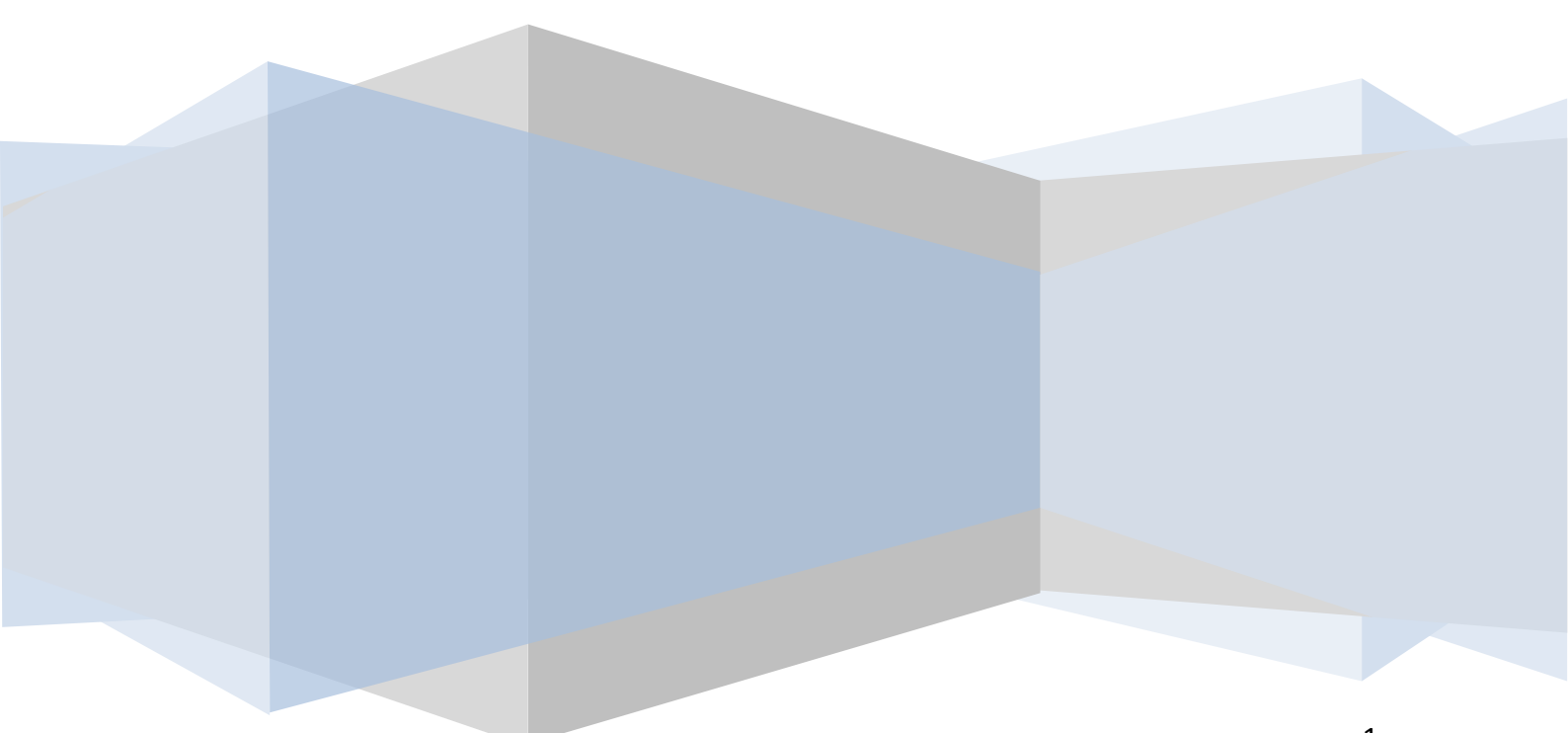


Local Area Teams

PREVENTION AND EARLY INTERVENTION

New operating model blueprint



“Providing Early Help is more effective in promoting the welfare of children than reacting later. Early Help means providing support as soon as a problem emerges, at any point in a child’s life, from the foundation years through to the teenage years. Early Help can also prevent further problems arising, for example, if it is provided as part of a support plan where a child has returned home to their family from care.”

Working Together to Safeguard Children 2014

“Support services seem to be very good once you can get into 'the system'. There is little support for those just on the outside and it seems that in some cases support is only available once someone is at breaking point. It would be better to focus more on early intervention and prevention rather than cures”

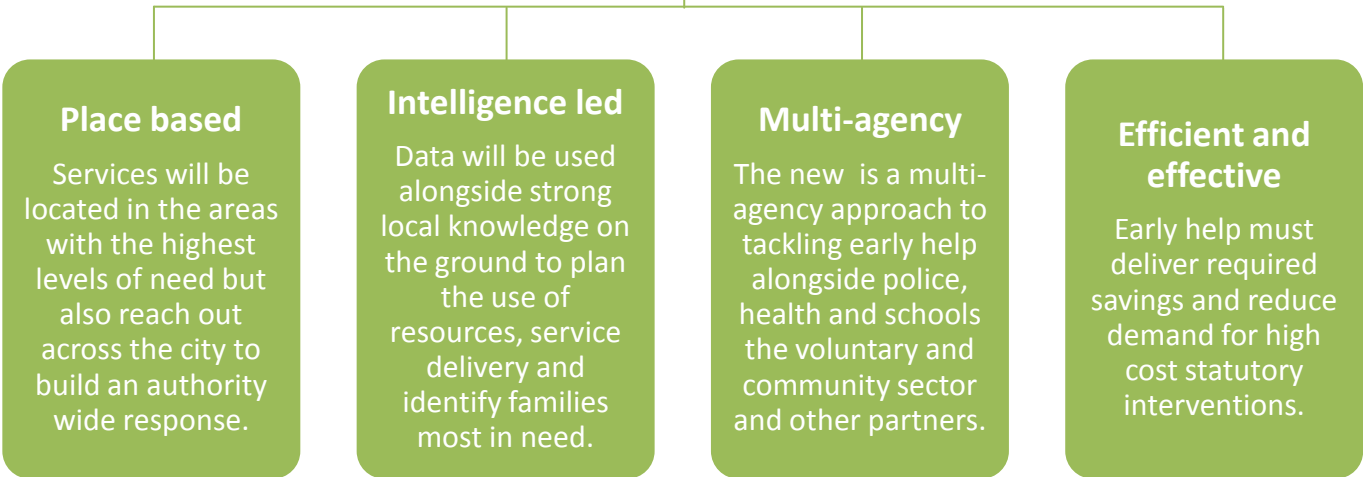
A York Mum.

“When I was 9 and we ran away from me Dad. That’s when you should have got me.”

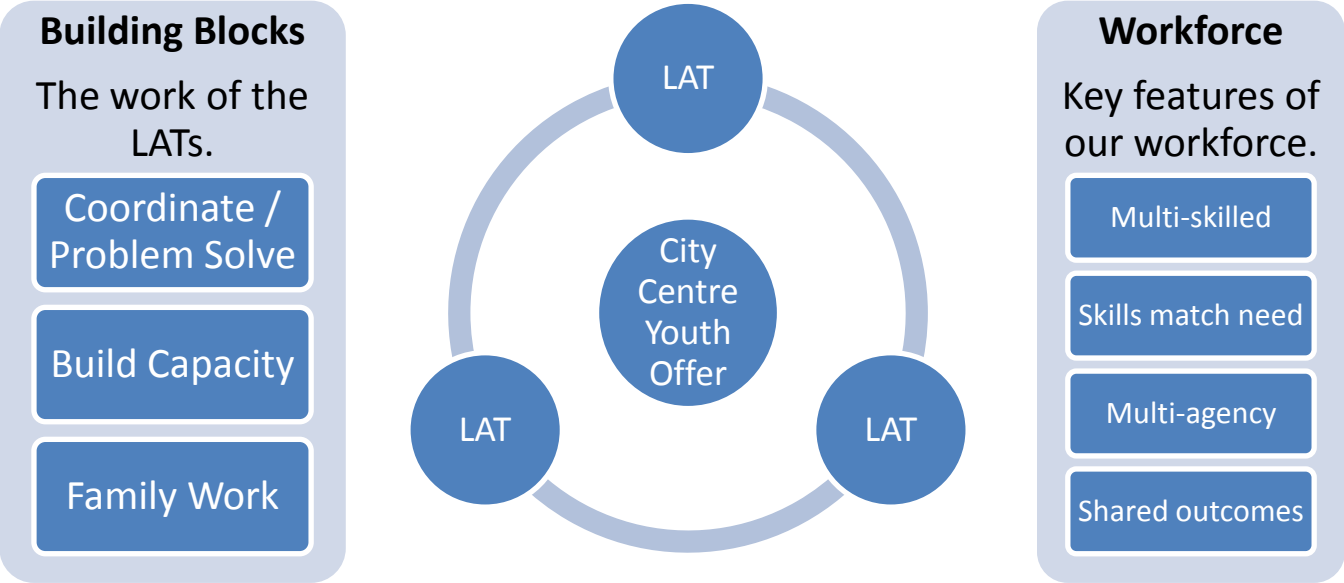
A young offender, asked about when early help could have helped him.

VISION: Children and young people are the heart of our city and of everything we do.

Safe **Resilient** **Achieving**



3 Local Area Teams, a city wide and city centre Youth Offer



Central functions addressing



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BACKGROUND

Ensuring effective prevention and early intervention arrangements for children, young people and families is an essential responsibility of the council and its partners. A review of our early help arrangements is required in order to prevent families most in need from suffering poor outcomes and placing demand on high cost specialist services at a later stage.

The proposal is to establish a number of multi-agency **Local Area Teams** (LATs) that will cover the entire city and deliver early intervention services to families with children aged 0-19 years (up to 25 years for those with learning or physical disability).

The Local Area Teams will be based in areas identified as having the highest need but will provide a service delivery reach across the whole local authority. Local intelligence and data will be used to identify areas and families in need, coordinate the right range of services for families, and look to build capacity within the community and voluntary sector to support the universal offer for all local residents to access.

The move towards working in local areas will remodel a range of existing services into a more effective and efficient set of early help arrangements. This remodelling will require us to work in new ways to meet the needs of families.

The review of our early help arrangements aligns with the council's move towards a new operating model more generally. The development of Local Area Teams will forge the way ahead of further developments across the council towards new operating models. The development of Local Area Teams particularly aligns with:

- Plans to develop prevention and early intervention arrangements for Adult Health and Social Care, and across neighbourhood and Housing services.
- A review and rationalization of council and partner assets which will look to make the best use of buildings and resources in local communities

The review is also an opportunity to align resources with wider partnership developments that intend to deliver more efficient support at an earlier stage. Particularly, the proposal compliments current developments including:

- The Healthy Child Programme for Public Health, establishing a more informed and streamlined approach to health promotion for 0-19 year olds.
- The 'Future in Mind' Transformation Plan that increases capacity to respond to earlier onset of mental health issues and promote independence and self reliance.

VISION

Our vision for early help is one where we have strong and resilient communities, where families with emerging needs can get the right support at the right time and that the council works with all partners, including communities, in addressing this critical agenda.

Our new early help arrangements will be:

- **Place based** – Services will be located in the areas with the highest levels of need but also reach out across the city to build an authority wide response.
- **Intelligence led** – Data will be used alongside strong local knowledge on the ground to plan the use of resources, service delivery and identify families most in need.
- **Multi-agency** – The new model is not just a council response but part of a multi-agency approach to tackling early intervention alongside police, health and schools the voluntary and community sector and other partners.
- **Efficient and effective** – The early help approach must deliver the required savings and demonstrate effectiveness in preventing demand for high cost statutory interventions.

BUSINESS CASE

The City of York Council is wishing to redesign the way in which services respond at the first sign of problems for children, families, communities and neighbourhoods. Evidence based research into early intervention shows that if issues are tackled at an earlier time in a family's difficulties, there is a significant chance of preventing the need for more specialised and therefore high cost services at a later stage. The issues that children and their families can often present with are not the concern of just one service area, they range across services and communities and require a more coordinated and understanding local approach to supporting change.

In its simplest terms the business case for this project is to establish a new place based operating model for early help services that takes an intelligence based, multi-agency problem solving approach which is responsible for improving the outcomes for vulnerable children, young people and their families, in their respective communities. The new model must prevent escalation of problems and the need for high cost and specialist interventions.

The development of this new model is taking place against a back drop of financial pressure on public spending and where the operating environment is changing rapidly for all agencies. The model needs to be flexible and sustainable against the changing resource base of the council and partners.

BUDGET

In order to provide a balanced budget for 2016/17, and to contribute to a balanced outline budget strategy for the years 2017/18 to 2019/20, all Directorates were required to identify savings that could be made to contribute to the predicted reduction in resources. The original savings profile attached to this project was for recurring reductions in the combined budgets for the service areas within scope of this project of £1001k in 2016/17, £519k in 2017/18 and £87k in 2018/19, a total reduction over the three financial years of £1,607k. As part of the council-wide scrutiny of savings proposals, and the initial high level of savings targeted from these areas, a decision was made to reduce the saving in 2016/17 by £135k, on a recurring basis, thus reducing the overall saving to £1,472k.

Following the announcement of a further £781k of transitional funding from the DCLG for 2016/17 and 2017/18, this savings target has been re-profiled to £566k in 2016/17, by allocating £300k of this funding back into the revenue budgets of the services within scope of this project for a further two years, with the £300k saving not now being delivered until 2018/19. This allows the opportunity to plan the implementation of the new model over a longer timescale.

The driving force behind the establishment of Local Area Teams is to establish a new and effective operating model. This model must be able to operate within the resources that are allocated to it. The savings profile associated with the services that are in the scope of this project is set out in the following table:

General Fund Budget in 2015/16 of services in scope	£3,646k
2016/17 savings target	£566k
2017/18 savings target	£519k
2018/19 savings target	£387k
Total savings to be achieved (40.4% of 2015/16 budget)	£1,472k

In addition, as part of the Capital Strategy for 2016/17 to 2019/20, approved by full Council on 25 February 2016, an additional £100k was allocated into the Children's Services Capital Programme to allow further investment in buildings as required to assist in the delivery of this programme.

The capacity to develop and deliver this new operating model will be drawn from existing resources.

SERVICES IN SCOPE OF THE NEW OPERATING MODEL

The proposed model for early help seeks to provide a step change from our existing arrangements and find new and effective ways of working from pregnancy to adult hood. Making these changes are essential given the importance of getting early help right in preventing more costly interventions at a later stage and to deliver the required efficiencies for this project.

It is proposed that the following distinct services within scope would be drawn together to form Local Area Teams within communities of need and with an unrelenting focus on early help.

- Castlegate
- Children's Advice Team
- Children's Centres
- Children's Trust Unit
- Connexions
- Counselling Service
- Duke of Edinburgh
- Early Intervention Fund
- Family Focus
- Family Information Service
- Health Visitors
- Parenting Support
- Personal Support and Inclusion Service (Community)
- Personal Support and Inclusion Service (Castlegate)
- School Nursing
- Volunteer service
- Youth & Community Development Team

Services working with children, young people and families at a "statutory intervention" level are not within the scope of this model. However the operating model needs to effectively address any interface between the early help and statutory interventions.

It should be noted that School Nurses and Health Visitors formally transferred over to the local authority from the 1st April 2016. These roles are key within the development of the new model and will be part of the change as a result. However they should not be considered "in scope" at this point of time in the same way that other services are.

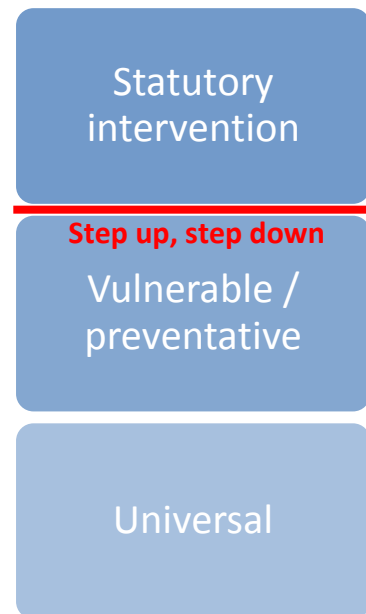
Delivering early help is not the sole responsibility of the services listed above. Key partners and other council departments play a critical role in the delivery of existing early help arrangements. These partners include schools, childcare provision, voluntary community groups etc. The implementation of a new model for early help arrangements will have a significant impact on how these valued key partners operate. The engagement of these key partners is explored later within this document.

DEFINING EARLY HELP

The YorOK Early Help strategy (2014-2016) defines early help as:

Support during the early years of a child's life. It also means intervening as soon as possible when a child of any age needs additional support: investing early to prevent more intrusive, and costly, later interventions.

Underlying our definition of early help is a common understanding of levels of need which recognises that only a small number of children and young people in York will need the most intensive sort of **statutory intervention** set out in legislation. The vast majority will lead happy lives, with access only to **universal** services available to the whole community. In between these two groups, experience suggests there is a fluid group of **vulnerable** children and young people who may, for a range of reasons, experience temporary difficulties in their lives. The fundamental purpose of the new operating model for early help is to create an environment in which vulnerable individuals are identified and engaged at the earliest point, so that they and their families do not escalate to requiring a statutory and costly intervention.



These three different levels are shown in the diagram on the right. For more information about levels of need and thresholds please visit www.yor-ok.org.uk/thresholds.

The new operating model will seek to address identified early help needs in the vulnerable and universal levels through a proportionate set of direct and indirect interventions.

Although the new operating model will not reshape services at a statutory intervention level there needs to be effective “step up and step down” procedures for families moving across this threshold.

CHILDREN AND YOUNG PEOPLE'S PLAN 2016-2020

The new Children and Young People's Plan (CYPP), 2016-2020, sets out our four priority areas for action over the next four years. In drawing these up we have consulted widely, reviewed the impact of local strategies and arrangements, evaluated progress and the impact of our previous Plan, taken stock of current and emerging strategic priorities, benchmarked our progress, and paid attention to 'what works' nationally, regionally and locally.

The four priority areas are:

- Early help
- Emotional and mental health
- Narrowing gaps in outcomes
- Priority groups

Early help has been a priority for the YorOK Board since its inception in 2003, and at the core of all our children and young people's plans. The principle of intervening early to prevent problems emerging at a later date is widely accepted; during the consultation to inform the new CYPP, it was strongly endorsed by families and by practitioners. Children, young people, parents and carers said that they valued strong and supportive communities and access to activities and services.

We remain committed to the provision of effective early help on a multi-agency basis, and are investing in *new models of delivery* that are described in this document. We acknowledge the challenges arising from a combination of expenditure reductions and growing demands; nevertheless, we still believe strongly that investment in early help actually represents long-term value for money for the tax-payer.

Overall responsibility for the delivery of effective early help is led by the YorOK Children's Trust Board which put in place a *Early Help Strategy* for 2014-2016, while the City of York Safeguarding Children Board must be satisfied that York's early help arrangements are effective in safeguarding children and young people.

WHAT WE WANT TO ACHIEVE

We want to ensure that:

- More children and young people will have their needs identified, assessed and met at the earliest stage that an intervention is needed;
- By a workforce that feels confident and equipped to respond to vulnerability and risk;
- Within schools, settings, and all services that support children, young people or their families.

DEFINING OUR OUTCOMES FRAMEWORK

The proposed operating model for early help provides a much greater flexibility in how services can respond to need. For example:

- Resources can be reallocated from one Local Area Team to another.
- Skills within teams can be more readily adapted in response to need.
- Funding can be used with partners to address needs identified either within a locality or on a city wide basis.

This greater degree of flexibility is crucial in tackling the most important aspect of the new model – **improving outcomes**.

We will know we are achieving effective early help arrangements by “narrowing the gap” for children and young people across a range of outcomes. The outcomes framework can broadly be grouped under the following headings.

- Safety
- Achievement
- Health
- Economic

Work will be undertaken with the business intelligence hub to create a set of measurable indicators under these headings. This outcomes framework will provide baseline information to be combined with partners to inform service design/planning and delivery for Local Area Teams and across the city.

The new Troubled Families outcomes framework will be drawn from the new outcomes framework above. This will more strongly embed the Troubled Families agenda at the heart of our early help arrangements.

THE RIGHT ENVIRONMENT FOR SAFE, RESILIENT AND ACHIEVING CHILDREN AND YOUNG PEOPLE

The proposed new outcomes framework takes its foundations from two key theoretical viewpoints to improving the lives of children; Maslow’s hierarchy of need, and the Young Foundation model¹. The hypothesis is that a whole family’s approach should have the child at its heart. The child will then live a full and rounded life across their physical, social and emotional environments.

The elements outlined below show how the new operating model must concentrate on these aspects of a child’s environment, regardless of their age or maturity. For our children and young people to have a chance to achieve, be safe and be resilient to have the following needs met:

¹ Adapted from: McNeil, Reeder & Rich (2012) - “A Framework of Outcomes for Young People”, Young Foundation] <http://youngfoundation.org/publications/framework-of-outcomes-for-young-people/>



- **Basic physical care** – e.g. somewhere suitable to live, clothing, food etc.
- **Health** – e.g. living a healthy lifestyle, access to dental care, good mental health etc.
- **Parenting / emotional** – e.g. loving and nurturing parenting that develops resilience, self-management, aspiration etc.
- **Education and employment** – e.g. a good quality education that equips a young person for life, good employment opportunities and career prospects.
- **Positive social networks and communities** – The wider environment should be supportive and encourage and develop aspiration.
- **Safety** – A child’s basic need to be safe and protected from harm should be in place.
- **Responsibility and independence** – Children and young people should be given the opportunity to become responsible and independent in their decision making as they grow.

These are the environmental factors required to ensure a child can have the best chance to be safe, resilient and achieve their potential. If these factors are not in place we can begin to see the definition of neglect and the beginning of long-term poor outcomes. Neglect is a

strong and emotive word and is defined as when parents can not or will not meet a child's needs.

A strong link can also be made between these environmental factors and the development of a child's character and ability to be resilient. The Educational Excellence Everywhere² white paper states:

"A 21st century education should prepare children for adult life by instilling the character traits and fundamental... values that will help them succeed: being resilient and knowing how to persevere, how to bounce back if faced with failure, and how to collaborate with others at work and in their private lives.

These traits not only open doors to employment and social opportunities but underpin academic success, happiness and wellbeing." - Educational Excellence Everywhere

The points raised should resonate across a wide spectrum of services and groups who come into contact with children and families for a whole variety of reasons. It should mean an acknowledgement that the Local Area Teams are not the solution to all issues that present and reinforce the concept of families as 'everybody's business'.

WHAT WE NEED TO TACKLE

What issues will undermine the environmental factors described above being in place for children and young people? The answer to this is complex and will look different for different families and in different areas of the city.

Significant factors which can undermine a good environment for a child and young person are listed below. The list of factors is not exhaustive and nor are they the sole responsibility of the Local Area Team, rather the Local Area Team can be considered to be part of the wider multi-agency response to these challenges.

- Domestic abuse
- Substance misuse (parental and child/young person)
- Mental health (parental and child/young person)
- A poor start to life
- Poor physical health
- Risk of child sexual abuse and exploitation
- Debt / worklessness / Not in Education, Employment or Training
- Poor family engagement (e.g. isolation, poor school attendance, poor engagement with support)
- Housing
- Parenting

² <https://www.gov.uk/government/publications/educational-excellence-everywhere>

- Offending (adult or young person)
- Lack of family or community resilience
- Poor service delivery and silo working
- Poor transitions across the age stages

PLANNING FOR ACTION

Each Local Area Team would be expected to complete a Local Action Plan identifying analysis of the need across families, communities and the themed areas identified. This would require each LAT to work with partners to create that analysis and map existing activity in their area for the different issues listed above. The LAT would work with partners to build the Local Action Plan setting out the response in each area. These actions would reflect the building blocks of the new operating model (problem solve, build capacity, direct work).

An example line from a Local Action Plan is shown below:

Issue	Problem solve	Build capacity	Direct work	Troubled families indicator?
Domestic violence – What data tells us about need in this area.	<ul style="list-style-type: none"> • Action taken to address this by problem solving. 	<ul style="list-style-type: none"> • Action taken to address this by building capacity. 	<ul style="list-style-type: none"> • Action taken to address this by direct work. 	Is this a troubled families indicator on our framework?

Each Local Action Plan will reflect the needs of the communities it works with. It is not expected that a Local Action Plan will try and address every single issue listed previously. More that it the Local Area Team should “know their patch” and work with communities to better understand need and how to respond.

Given our knowledge of the importance of some key factors it is likely that some issues will be mandatory on a Local Area Plan. These are:

- Ensuring the best start to life.
- Domestic abuse, substance misuse, mental health.
- Indicators included within our Troubled Families framework.

Fundamentally the clearest outcomes from this work will be seen in the numbers of families requiring support from our statutory and high cost interventions (e.g. the number of children in care and on child protection plans).

This approach to defining our outcomes, understanding need and planning for action has been tested out in a number of multi-agency sessions with front line staff. This has allowed us to both test the concept of what is proposed, prepare our staff for a new way of working and to seek feedback on how the model could be improved. Feedback from staff has been very positive and shown an endorsement for the approach proposed.

OPERATING PRINCIPLES AND WHAT THE LOCAL AREA TEAMS WILL DO

It is helpful to consider what the Local Area Teams will do in respect of the existing features of services ‘within scope’. When looking for commonality across the services that are within scope their work can be considered to fall under one or more of the following key building blocks:

- **Coordination/problem solving**
- **Building capacity**
- **Working with children, young people and families.**

It is envisaged that the LATs will balance their approach to these building blocks in response to need. However it is a clear aspiration that the model builds capacity and resilience within communities and partners in order to reduce dependency on council services.

Proposed work of the Local Area Teams against these building blocks is explored below.

The early help operating principles set out for Local Area Teams:

- **Our culture** – How we work
- **Our offer** – What we do

	Problem solve	Build capacity	Direct work
How we work... (our culture)	<ul style="list-style-type: none"> • We work to identify need early. This means early in age and early in emerging vulnerability. • We understand what the presenting need is for a family or community, and we consider how to build resilience and draw upon strengths and networks around them. • We work together across our partners as a single team. • We establish and encourage shared outcomes across services. • We reduce silos in our work by agreeing to flex and be creative with our resources to meet the 	<ul style="list-style-type: none"> • We recognise and use the voluntary and community sector to strengthen local community networks for families in need; • We responsibly share and always seek new and innovative ways to make best use of local resources. • We own our issues and always seek to improve ourselves and find innovative solutions to problems. • We take responsibility with our partners for making sure our workforce have the right skills. • build the understanding 	<ul style="list-style-type: none"> • We no longer use a hero mentality of “rescuing” families. Families must not be “done unto”. • When we work with families we must be the right people to do so. • When we work with families our response should be proportionate to need. • We are enablers, to reduce barriers and gain equal access to opportunities.

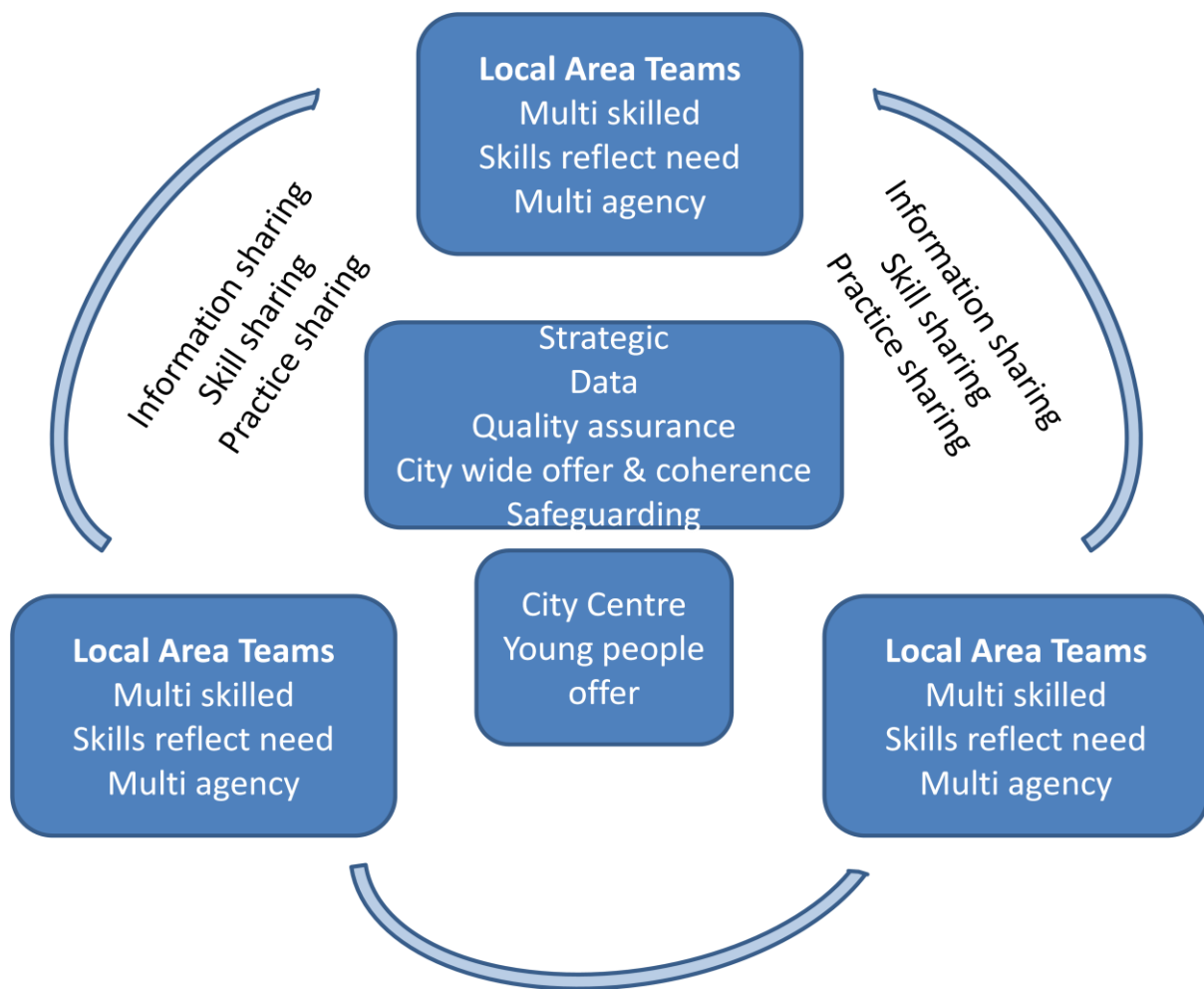
	Problem solve	Build capacity	Direct work
	needs of the whole family.	that early help is 'everybody's business' and realise the power of our entire partnership workforce in improving outcomes for children	
Cross cutting culture	<ul style="list-style-type: none"> • Voice – Listening to children young people and families is what we do. We improve how we work and design services through involvement of families. • Quality – We strive for the best quality possible from ourselves and partners. This should be based on understanding what works to achieve good outcomes. • Safeguarding – We understand our boundaries and work together to ensure families are safe. We ensure that the safety and protection of children and young people is everybody's business; • Outcomes – We make sure we can demonstrate the impact we have on the lives of children through our work with families and local communities; 		

	Problem solve	Build capacity	Direct work
What we do... (our offer)	<ul style="list-style-type: none"> • work with partners to identify need, broker and coordinate solutions • provide advice to practitioners and families on services and strategies to prevent the escalation of vulnerabilities • provide support and challenge across localities and to play a leading role in driving the quality and effectiveness of early help work • to improve appropriate information sharing between partners to better understand and respond to the needs of families • make use of data and local intelligence to practically deploy resources with partners in response to presenting need 	<ul style="list-style-type: none"> • work with local communities to build their capacity to develop resilience and reduce dependency and isolation • work with partners to address gaps in available early help interventions. For example this could be from finding new ways of working in partnership or through using funding to build capacity in response to need • work alongside the voluntary and community sector to ensure a truly multi-agency response to addressing the needs of families and building resilience • develop our volunteering offer. We will look to make better use of the potential offered through volunteers at a local level. This is seen to be a critical feature of sustaining the impact of early help, securing 	<ul style="list-style-type: none"> • continue to work with partners to ensure families have access to universal and targeted services in their local area • directly and indirectly support families to access proportionate levels of information, advice and guidance through a range of medium, including web based, telephone access, community provision promotion and face to face support • Have a varied response to direct work with children and families – be it group work, individual or whole family in approach. • Negotiating and agreeing the lead role and where this is necessary, or where contribution to wider plans is the most helpful approach.

Problem solve	Build capacity	Direct work
	community networks and preventing families from becoming stuck at an early help level without improvement <ul style="list-style-type: none"> • provide support and training to local partners in order to ensure they have the skills and knowledge required to effectively support families they work with 	

PROPOSED MODEL FOR EARLY HELP ARRANGEMENTS

The proposed early help arrangements are represented by the illustration below:



LOCAL AREA TEAMS

The Local Area Teams will draw together existing services and roles into **multi-skilled** and **multi-agency services**. It is not proposed that each Local Area Team looks exactly the same and resource levels across the areas may change in response to need as this develops in the years ahead.

MULTI-SKILLED TEAMS

It is clear from engagement with staff that they work creatively across structures to support effective early help. It is proposed that we rationalise these structures and the number of distinct roles within the new model. These roles should **not** be seen as 'generic' and should be seen more as a reflection of the range of skills required for a whole family approach.

It is not proposed to have a single "Family worker" role however it is proposed that there are a smaller number of distinct roles. It is to be decided how existing work could be reshaped across these new roles. The three key delivery features explored in the 'What the Local Area Teams will do' section provide a platform for considering what roles are required.

SKILLS REFLECTING NEED

By moving towards a smaller range of multi-skilled roles this gives the LATs the flexibility to develop their teams to respond to local needs. This means that staff are able to access a wider range of workforce development opportunities in order to respond to the needs of local areas.

MULTI-AGENCY

As well as drawing together council services that are within scope of the LATs the intention will be to provide a base for a wider range of multi-agency partners to come together within localities. This would practically mean for example Police Community Support Officers or Housing Support staff can 'touch down' within the LATs accessing data and improving real-time information sharing and more coordinated work with other practitioners engaging with families in that area.

SHARED OUTCOMES

A large consensus from staff in a range of services was to have smarter ways of bringing together the outcomes for services, ensuring that all objectives in improving family outcomes were understood, prioritised and sequenced appropriately. For example, working together to maintain a family tenancy, reduce anti-social behaviour and address parental mental health all need to be sequenced to achieve the best outcome for the family.

PROCESS MAPPING AND THE DEVELOPING RESPONSE MAP

INTRODUCTION AND SUMMARY

A series of process mapping exercises were undertaken with several services from across the city; this ranged from early years, schools and community and adult services, from voluntary to statutory focused services. The objective was to establish some learning around the common systems and practices of a variety of services looking to improve outcomes for children and families at an early intervention level. The report provides some highlighted findings from the work undertaken and provides recommendations for developing multi-agency approaches to the new operating model for prevention and early interventions services in the City.

The findings have highlighted two main schools of thought which are reflected throughout the detail below.

The first is related to actual **systems and process** from which a new operating model for prevention and early intervention services can learn to build a tangible new process system across city partners.

The second shows how the work has highlighted other key issues which will impact on the success of developing a new route map for this area of work. Particular messages are related to **culture and practice** behaviour, **workforce and organisational development**, as well as some considerations for **strategic** approaches to **deploying and commissioning** resources to improve outcomes for families in need.

PROCESS MAP FINDINGS

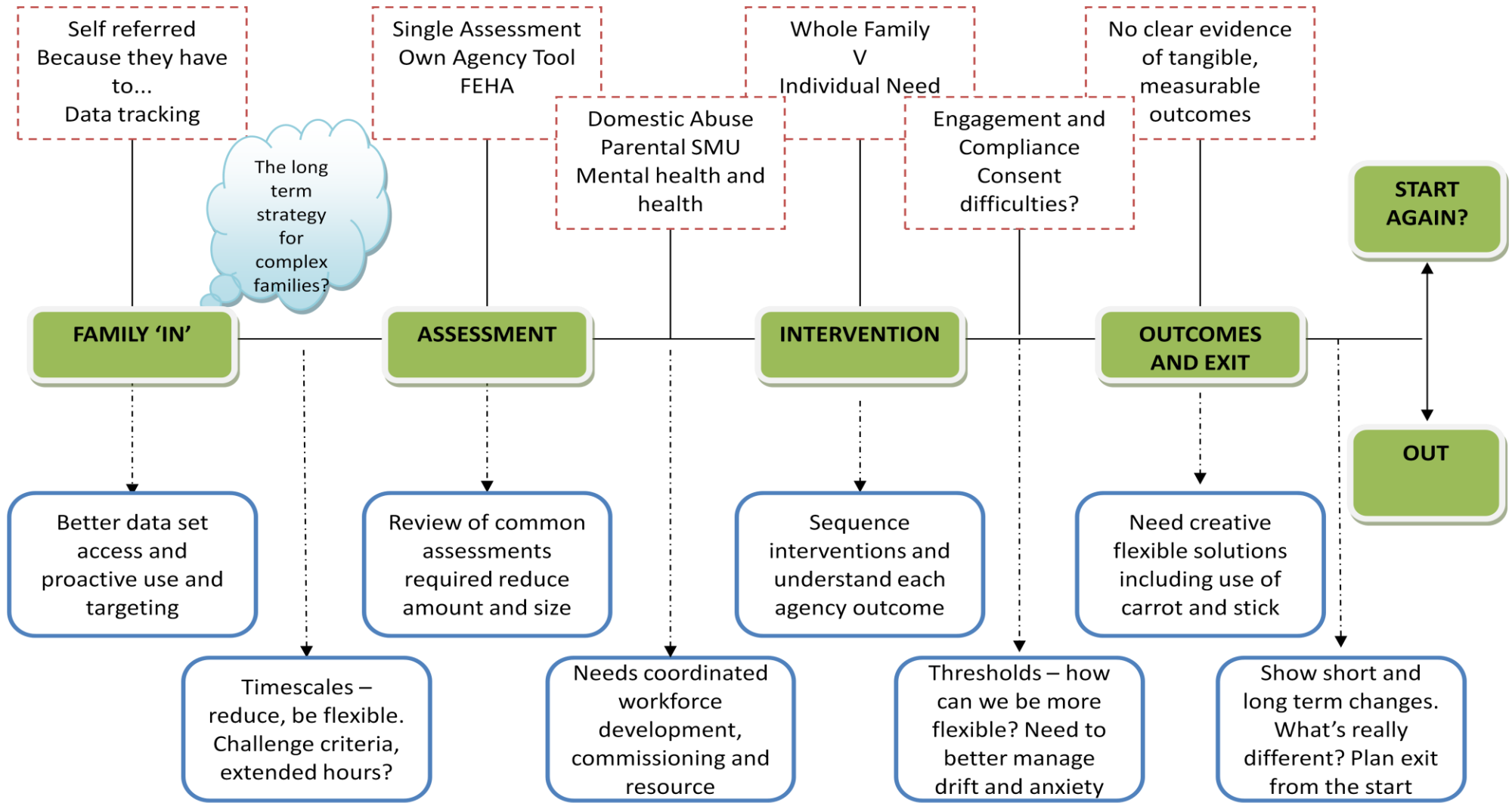
The visual representation on the following page gives a high level view of the findings from the exercises and a broad identification of where partners need to focus to ensure a more streamlined approach to a new early intervention model.

Process Map

What we found from the mapping. The ways we behave. What we focus on.

The stages of process from identification, assessment, intervention and exit

Patterns and themes identified as gaps in our approaches



THE DEVELOPING EARLY INTERVENTION RESPONSE MAP

Responses to the process mapping exercises confirmed a revised way of looking at our prevention route map and how we propose a process moving forward. The key fundamental thoughts are:

- Create active understanding of need – not just wait for families to appear in crisis
- Acknowledge that some families will require long-term, generational responses rather than a 'start' and 'finish' to their relationship with multiple services.
- That flexible and active responses are cyclical in approach
- Ensuring that the right questions are asked, and the right support and challenge offered allows families and services to understand the true extent of what is needed, and at what time

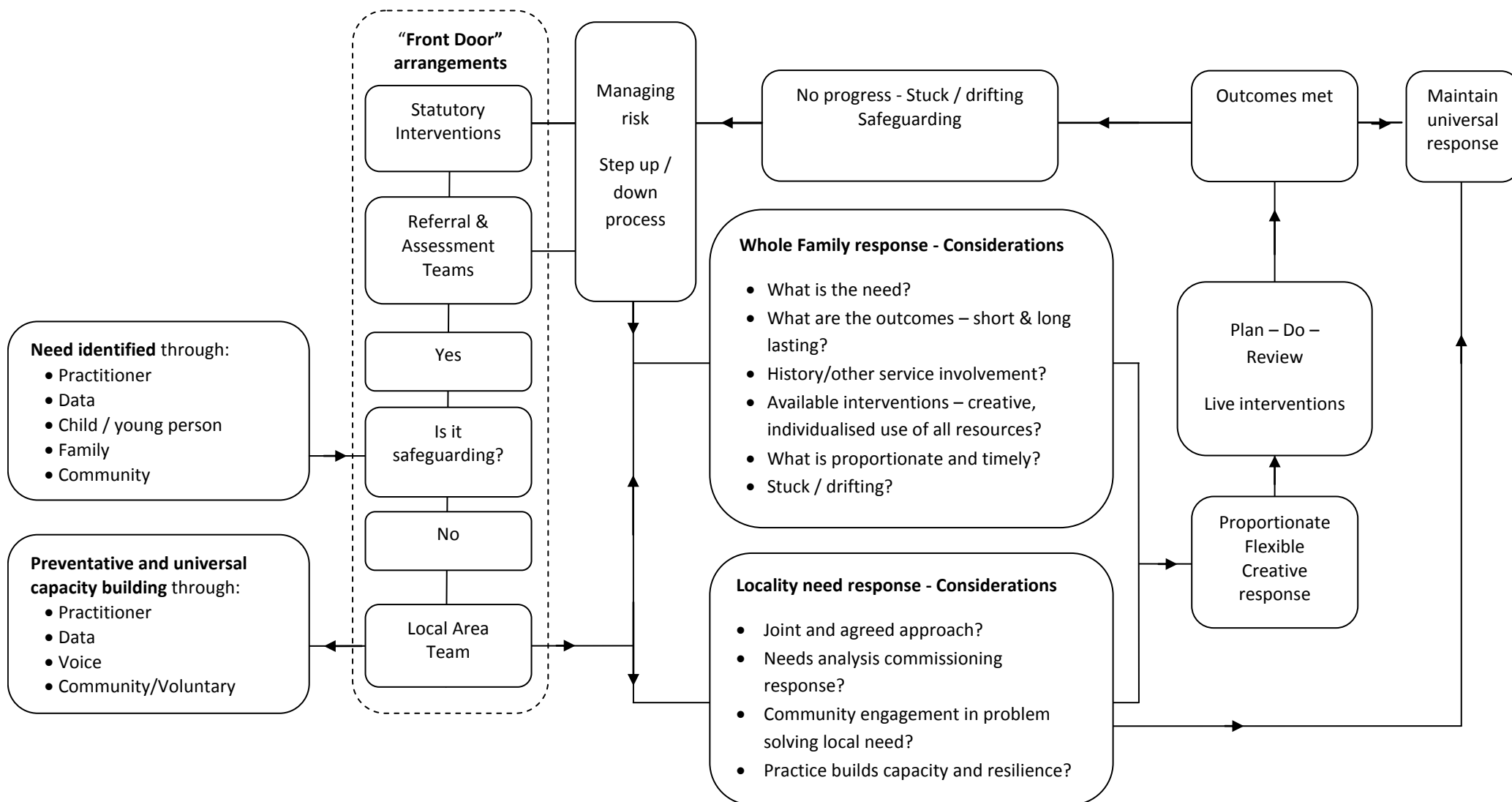
An initial view of how the early intervention route map may begin to take shape is offered on the following page:

LOCAL AREA TEAMS RESPONSE MAP

Operating principles and culture

“Children and Young People are at the heart of our city and of everything we do”

- Problem-Solve and Coordinate
- Build Capacity
- Direct Work



THE CITY WIDE EARLY HELP OFFER

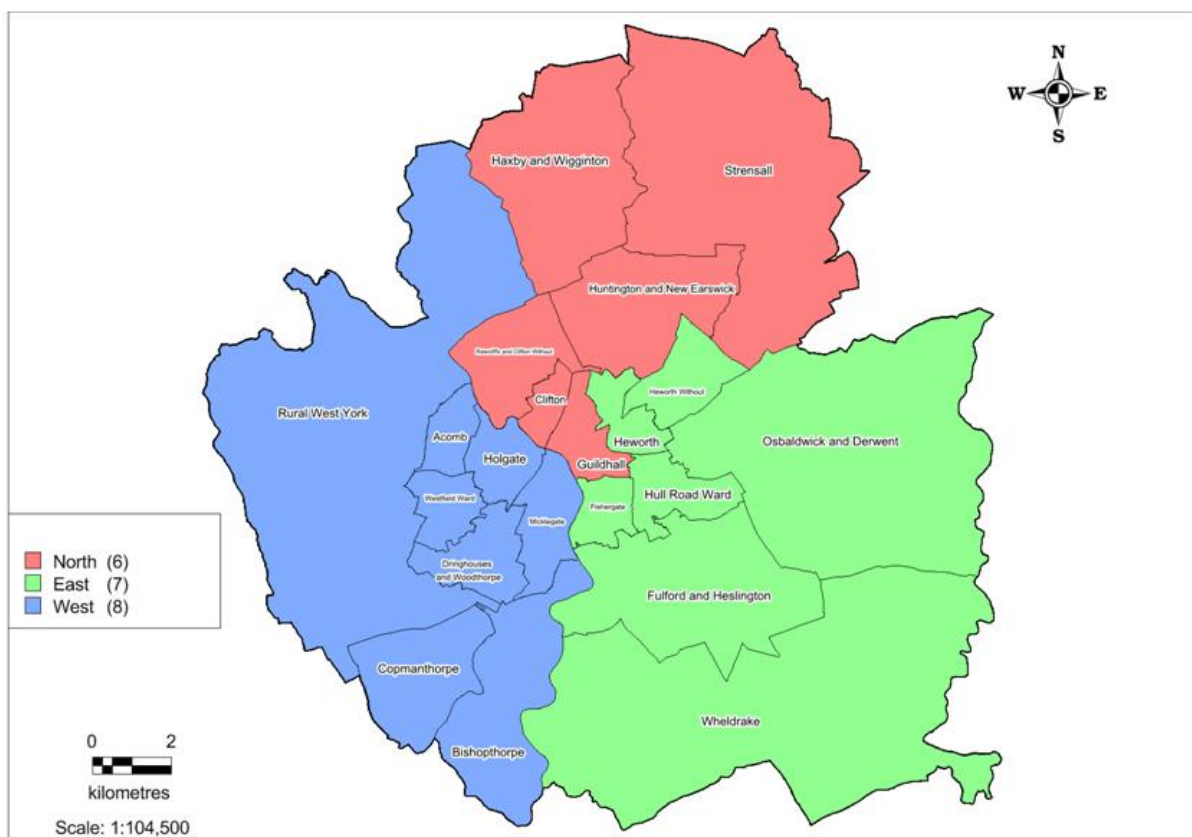
The proposed Local Area Teams will be established within, and focussed primarily upon 3 areas of identified need. These will be the areas of

- **Westfield**
- **Clifton**
- **Heworth/Hull Road**

However the operation of the LATs will not be limited to these areas and it is expected that the “reach” of the LATs will ensure that there is an effective early help offer across the whole local authority area.

Families across York should expect that the early help arrangements which are put in place have a consistent level of quality across the city; this does not mean every family requires the same level of support but that support is effective, good quality and proportionate to need regardless of where families live.

The map below shows the proposed reach of each locality area.



The next table shows how these areas have ranked according to need across a range of indicators underneath each theme area. It shows that by splitting the city in this way we achieve a reasonable balance across levels of need and population size.

Area	% Total Population	Rank by % Need					
		Adults	Children	Communities	Crime / ASB	Economics	Health
North	34.47%	3 (28.58%)	2 (28.66%)	2 (31.01%)	2 (36.09%)	2 (30.31%)	1 (42.04%)
East	28.25%	2 (33.16%)	3 (27.56%)	3 (26.56%)	3 (24.21%)	3 (27.60%)	3 (25.97%)
West	37.29%	1 (38.26%)	1 (43.78%)	1 (42.43%)	1 (39.71%)	1 (42.09%)	2 (31.99%)

To ensure a cohesive city wide early help offer it is proposed that there is a degree of coordination provided centrally. The purpose of this central function would be to ensure:

- **Strategic coordination** of the city wide early help offer, linking to partners through the Health and Well-being Board, the YorOK Board and the City of York Safeguarding Children’s Board arrangements.
- **Quality assurance** of the early help offer across the city. Families across York should expect that the early help arrangements which are put in place should have a consistent level of quality.
- **Effective use of data.** There are significant data requirements which underpin the work of the LATs by way of identifying families in need of support, evidencing outcomes and claiming Performance By Results (PBR) funding linked to the governments Troubled Families programme. Rather than create new data roles within the Local Area Teams there would need to be clear links back to the central business intelligence teams at the council as well as understanding how best to use partner data, systems and knowledge to effectively share information.
- **City wide commissioning and capacity building.** Although it is expected the majority of work to build capacity within communities will happen within localities themselves there is likely to be a need to address gaps in capacity at a city-wide level as well. This may happen through city wide commissioning of support to tackle key issues such as domestic violence, support to carers etc. It is proposed to consolidate opportunities such as the Early Intervention Fund, Better Play Grants and YorPart funding together in order to simplify arrangements for community groups and services to access support.
- Strong links to **safeguarding arrangements.** The early help model must have appropriate links with statutory safeguarding arrangements in the city. The central function would play a key role in addressing any identified challenges around step up and step down interfaces with safeguarding arrangements. The central function would also play a role in ensuring that risk is being managed appropriately by the Local Area Teams.

THE DELIVERY OF THE TROUBLED FAMILIES PROGRAMME

The Troubled Families programme is a flagship government policy which is known locally as Family Focus. The Family Focus Programme aims to support families who have multiple and often complex needs through a whole family approach.

Phase two of the expanded programme will support families with a wider range of needs, including:

- Parents and children involved in crime or anti-social behaviour.
- Children who have not been attending school regularly.
- Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.
- Adults out of work or at risk of financial exclusion or young people at risk of worklessness.
- Families affected by domestic violence and abuse.
- Parents and children with a range of health problems.

This area of work can also provide income for the local authority through a national Payment By Results (PBR) framework for Troubled Families.

This area of work will be a central element of the new early help arrangements:

- Supporting the families within scope of this programme to address their needs is central to achieving our ambitions for early help.
- The significant funding linked to achieving these outcomes for families is required to sustain early help services.

WORKFORCE DEVELOPMENT

Staff engagement has shown strongly the need to get workforce development right within the new operating model. Some headline features of a future workforce development plan are outlined below.

WORKFORCE WITHIN THE LATS

A skills audit will be carried out with staff transitioning into new roles within the LATs. This would be to ensure that appropriate training and development opportunities are put in place. The skills audit should reflect upon the skills required to meet identified need.

As staff move into more multi-skilled rolls a “common core” of skills and knowledge will be established for this workforce. A workforce development plan will address how all staff working within LAT arrangements will achieve this common core.

CHILDREN AND YOUNG PEOPLE’S WORKFORCE

An existing training offer relating to early help has been developed and is generally well regarded. The biggest challenge is the capacity to train the wider workforce required and their engagement with the training offer.

A training strategy for the wider workforce relating to early help must be developed. This should consider how best to deliver training in ways that do not necessarily rely on traditional models of training.

EARLY HELP – “EVERYBODY’S BUSINESS”

Beyond the children and young people’s workforce the workforce development plan will address how the entirety of the local workforce/population would be engaged with the agenda of early help. This would focus on:

- What they can do to support early help and build resilience
- Understand what support is available and how to access it
- Know what to do if they have a concern

COMMISSIONING / BUILDING CAPACITY

It is proposed that the response to commissioning and building capacity takes place on a city wide basis and also within each Local Area Team as appropriate. Capacity would be identified to progress this work at a central level but also within each LAT.

COMMISSIONING OUTCOMES

Existing commissioning funds operated by the council and relating to early help should be consolidated as far as possible. A new approach and definition of “commissioning” in response to need will be developed. This will:

- Move away from passive re-commissioning from one year to the next.
- Find appropriate balance in the length of time services are commissioned for. This could range from two to three years down to short term pieces of work.
- A stronger focus on commissioning outcomes rather than prescribing delivery.
- Seek to increase capacity and range of interventions. In particular a greater number of proportionate interventions available at different levels of need. Thresholds for interventions are still too often meaning families can not access the required support in a timely manner.
- Seek to combine resources with other sources. In particular seeking to use commissioning funding alongside ward funding or school funding. A common framework for how to work with partners and schools on commissioning will make clear how funding could be used. This is important to avoid establishing unsustainable or inefficient use of funds. For example any combined commissioning pot should not be viewed as a means by which others can reduce their spending on early help.

VOLUNTEER OFFER

Currently the local authority has a range of volunteering opportunities relating to service areas in scope. It is also recognised that more could be done to make use of a strong volunteering offer to build better resilience within families and communities.

Local Area Teams will play a pivotal role working alongside others to build capacity in the voluntary and community sector in response to need. LATs will also directly operate specific volunteer programmes. The volunteer programmes delivered by the Local Area Teams will provide a number of volunteer roles with the aim of improving resilience. For example parent mentors providing one-to-one support for families or running groups.

BUILDING CAPACITY WITHIN THE VOLUNTARY AND COMMUNITY SECTOR

The intention is not to duplicate the role of organisations such as CVS (Council for Voluntary Service) who will continue to provide overarching support for the voluntary and community sector. Rather the LATs will:

- Work with local voluntary and community partners to respond to the needs of families
- Build partnerships between voluntary and community partners and others working in the arena of early help.
- Use the new approach to “commissioning” described above to support the development of the voluntary and community sector to address need.

INTERFACE TO STATUTORY INTERVENTIONS

It is vitally important to ensure the safety of children and to deliver strong outcomes that the new Local Area Teams link seamlessly with statutory and social care interventions. It is also important support for families matches the need that is present. This means that safeguarding issues should continue to receive an appropriate safeguarding response. It also means that an early intervention level issue should be responded to with a proportionate early intervention.

Detailed process mapping described earlier in this report has worked to understand our processes and scope for improvement. It is not sensible to lay out the detailed process maps for how this interacts with statutory level interventions. Rather here are some principals on which the process maps will be based:

- Anyone with safeguarding concerns should have the opportunity to discuss them with a social worker where appropriate.

- We will improve the confidence and capacity of our partners to respond first through our early help arrangements before turning to a formal referral where this may not be the best or ultimately required, response.
- In our drive to ensure we respond to concerns at the right level we must put in place measures to ensure inappropriate risk is not being carried at an early help level. This must be about getting the right response not early help acting as a gatekeeper.

VOICE

The YorOK Children’s Trust and City of York Safeguarding Children’s Board places the Involvement and Participation of children, young people and families at the core of its work, and has adopted the following vision statement:

Children and young people are at the heart of our strategic arrangements. We are committed to ensuring that children and young people have a voice in decision-making, planning, commissioning, design and delivery of services.

The new arrangements for early help have been informed by our existing work to hear and respond to the needs of children, young people and families. In establishing the new Children and Young People’s Plan families identified access to early help as a priority area.

“Support services seem to be very good once you can get into ‘the system’. There is little support for those just on the outside and it seems that in some cases support is only available once someone is at breaking point. It would be better to focus more on early intervention and prevention rather than cures”

A York Mum.

“When I was 9 and we ran away from me Dad. That’s when you should have got me.”

A young offender, asked about when early help could have helped him.

In the implementation and delivery of early help some further consideration should be given as to:

- **Voice at an individual level** – The 2015 Review of Voice showed that the quality of “voice” within early help assessments was too variable and, despite some improvements, in need of development. As such the new operating model must ensure it addresses the issue of ensuring good quality and effective voice arrangements for children, young people and families receiving early help services.
- **Voice at a group and community level** – The services that will be redeveloped to form the new operating model already offer a range of voice opportunities. Through parent involvement in governance arrangements to participative opportunities such

as the Youth Council and Young Inspectors. The new model will build into its operation meaningful group and community level voice opportunities.

- **Voice at a strategic level** – Children and young people’s voice is a priority for the entirety of the YorOK workforce not just those working within the Local Area Teams. The strategic oversight for voice for both the YorOK Board and CYSCB is within the scope of this review. The design of the new operating model and Local Area Teams can be demonstrated to have been strongly influenced by feedback from children, young people and families. This can be particularly seen in the development of our city wide and city centre offer to young people and through the children’s centre consultation.