

**PROPOSAL TO DEVELOP AN INTENSIVE INTERVENTION SERVICE FOR
CHILDREN AND YOUNG PEOPLE**

Cabinet Date	1 February 2017	
Children & Young People and Strategic Commissioning	Cllr Paul McLain	
Key Decision	Yes	
Background Documents	None	
Location for inspection of Background Documents	http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1 Hard copies can be obtained from: Helen Price, Lead commissioner Families Tel: 01452 328484 Email: helen.price@gloucestershire.gov.uk	
Main Consultees	<ul style="list-style-type: none"> • Staff, children’s social care and Prospects • NHS provider services (2gether Trust, Gloucestershire Hospitals Trust) • Vulnerable young people in care • Key partners – including Police 	
Planned dates	April 2017	Phase 1 set up.
	August 2017	Proposed start date of first phase of Service with Intensive team, foster carers and some supported living provision.
	Jan 2018 – Summer 2018	Development of residential provision.
	Summer/ autumn 2018	Service fully operational.
Divisional Councillor	All	
Officer	Helen Price, Lead Commissioner Families Tel: 01452 328484 Email: helen.price@gloucestershire.gov.uk	

<p>Purpose of Report</p>	<p>To seek Cabinet approval to develop an Intensive Intervention Service for the most vulnerable at risk young people. To jointly develop this service with Gloucestershire clinical commissioning group in order that more effective use is made of total spend and resources.</p>
<p>Recommendations</p>	<ol style="list-style-type: none"> 1. That Cabinet approve: <ol style="list-style-type: none"> a) The proposal to develop an Intensive Intervention Service for young people. 2. That Cabinet authorises the Commissioning Director, Children and Families, in consultation with the Cabinet Member for Children and Young People and Strategic Commissioning, to: <ol style="list-style-type: none"> a) Enter into a formal joint funding agreement with Gloucestershire Clinical Commissioning Group, if required, to invest in the Intensive Intervention Service
<p>Reasons for recommendations</p>	<p>Analysis has identified a group of young people with complex needs where current provision is not meeting their needs adequately. Dual pressures on sufficiency of placements and spend on this group is acute and offers significant risks. Examination of national best practice, the underlying needs of this group and young people's experiences indicates that the proposed new service offers the best chance of :</p> <ul style="list-style-type: none"> • Improving the council's ability to place the most vulnerable young people in placements that comply with regulatory requirements • Improving outcomes for this group, including reducing offending improving stability and improving educational and employment prospects. • Containing and reducing current spend
<p>Resource Implications</p>	<p>Across the health, education and social care economy we currently spend £7.8 million on out of county placements for 100 children and young people aged 11-18. This is estimated to rise to at least £9.2 million in the next 6 years if we continue to purchase placements in the same way. Within social care the projected overspend for 2016/17 is £1.6 million and this will continue to rise in future years.</p> <p>As set out in the MTFs papers, an investment of £1.4 million revenue is required to support the smooth transition to the new service and prevent the current overspend on the budget continuing.</p> <p>Capital of £1.2 million is required to provide appropriate accommodation including residential provision.</p>

1. Background

The overall number of children in care in Gloucestershire has risen from 465 in 2011/12 to 627 as of the end of September 2016), a 26% increase. Gloucestershire's position reflects a national trend which has seen a 5% increase since 2011/12, in the South West the increase was 10% in the same period. Some councils have seen their numbers double during this period¹. Gloucestershire had relatively low rates of children in care; current increases bring it in line with statistical neighbours. The reasons for the increase are complex and include changes in decisions made during the court process, more robust assessment processes in response to, for example, findings of serious case reviews, which have led to improved responses locally to issues such as neglect.

There are a growing group of young people who have significant needs and complex issues. These young people tend to be older (over 11) and are referred and supported through social care or mental health services or a combination of both. This relatively small group of young people account for 41% of the placement budget spend for children in care. This group tend to have more placement breakdowns and require higher cost more intensive placements and services. Private residential providers have not been able to consistently meet their needs resulting in situations where we have been unable to find them homes. This is a situation that is replicated throughout the country as local authorities are increasingly trying to meet the needs of this cohort with limited capacity in the market to respond.

The current context has meant that two significant issues have become much more acute over the last 3 years:

Rising spend – Spend on this group of young people has historically been volatile and it has always been challenging to manage and contain. Spend continues to rise on this group year on year and without action will continue to do so.

Sufficiency- over the past 9 months the number of these young people who we have not been able to find placements for has been increasing - leading to alternative packages of care and/or crisis very short placements. Prior to the current situation these types of arrangements were rare, tending to occur in exceptional circumstances, at peak times. Spend on emergency crisis arrangements is usually significantly more, and puts pressure on other parts of the health and social care system with resources across the system not being utilised in an efficient and joined up way.

In the main these young people have significantly poorer outcomes than their peers and the care population as a whole. They are more likely to engage in offending activity, be subject to forms of exploitation and are less likely to be engaged in education with stable employment prospects and training.

A shared issue

These young people's needs tend to span social care and health services, many are described as having emerging personality disorders or conduct disorders and continue to display similar behaviour and use multiple services going forward into adult life. They can and do present to the range of social care services in crisis and to gateway services such as the hospital Emergency Department, with self-harming, psychosis or

suicidal behaviours. Typically when faced with these young people individual agencies work hard to find solutions. However, as services are not currently integrated this can take a great deal of time and solutions are often achieved despite the current system.

As a health and social care economy, joint spend is currently £7.8 million on placements for this group of young people. It is estimated that could rise to at least £9.2 million in the next 6 years if nothing changes.

Work undertaken, including consultation with young people

In order to address these issues the following work has been undertaken to

- Understand the needs of these children and young people more fully (with Research in Practice)
 - 64% of this cohort had experienced domestic abuse and 36% had suffered from chronic neglect.
 - 56% of the young people had been excluded from school, an average of 10 times each.
- Examine best practice nationally to ascertain the best way to address the current issues. Two national innovation projects have been successful in addressing similar issues elsewhere, Hope House (Surrey) which has a mental health focus and No Wrong door (North Yorkshire) with a social work and social care focus.
- Consultation with young people to understand what would have made their experience more successful and less traumatic. They reported that their experience of current provision is negative, they highlight that being away from friends, family and school can exacerbate their issues and result in further problems later on. They value key relationships with a trusted worker, to be near to friends and family and maintain links. They felt that time out when crisis occurred to think about their next move might have been helpful.

The combined findings have indicated that to successfully address quality of care for young people, the sufficiency of placement issues and control and reduce spend the following factors are crucial:

1. A whole system approach which encourages a culture of enabling as many of these young people to be supported through crisis into community (family or foster care) based permanence is important
2. A service which maintains at least one key relationship with young people, wherever there are living
3. Assessment and planning which galvanises the full range of professionals who can support more complex young people with significant, behavioural, mental health and social needs.
4. Flexibility in staffing which allows the total staffing resource to be deployed where the most demand is located.
5. A service which makes the most of family and fostering options by offering 24 hour support and specialist mental health advice.
6. Flexibility of placement options, enabling young people to move smoothly between home, residential and fostering options
7. When crisis occurs, the service is able to flexibly and quickly deploy a range of support to manage and contain it and not lose sight of the longer term plan.
8. Placements and day provision which is close to home to enable the service to focus on enabling young people to keep and develop community connections

and access universal provision (such as school and social groups) where possible.

2. Proposal

A more integrated, intensive response is required in order to effectively meet the needs of these children and young people and ensure that they receive the help required in a timely way. It is proposed to jointly develop an intensive intervention service with Gloucestershire Clinical Commissioning Group (GCCG) as key partners and with the support of stakeholders. It will provide:

- Local dedicated short term and emergency residential placements (used as an intervention across two children's homes)
- Highly skilled foster care
- Timely intensive one to one support, maintaining relationships with one key worker for young people
- Integrated mental health, physical and sexual health support
- Education, employment, training and positive activities through day provision
- Parent and carers support

The service will be a combination of home based support, residential and foster care delivered by skilled social workers, family workers as well as mental health workers within day service or in residential/foster placements where required.

This proposal will offer a whole system approach which replicates the best aspects of the national best practice examined. Both models have strong evidence of reduced spend, fewer placement breakdowns and significantly improved outcomes for young people. It will allow for flexible deployment of staff that will allow key relationships to be developed and maintained wherever a young person is placed. It allows the total staff resource to be used to offer a 24 hour response, actively seeking to de-escalate crisis and avoid family or placement breakdowns. These arrangements would actively seek to where possible keep young people close to home and to promote and support engagement with local education and community solutions. Given the challenges in the residential care market currently, these services will initially be developed through the current main providers, the Council, Prospects and 2gether NHS Foundation Trust. This does not preclude alternative delivery mechanisms at a later date. The model assumes that existing services such as youth support, diversion and placement support, fostering will be reconfigured to work as part of the intensive service.

A detailed business case has been developed which suggests a positive impact on both spend and sufficiency:

Effect on spend – over a six year period the spend on placements for this group of young people could reduce by £2.5million. This would be achieved by a combination of reducing spend on externally spot purchased residential placements and maintaining young people either at home or in foster care. This includes the costs of service set up and assumptions about the initial need to run the current and new system in parallel.

Effect on sufficiency- Dedicated local residential placements should address sufficiency problems and will provide flexibility for emergency and short term

placements. There will be an expectation that the majority of young people will be placed within this provision.

Improved outcomes for young people – The combination of provision and dedicated experienced multi disciplinary staffing will enable these young people to have more stable local placements and have fewer crises. This in turn will enable them to take up the broader opportunities to improve their educational attainment, remain part of their community and family networks and be less likely to become involved in risky or antisocial behaviour. The whole service will be more able to help these young people to realise the potential they have to become successful adults.

3. Resource requirements

Across the health, education and social care economy we currently spend £7.8 million on out of county placements for 100 children and young people aged 11-18. This is estimated to rise to at least £9.2 million in the next 6 years if we continue to purchase placements in the same way. Within social care the projected overspend for 2016/17 is £1.6 million and this will continue to rise to over £2.1 million per annum should nothing change (cumulative overspend of £8.7 million over 5 years). The proposed option requires additional investment in the Children and Families budget as proposed in the council's 2017/18 budget of £1.4m, a total investment of £6.9 million revenue over 5 years. An additional £1.2 million capital will also be required with the aim of returning spend to current budget levels over a 5 year period. The investment required will be less than the predicted cumulative overspend over the same period. For 2017/18 the additional revenue investment will meet set up and transition costs.

The investment will fund the transition from current arrangements, which rely on private providers, to the integrated provision described above with the benefits this provides. The model assumes that existing services will be reconfigured to work as part of the intensive service; resourcing for these services will be within existing resources. The capital investment will fund the purchase and adaptation of two properties for residential provision, each with four beds, living accommodation and office space.

4. Options

The following options have been considered:

1. Do nothing – This option will not enable any of the key factors to be met, it will not address the sufficiency or spend issues to be addressed. These issues will become more acute. Current issues resulting in distant placements, lack of ability to offer continuity of relationships, care and support for young people will not be addressed. Shared, integrated responses which address the complex nature of these young people's need will not be addressed.

2. To develop an intensive integrated support service (without residential placements) – this option will reduce spend slightly but will not fully enable spend to be contained, residential spend will continue to rise and sufficiency will continue to be problematic. It will not allow young people to be placed locally, and therefore will not meet all of their needs resulting in the continuation of high cost placements.

3. To block buy residential placements (in a regional arrangement which could be locally based) – This option will only partially address the sufficiency issues, other councils who have pursued this option have also developed council run residential provision as the residential providers cannot effectively meet the needs of the complexity of all of the cohort of young people, especially in crisis situations. It will not sufficiently contain spend and will only partially address the key factors identified, shared integrated responses which address the complexity of the needs of these young people will not be achieved.

4. To pursue the proposed option – this option is the only option which fully addresses the key factors identified, most importantly improving long term outcomes and life chances for young people combined with addressing the rising spend and sufficiency issues.

5. Officer Advice:

The current situation is not a sustainable option. The recommended option will enable the council in partnership with the CCG to attempt to address the rising spend, quality of service, outcomes and sufficiency issues that it faces in respect of these young people. It is the only option that builds on best practice which have been successful; this model increases the likelihood of the council being able to address these issues however it does not guarantee complete success. Developing this option jointly with the CCG will allow better use to be made of joint resource to address a shared issue.

6. Risk Assessment

Risk of poor mobilisation - This will be a complex service; it involves a number of different providers with different professional and organisational priorities. There needs to be considerable staff development to develop the expertise and confidence in working differently with this group of young people. Securing suitable premises and meeting tough regulations and planning requirements will be necessary.

Mitigation: Careful, robust project management and continued involvement of staff in co-design. Cross council expertise to ensure practical mobilisation through dedicated officer links and expertise secured at an early stage.

Delays and risks in managing residential provision – The council does not currently manage residential provision for this group of young people. This is a highly regulated environment which requires sufficient, skilled management oversight. OFSTED may require the council to limit or restrict the residential provision as it develops. Insufficient compliance with OFSTED requirements and inspection regimes may risk, inadequate judgements in the future.

Mitigation: Ensure that sufficient, skilled management oversight is in place, should this not be secured in a timely way consider delaying start dates. Compliance with all regulatory processes, robust monitoring and reporting systems must be in place.

Overall numbers of children and young people in care continue to rise – Should overall numbers of children in care continue to rise, additional pressure will be placed on placements and support, this may compound current issues. This would put pressure on budgets and the availability of placements which could result in the service becoming 'log jammed' unable to move children on.

Mitigation: This proposal delivers to a small cohort of the overall care population, it is specific and benefits (including savings) can be directly associated with this cohort. Other measures (such as investment in social workers and improving practice) are being developed; these should impact on overall numbers of children in Care over time.

Reputational risks due to inability to safely care for young people – The young people using the service have experienced significant difficulties and can be a significant risk (due to others or their own behaviour) and/or present significant risks to others. Currently the council shares this risk with private residential providers, providing in house residential means that the risk lies solely with the council. More recently residential providers have sought to manage this risk by refusing placements so this risk must be considered alongside the risk the council can face of having no placement for a young person.

Mitigation: Ensure that sufficient, skilled management oversight is in place. Compliance with all regulatory processes, robust monitoring and reporting systems are in place. As part of project planning consider whether alternative delivery models could mitigate risk but still ensure young people can access placements.

All of these risks must be balanced against current risks the council is experiencing when young people are unable to be placed, placements break down and inappropriate placements being made.

7. Equalities considerations

A due regard statement has been completed and has found the impact of these proposals to be positive across most characteristics, with opportunities to improve service provision. No negative impacts have been identified.

8. Performance Management/Follow-up

A robust performance framework will be developed to offer clear, responsive oversight of this service. It will focus on the following areas:

- Compliance with regulatory requirements, to ensure all residential and provision is good quality.
- Unit costs of provision and overall spend on this group to contain and reduce overall spend in this area
- Improved outcomes for this group, including engagement in education, training and work
- Sufficiency of placements and home based support that enable this group of young people to be successfully placed or return home where possible
- Avoidance of escalation of need, reduced crisis presentations requiring less than satisfactory responses which can compound problems and issues

Report Title	Proposal to develop Intensive service for children and young people
Statutory Authority	Children's Act 1989 Children Act 2004 (Guidance and Regulations) Children and Young People Act 2008 Leaving Care Act 2000
Relevant County Council policy	Gloucestershire Early Help and Children and Young People's Partnership Plan: 2015-18 http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=64573&p=0 Sufficiency Statement
Resource Implications	<p>Across the health, education and social care economy we currently spend £7.8 million on out of county placements for 100 children and young people aged 11-18. This is estimated to rise to at least £9.2 million in the next 6 years if we continue to purchase placements in the same way. Within social care the projected overspend for 2016/17 is £1.6 million and this will continue to rise in future years.</p> <p>As set out in the MTFS papers, an investment of £1.4 million revenue is required to support the smooth transition to the new service and prevent the current overspend on the budget continuing.</p> <p>Capital of £1.2 million is required to provide appropriate accommodation including residential provision.</p>
Sustainability checklist:	
Partnerships	The council is seeking to develop this service with the CCG and continues to involve providers of closely aligned services such as the Police, alternative educational provision and community services.
Decision Making and Involvement	N/A
Economy and Employment	This service will seek to maximise opportunities for this group of young people to engage in education, employment and training and to contribute positively to the local economy.
Caring for people	Provision of this service, supports Gloucestershire County Council to meet its statutory obligations under the Children Act 1989 as amended to make available appropriate accommodation and support for vulnerable Children and Young People.
Social Value	This service seeks to ensure that this vulnerable group of young people is afforded the opportunity to contribute to their local communities and to recognise the social value they can bring

Built Environment	N/A
Natural Environment' including Ecology (Biodiversity)	In securing premises for the residential children's homes the council will seek to ensure that any provision minimises the impact on the natural environment.
Education and Information	This service will seek to maximise opportunities for this group of young people to engage in education, employment and training. It will seek to reconnect this group of young people as this group is often excluded from education and they currently have significantly poorer educational outcomes and employment prospects.
Tackling Climate Change	Carbon Emissions Implications? / Neutral/ Vulnerable to climate change? / No/
Due Regard Statement	Has a Due Regard Statement been completed? Yes/No Yes - considerations included in main body of report A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1 Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk .
Human rights Implications	The service will be required to abide by the principles of the Human Rights Act and will have clear policies in relation to the human rights of young people. <ul style="list-style-type: none"> - Children Act 1989 - UN Convention on the Rights of Children (Article 12) - National Standards for the Provision of Advocacy Services 2003
Consultation Arrangements	Young people and their families will continue to be consulted throughout the development of this service. To date their views have shaped the initial planning and early development as described in the body of the report. An established consultation group will continue to be involved and specific consultation with young people within the cohort who tend to be less well heard is planned. Parental consultation is less well developed and this will be strengthened as the service is developed. Neighbourhood consultation when the locations of the residential children's homes are known will be initiated as part of the planning approval process.