Care
4. Workforce Development
5. Council Issues
6. Referral Systems/Eligibility Criteria

3. Reasons for the Recommendations/Decision(s)

The culmination of the national disabled children's review is the report 'Aiming High for disabled children, : better support for families' (May 2007) which sets out a range of actions and proposals to create a local and national focus on promoting the life chances of disabled children and their families. In Stockton there are a range of individually effective services, but structures do not always support effective integration, there are some gaps in services and some elements of duplication. This review and the recommendations which follow are designed to improve the quality of outcomes and significantly improve the life chances for this vulnerable group of children and their families.

Members (including co-opted Members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (**paragraph 8**) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (**paragraphs 10 and 11 of the code of conduct**).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting considering the business is being held -

- in a case where the Member is attending a meeting (including a meeting of a select committee) but only for the purpose of making representations, answering questions or giving evidence, provided the public are also allowed to attend the meeting for the same purpose whether under statutory right or otherwise, immediately after making representations, answering questions or giving evidence as the case may be;
- in any other case, whenever it becomes apparent that the business is being considered at the meeting;

and must not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (**paragraph 12 of the Code**).

Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc; whether or not they are a Member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting (unless the interest arises solely from the Member's membership of, or position of control or management on any other body to which the Member was appointed or nominated by the Council, or on any other body exercising functions of a public nature, when the interest only needs to be declared if and when the Member speaks on the matter), and if their interest is prejudicial, they must also leave the meeting room, subject to and in accordance with the provisions referred to above.

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ALTOGETHER BETTER : A 5 YEAR STRATEGY FOR IMPROVING THE OUTCOMES FOR CHILDREN AND YOUNG PEOPLE WITH MULTIPLE AND COMPLEX NEEDS

SUMMARY

- 1.1 Following a wide ranging review of services for children and young people with complex and multiple needs, the report details a series of recommendations underpinning a 5 year strategy for improving outcomes for this vulnerable group.

RECOMMENDATIONS

2.1 Planning, Commissioning, Co-Ordinating and Delivering Services

- 2.1.1 Stockton Children's Trust Board (CTB) and partners accept and work to the agreed definition of 'multiple and complex needs' presented by this review.
- 2.1.2 A clear and explicit commissioning strategy is developed, to include for example direct payments, transitions, early intervention, holidays and short breaks, and person centred planning.
- 2.1.3 A strategic lead for commissioning services for children and young people with multiple and complex needs is identified, to work directly to the Complex Needs Service.
- 2.1.4 Multi-agency protocols and agreements are developed across services and agencies, to set out how partners will work together to support children, young people and their families from birth through to transition to adulthood.
- 2.1.5 A single point of contact/central team/base is established to co-ordinate the delivery of complex needs services for children and young people. The central team should include close and explicit partnership with the developing Federation of Special schools in Stockton.
- 2.1.6 Clarify and agree the extent to which commissioning responsibility for complex needs remains with the CTB/Council, and the extent to which it goes out, to schools or the Federation for example.
- 2.1.7 Establish and maintain an active database to enable a clear understanding of the population and its needs. The data base must be accessible, able to be interrogated, and co-ordinated, through dedicated MIS time.
- 2.1.8 Review and refresh the protocols surrounding Health Care and Social Care tasks, with a view to achieving better efficiencies and promoting inclusion (clinical governance).

- 2.1.9 Review current eligibility criteria and establish a range of appropriate services for the increasing population of high functioning ASD children and young people within the borough.
- 2.1.10 Review protocols and establish clarity with partners in relation to the provision of services for looked after children and young people with complex needs.
- 2.1.11 Review policy/funding priorities in order to establish permanence of funding to support and develop good practice that has previously depended upon grants (for example the highly successful Early Support Key Worker programme).

2.2 Communication

- 2.2.1 Develop an information/communication strategy and ensure explicit linkages to the CTB Service Directory, to improve the management of information across and between Services and provide information to families at the point of need.
- 2.2.2 Review and refresh confidentiality/data sharing protocols across agencies, and agree a common process.
- 2.2.3 Develop protocols and procedures to enable the views of children and young people with multiple and complex needs to be explicitly embedded within the developing PIC network and service design.

2.3 Residential / Respite Care

- 2.3.1 Action the recommendations of the 'Short Break' Unit for Children with disabilities' report and proceed to commission a new respite/holiday/day care unit to replace current Piper Knowle and Hartburn Lodge provision.
- 2.3.2 Develop options for 52 week residential provision as a CESC/Health partnership alongside the Federation and King Edwin school.

2.4 Workforce Development

- 2.4.1 Undertake a robust skills audit, alongside the developing Children's Workforce Development Strategy and ISA development, to match workforce development needs to current and future context and population.
- 2.4.2 Support and embed the key worker system operating within Early Support, and extend it across the age range and into transition.
- 2.4.3 Review CPD and training policies to ensure SEN and disability training pervades Children's Services staff initial training and continuing professional development.
- 2.4.4 Develop the lead professional role, and distinguish between the roles and responsibilities of lead professionals as against key workers.
- 2.4.5 Develop and agree across agencies a common competency based appraisal system which is applicable across the range of statutory systems currently in operation.

2.5 Council Issues

- 2.5.1 The developing transport strategy pays explicit attention to children and young people with multiple and complex needs.
- 2.5.2 The developing Parenting Strategy pays explicit attention to the needs of families supporting a child or young person with multiple and complex needs.
- 2.5.3 Complex Needs Service to work with Adult Services to develop and implement effective procedures around person centred planning, to support families and young people on transition from Children's to Adult's Services.

2.6 Referral Systems / Eligibility Criteria

- 2.6.1 CAF to be used as the single referral method by all agencies, through to a single multi-agency complex needs panel sited within the Complex Needs Team.
- 2.6.2 Until such time as CAF is operational, all existing referral criteria to be cross referenced to the agreed definition of 'complex needs' referred to in the review.

3.0 DETAIL

- 3.1 The borough of Stockton on Tees is responsible for providing high quality services to 46,000 children and young people. Within that group are 1,800 who have particular needs, either physical, educational or emotional. Approximately 200 children and young people are looked after in public care and 200 are placed on the Child Protection Register.
- 3.2 The needs of many of the 46,000 children and young people in Stockton are being met effectively. In order to guarantee an excellent service for all children and young people, it was considered timely to consider a review of provision of services for those with complex needs.
- 3.3 The Government's second Comprehensive Spending Review (CSR) will report in the autumn of 2007. It will set out national spending plans and priorities for the years 2008-09, 2009-10 and 2010-11. This CSR report will be informed by a series of policy reviews, one of which is a review of children and young people, building on the Government's strategy to improve their outcomes. A significant strand of this work is the disabled children's review.
- 3.4 The culmination of the national disabled children's review is the report *'Aiming high for disabled children: better support for families (May 2007)* which sets out a range of actions and proposals to create a local and national focus on promoting the life chances of disabled children and their families. The CSR should announce the funding to make these proposals a reality.
- 3.5 A significant programme of work and policy reform has been put in place Nationally to improve outcomes for disabled children and their families. This has been detailed in the first section of the Complex Needs Review (**Appendix A**).
- 3.6 It was recognised that locally there are a range of individually effective services in Stockton but that: coordination was sometimes haphazard; structures did not always support effective integration; there were some gaps in services and at times elements of duplication which impacted on cost effectiveness. This mirrors the national picture for such services.

3.7 The review team therefore set out to audit services for children with multiple and complex needs and their families and make recommendations that would improve outcomes in three priority areas:

- Access and empowerment
- Responsive services and timely support
- Improving quality and capacity

3.8 This review initiates a phased process to ensure provision of services for children and young people with multiple and complex needs in Stockton-on-Tees is made 'altogether better' with a long term goal of transforming their life chances. It is envisaged the process will have 4 phases. The work undertaken to date comprises phase 1, the Federation and re-configuration of the special schools and phase 2, the review of broader services for children with multiple and complex needs and corresponding recommendations. Phases 3 and 4, comprise the action planning and staged implementation of the recommendations.

4.0 PROCESS

4.1 In order for the review to result in recommendations that would subsequently be acted upon across the range of service providers within and outside the Council, it was acknowledged from the outset that shared ownership and acceptance of the need for change and development was necessary. To this end a half day workshop session involving over 50 officers and key partners from Health, CAMHS and schools was held to launch the review. From this wide group a representative steering group was formed and it is this group, drawing on others through working parties, which has conducted the review and tabled the recommendations. The method of working has resulted in very effective partnership and laid the foundations for a dynamic integrated multiple and complex needs service team.

4.2 The review offers a definition of multiple and complex needs, with a view to achieving consistency of approach across agencies. In summary;

Children with multiple and complex needs have a number of discrete needs that require intensive ongoing involvement from at least two, often more, agencies. Their needs are often chronic and may be life-long. These needs tend to interact, exacerbating their impact on the child's development and well being.

4.3 The review provides a snapshot of need in Stockton which identifies a number of issues in terms of service planning. For example, the data suggests the single, most prevalent area of need is Autism with, from Y4 (age 9) between 20 and 30 youngsters per year group through to Y11 (age 16) being identified as requiring a Statement of Special Educational Need.

4.4 Currently 14 children and young people are placed in residential settings outside the local authority at an annual cost of £1,715,659. The complexity of their needs requires such a specialised mix of provision it is not possible to meet their needs locally. Nationally the average cost for an out of district placement is £57,150 per year. In Stockton the figure is £117,598. This is indicative of the fact that we do provide for the vast majority of our children and young people within the borough.

4.5 From the Audit and the original workshop four amalgamated themes were identified for more detailed analysis;

- Transitions
- Residential & Respite Care/Fostering & Adoption/Out of Authority Placements
- Eligibility Criteria/Early Intervention/Prevention Support Services
- User Views/Diversity/Parental Involvement

In addition relevant national and local data regarding incidence levels was circulated to Steering Group Members.

These four themes were then explored outside of the Steering Group in the form of working parties drawn from a wider range of stakeholders with the findings from that analysis providing the basis for the recommendations.

4.6 The Steering Group has anticipated that their report and its findings will set the parameters for the wider agenda for the development of an integrated team for supporting children with multiple and complex needs within the Borough. In addition the Action Plan developed from the review will also provide the framework of the work stream for the Manager of that integrated team.

5.0 CONCLUSION

5.1 The review identifies that multiple and complex needs affect a wide range of children and young people to varying degrees and with varying consequences in Stockton.

5.2 Overall, there is a variety of excellent practice including;

- Targeted and outreach information provision provided in accessible formats.
- Single access points and 'one stop shop' approaches.
- Services that address 'whole person' needs and do so in partnership.
- Personalised and person-centred service responses.
- Co-ordinated and integrated assessments.
- Outreach services that seek out and stick with 'hard to reach' groups.
- Community development and empowering approaches, such as peer education, that promote participation and engagement.
- Professionals with a remit to link and co-ordinate support services such as key workers, link workers or service navigators which help minimise the impact of service fragmentation.
- Creative examples of joint work, partnerships and joint training.
- Access to direct payments.

- 5.3 Nevertheless there are concerns about the quality of some responses obtained regarding children with multiple and complex needs, who continue to be significantly disadvantaged and excluded. Such concerns arise out of gaps in services and support which stress the need for more innovative and creative joint strategies, as well as partnerships that actively involve service users in increasing the effectiveness of the service response.
- 5.4 The review report and recommendations provide clarity about the framework and priorities which need to be addressed in respect of this especially vulnerable group of children and young people and as such is another piece of the jigsaw in the development of excellent integrated services in Stockton-on-Tees.
- 5.5 Cabinet is requested to endorse the recommendations made in the report and ensure systems are put into place to action them.

FINANCIAL AND LEGAL IMPLICATIONS

Financial

The majority of recommendations in this respect are cost neutral, insofar as they represent a different and more co-ordinated/cost effective way of working across integrated services. The appointment of a Complex Needs Service Manager will be necessary, but this has been costed within the mainstream CESC budget. Recommendations in 1.3 Residential/Respite Care have budget implications, which are detailed in the 'Short break unit for children with disabilities' report.

Legal

Legal implications are inherent in not addressing recommendations which ensure the provision of good services for children and young people with multiple and complex needs. The Disability Discrimination Act is the key statutory document the Council is bound to adhere to.

RISK ASSESSMENT

This Altogether Better Strategy is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk.

COMMUNITY STRATEGY IMPLICATIONS

Community Safety and Well-Being

The strategy will improve outcomes for children and young people.

Health

The strategy will improve co-ordination of health services.

Education and Lifelong Learning

The strategy will support education and lifelong learning.

Arts and Culture

The strategy will support inclusion and greater participation.

CONSULTATION INCLUDING WARD/COUNCILLORS

Consultation has taken place across Health, Education and Social Care, involving Parents, Carers, Children and Young People. The Children's Trust Board, Safeguarding Board and Enjoy and Achieve Board have also been consulted.

Name of Contact Officer : Julia Morrison
Head of School Effectiveness
Telephone No. 01642 527041
Email Address: julia.morrison@stockton.gov.uk

Background Papers

Ward(s) and Ward Councillors:

Property

Recommendation 1.3 Residential/Respite Care has implications for the Council's property, it is based upon the need to replace current provision in Piper Knowle and Hartburn Lodge.