

<b>Report of:</b>	Helen Watson, Executive Director of Children’s Services Cllr. Barrie Cooper, Executive Member for Children’s Services
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<b>Submitted to:</b>	Executive - 21 January 2020
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<b>Subject:</b>	‘No Wrong Door’ Trailblazer Implementation
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**Summary**

<b>Proposed decision(s)</b>
<p>That Executive approves and supports the development of the ‘No Wrong Door’ Trailblazer Project implementation in order to deliver:</p> <ul style="list-style-type: none"> <li>• Reduction in numbers of admissions to care for 12-17 year olds.</li> <li>• Reduction in number of young people aged 12-17 year olds in expensive external placements.</li> <li>• Reduction in episodes of ‘missing’ and number of young people receiving a service from NWD becoming missing.</li> <li>• Reduction in annual forecasted overall Looked After Children placement costs</li> <li>• Increase in percentage of children reunified with families from Looked After Children placement.</li> </ul>

<b>Report for:</b>	<b>Key decision:</b>	<b>Confidential:</b>	<b>Is the report urgent?<sup>1</sup></b>
Information	No	No	Non-urgent

<b>Contribution to delivery of the 2018-22 Strategic Plan</b>		
<b>Business Imperatives</b>	<b>Physical Regeneration</b>	<b>Social Regeneration</b>
This report ensures that we work effectively to improve the lives of children and young people in Middlesbrough.	This report looks to provide investment in children’s services social care accommodation and in doing so creates better outcomes for children and young people and improves our financial situation.	The report and its actions looks to work together with our partners to improve the lives of children and young people in Middlesbrough.

<sup>1</sup> Remove for non-Executive reports

## Ward(s) affected

The 'No Wrong Door' Trailblazer Hub will be located at Spencerfield Crescent, Thorntree, Middlesbrough.

### What is the purpose of this report?

1. This paper updates on progress with the development of the No Wrong Door (NWD) Trailblazer implementation and highlights the timescale towards full implementation.

### Why does this report require a Member decision?

2. This decision ensures that the implementation of the No Wrong Door Trailblazer project progresses with the highest level of backing. This decision will highlight the priority that the Council gives to the implementation and ensures that full support is gained from partners.

### Report Background

3. The North Yorkshire 'No Wrong Door' (NWD) innovation ensures that, through one key worker, young people can access the right services at the right time in the right place to meet their needs and allows them to build trusting and consistent relationships with key professionals. Young people who enter care during their teenage years traditionally spend considerable periods in residential care often without sufficient planning and support to re-engage in family relationships or form strong relationships with carers. They are more likely to have placement breakdowns as a result of poor experiences in their formative years and lack of effective engagement with services. They can follow a path of multiple placements, with hand-offs between services and changing relationships following each placement breakdown. Some develop multiple vulnerabilities through offending behaviour, substance misuse, disengagement from education and high risk taking behaviours such as repeatedly going missing. Over time, young people can become distrusting of positive relationships and develop a self-preservation mechanism of distrust.
4. In May 2015 North Yorkshire County Council launched the innovative NWD model with the following approach:
  - An Integrated service for complex adolescents;
  - A 'Core Offer' for all young people;
  - Needs addressed within a single team of specialists (including police, speech and language and clinical psychologist) working together with shared practice;
  - One consistent key worker who follows the young person through placements;
  - Range of accommodation options, services and outreach support;
  - Edge of care work with families;
  - Residential care used to stabilise situations, with continuous assessment.
5. The full 'DfE Evaluation of the NWD Innovation Programme, Research Report, July 2017 on the impact of the NWD model outlined significant progress towards meeting the intended outcomes for improving the lives of young people, including:
  - Reduction in children looked after and in residential beds;

- Unmet needs uncovered, e.g. learning difficulties;
  - Shift in police attitudes and changes to bail conditions;
  - Occupancy level in Hub beds average 44%;
  - 86% of adolescents engaged with Hub able to remain at home;
  - Placement breakdowns falling;
  - Dramatic fall in young people missing from care or in contact with police;
  - Only one new out-of-authority placement since pilot began.
6. In July 2019 the Department for Education (DfE) Strengthening Families Programme Board agreed that Middlesbrough Council would be a 'No Wrong Door' (NWD) Trailblazer and agreed to fund the costed proposal submitted by Middlesbrough, which provides £2.7m funding over a three year time period. Middlesbrough Children's Services are now working closely with North Yorkshire County Council to implement this project at pace.
7. The NWD model will compliment and strengthen the improvement drive within Middlesbrough Children's Services and the wider Partnership. It will support the whole system change to the way Children's Services and Partners work together to manage risk for the young person and support adolescents to remain within their families and communities, when it is in their best interest. No Wrong Door provides a model to support transformational change in culture, systems and practice across interagency working with partners and essentially underpins a shared approach to parenting from across partner agencies. The NWD model includes centralised specialist support and respite support.
8. Through the adoption of the NWD approach, through developing the organisation's understanding of the model and through the development and implementation of the NWD distinguishers, this will help Middlesbrough in the significant children's social care challenges that we face. Essentially, in adopting the NWD approach we will:
- Have a NWD residential / edge of care Hub in Middlesbrough;
  - Collaboratively manage a bespoke and phased implementation plan;
  - Develop a shared vision, language and practice framework;
  - Be supported to set up our Hub by NYCC's central delivery team;
  - Benefit from building an integrated team with embedded specialist roles;
  - Manage risk more appropriately;
  - Safely reduce LAC and reduce expensive out of area placements;
  - Keep our young people more safely in their families and communities;
  - Develop our own Restorative Practice Training Academy; and,
  - Improve outcomes for children and young people.
9. The high-level desired outcomes are to support a reduction in external residential placements and an increase in internal foster care placements; this in turn will ensure a reduction in the current spend on external residential placements.
10. One Hub will be developed which will be located at Spencerfield Crescent, Thorntree. A development plan for the building is in place to ensure the building is ready during April 2020.
11. Recruitment to the Hub team and specialist roles will take place. Middlesbrough Council will recruit a total of 16.5 DfE funded posts with partner organisations, (Police and NHS), recruiting 4 posts.

## What decision(s) are being asked for?

12. That Executive approves and supports the development of the 'No Wrong Door' Trailblazer Project implementation in order to deliver:

- Reduction in numbers of admissions to care for 12-17 year olds.
- Reduction in number of young people aged 12-17 year olds in expensive external placements.
- Reduction in episodes of 'missing' and number of young people receiving a service from NWD becoming missing.
- Reduction in annual forecasted overall LAC placement costs
- Increase in percentage of children reunified with families from LAC placement.

## Why is this being recommended?

13. Children and families who need help and protection will benefit by implementing the report's recommendations. The lives of vulnerable children will be improved by the delivery of robust and integrated safeguarding services.

14. It is perceived that significant benefits will be achieved through the implementation of this NWD model in Middlesbrough.

15. There will also be significant benefits to partners including:

### Police

- Reduced calls for service: arrests / Anti-Social Behaviour;
- Better intelligence sharing and response to risk: RAISE;
- Change in culture: our young people are people, not just a problem;
- Change in our young people's view of police;
- Reduced criminalisation of our young people.

### Health

- Improved mental health of our young people: lower Strengths and Difficulties Questionnaire (SDQ) scores;
- Reduced attendance at A&E and hospital admissions;
- Reduced pressure on CAMHS: embedded Life Coach;
- Increased identification of Specific Learning and Communication Needs (SLCN);
- Increased identification of autism;
- Specialist roles working together: Life Coach and Communication Support Worker.

### Education

- Less of our young people are NEET;
- Reduction in fixed term exclusions;
- Reduction in permanent exclusions;
- NWD pupils more likely to have both an SEN & SLCN.

### Housing

- Improved placement stability;
- Decreased evictions;

- More young people in the housing pathway;
- NWD range of housing options.

16. A considerable amount of stakeholder engagement has been undertaken to date. Discussions have been held across the Children's Services directorate at Staff Briefing meetings, the Project Lead (supported by NYCC colleagues) has attended appropriate team meetings to ensure understanding.

17. Overview and Scrutiny at their meeting on 7<sup>th</sup> October 2019 received a presentation update on the NWD Trailblazer implementation as did the Corporate Parenting Board in September 2019.

### **Other potential decisions and why these have not been recommended**

18. Whilst other options for implementation have been considered, for example, a TUPE scaling model, these have not been progressed as this was not felt to be in the best interests for the service.

### **Impact(s) of recommended decision(s)**

#### ***Legal***

19. A Memorandum of Understanding is being drafted between North Yorkshire County Council and Middlesbrough Council to clarify relationships and responsibilities.

#### ***Financial***

20. For the initial two years, Middlesbrough will fund £650k per annum (plus inflation) in relation to the running costs of the No Wrong Door Hub. This money is available from existing budgets already earmarked for Edge of Care work which will be redirected to support the Hub. During the third year, a tapering approach to funding will be applied where month on month Middlesbrough will increase their financial contribution, so that during the fourth year they are fully funding the total costs (see Appendix A).

21. Middlesbrough will receive £1.87m funding over the three year period Nov 2019 to Nov 2022 to support implementation and ongoing costs for that period. It is expected that full annual costs of the service, approximately £1.6m, will be funded through savings achieved.

22. A full projection of cost saving will be undertaken, using a NYCC developed cost saving model, but it is expected that savings achieved will provide the necessary funding to mainstream the service and extra to support the Children's Services Savings Plan delivery.

#### ***Policy Framework***

23. The proposals would be managed through DfE funding and current budgets and no amendments to the Policy Framework would be required as a result of this report.

#### ***Equality and Diversity***

24. There are no significant issues to consider relating to Equality and Diversity.

## **Risk**

25. The following key risks have been logged and mitigating actions put in place:
26. Firstly, the risk that key roles are not recruited to within the timescale planned. This is a particularly high risk for partner recruited specialist roles where there is less control on recruitment timescales and these posts are historically more difficult to recruit to, for example the recruitment of a clinical psychologist can be particularly challenging. It is important, and a number of discussions have been had, to ensure that partners fully understand the roles and the longer term benefits the roles will provide. It is not necessarily the case that simply making funding available ensures progress, organisations need to fully understand the model and the roles. There are on-going discussions taking place with partners to ensure this is the case and that undertaken recruitment activity is timely. This Executive decision will assist in mitigation against this risk.
27. Secondly, the risk that key staff do not understand the model has also been highlighted. There is much activity on-going and planned to ensure that this is not the case. The intention to develop a champion group with key staff fully understanding and supporting implementation of the model will mitigate this as well as the staff briefings highlighted previously.
28. A full risk log is in place to outline all associated risks and mitigating actions for the project.

## **Actions to be taken to implement the decision(s)**

29. The following high level milestones plan outlines the actions complete and required:
- Phase 1 - Identified as Trailblazer – May 2019.
  - Phase 2 - Diagnostic alongside NYCC – Jun and July 2019.
  - Phase 3 - Set-Up (Governance / Stakeholder Engagement etc.) – Aug to Oct 2019.
  - Phase 4 - Delivery PEOPLE (Recruitment of team and Specialist Roles) – Aug 2019 to Mar 2020.
  - Phase 4 - Delivery PRACTICE (Workforce development) – Nov 2019 to Mar 2020.
  - Phase 4 - Delivery PROCESS (Referral Thresholds / Hub Protocol) – Nov 2019 to Mar 2020.
  - GO LIVE – April 2020.
  - Phase 5 – Sustaining the Model (Transition to BAU) – Apr 2020 – July 2023.
  - Evaluation – Formal Evaluation (Timescale Tbc).
30. These high-level key milestones are supported by a detailed project plan which is regularly monitored alongside NYCC and DfE colleagues.
31. A robust governance structure is in place to monitor the project plan and to ensure its key milestones are delivered. The Strategic Project Board is chaired by the Executive Director Children's Services and the Operational Project Group chaired by the Project Lead, both ensure robust milestone monitoring. This is supported by specific working groups to deliver key work areas, such as the recruitment working group focusing on recruitment activities.

## **Appendices**

32. Appendix A – ‘No Wrong Door’ Trailblazer Financial Summary

## **Background papers**

33. No background papers were used in the preparation of this report.

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<b>Appendix A</b>			
<b>No Wrong Door Trailblazer - Financial Summary</b>			
	<b>Actuals to date</b>	<b>Projected</b>	<b>Comments/Assumptions</b>
<b>Estimated MBC Income from DfE</b>			
2019-20	£ 295,000	£ 433,881	
2020-21	£ -	£ 739,272	
2021-22	£ -	£ 659,539	Tapering effect commences Nov'21
2022-23	£ -	£ 36,927	
2023-24	£ -	£ -	
	<b>£ 295,000</b>	<b>£ 1,869,619</b>	
<b>Note - MBC Contribution will come from existing budgets earmarked for Edge of Care work.</b>			
2019-20	£ 10,000	£ 704,714	
2020-21		£ 1,403,582	
2021-22		£ 1,434,971	
2022-23		£ 1,583,903	NYCC hub costs transfer to MBC from Nov'22
2023-24		£ 1,692,005	
	<b>£ 10,000</b>	<b>£ 6,819,174</b>	
<b>Estimated MBC Contribution</b>			
2019-20		£ 270,833	
2020-21		£ 664,310	
2021-22		£ 775,432	
2022-23		£ 1,546,976	Increase due to effect of Tapering and NYCC Hub transfer, plus 5 months of full year effect costs
2023-24		£ 1,692,005	Full estimated service cost
	<b>£ -</b>	<b>£ 4,949,555</b>	