

<b>CREATING OPPORTUNITIES AND TACKLING INEQUALITIES SCRUTINY COMMITTEE</b>	AGENDA ITEM NO. 7
<b>14 MARCH 2016</b>	PUBLIC REPORT

## Report of the Corporate Director for People and Communities

Contact Officer(s) – Lou Williams

Contact Details - 864139

### CHILDREN AND FAMILIES JOINT COMMISSIONING BOARD ACHIEVEMENT REPORT

#### 1. PURPOSE

- 1.1. This report summarises the activities and achievements of the Children and Families Joint Commissioning Board during 2015/16.

#### 2. RECOMMENDATIONS

- 2.1. Committee is asked to note the contents of the report and it is suggested that a further summary report be presented in 12 months' time.

#### 3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

- 3.1. Creating Opportunities - Tackling Inequalities

- Supporting vulnerable people

#### 4. BACKGROUND

- 4.1. The Children and Families' Joint Commissioning Board is a multi-agency partnership. It seeks to improve outcomes for children, young people and their families through combined action by partners on agreed priority areas where a joint approach to commissioning or delivery of services is indicated if success is to be achieved.

- 4.2. The Board was established in 2012 and is chaired by Claire Higgins, Chief Executive of Cross Keys Housing. The Board reports to the Health and Wellbeing Partnership and Delivery Board.

- 4.3. Until the current financial year, the Board agreed priority delivery areas on an annual basis. However, the Board has now agreed to adopt priorities for 2015 to 2017, with a review at the start of the 2016/17 financial year to ensure that they remain appropriate, and in line with the revised priorities of the Health and Wellbeing Board for 216-17. The priority areas agreed for the period 2015 – 2017 are:

- Child Health, including emotional health and wellbeing, and children and young people who have special educational needs and disabilities;
- Children and young people in care performance group;
- Primary school age children: behaviour and emotional wellbeing;
- Education and Skills post 16; and
- Vulnerable adults as Parents.

- 4.4. Each priority theme has an associated delivery group, each with a chair. The chairs meet regularly and information on performance and relevant narrative is reported to the quarterly Children and Families' Joint Commissioning Board.

- 4.5. In addition to the above priorities, the theme of Prevention and Early Help is considered as a cross cutting one, fundamental to the activities of all the above priorities.
- 4.6. The remainder of the report will highlight some of the key activities relating to the priority areas over the current financial year, and some of the challenges that lie ahead.

#### **Child Health and the Healthy Child Programme, including Emotional Health and Wellbeing**

- 4.7. The Healthy Child Programme is the national public health programme that aims to achieve good outcomes for children through provision of evidenced based services and intervention. The aim of Government is for there to be a local focus for services that are shaped according to local need.
- 4.8. The Healthy Child Programme is multi-agency, involving input from all partners working within universal services, including midwifery, health visiting, children's centres and early support services, schools, GPs and school nursing. The Healthy Child Programme seeks to provide every family with a range of support to ensure that children are achieving their full potential. This support is provided in the form of immunisations, screenings, developmental reviews and general information and advice to support positive parenting and promote healthy choices.
- 4.9. Reductions in the Public Health Grant and an increase in the number of children in Peterborough resulting from a boundary change relating to eligibility for health services are leading to pressures on funding available to deliver services associated with the Healthy Child Programme.
- 4.10. The Cambridgeshire and Peterborough Foundation Trust is required to accept an additional 940 children as a result of moves to make health boundaries more closely aligned to local authority ones. While this makes sense in terms of service delivery, there is an additional cost in meeting the needs of these additional children. Negotiations recently concluded within the Joint Commissioning Unit and with the Clinical Commissioning Group have identified the necessary additional resources.
- 4.11. Public Health Grant reductions have resulted in a need to review the pathways available for children and young people aged 0-19 as we move into 2016/17. This review will seek to identify areas where delivering services in different ways may be more resource efficient without being detrimental to outcomes.
- 4.12. The Family Nurse Partnership [FNP] is a programme that is included in this review. This evidence-based programme was originally developed in the United States and is built on an intensive programme of support led health visitors who have received additional specialist training.
- 4.13. The programme is delivered to vulnerable parents over a two and a half year period. Delivery of the programme follows a prescribed model, and it is targeted at first time teenage parents, who must be accepted onto the scheme within a specified period of the pregnancy.
- 4.14. Although there is an evidence base supporting the FNP in America, evidence of effectiveness in this country is less clear, as research published in the UK in 2015 identified. There was no evidence of impact of the programme on key measures of performance including reducing the likelihood of a second pregnancy in this country.
- 4.15. There is a clear need for support to be offered to vulnerable first [and second] time parents, but there are questions to be asked as to whether the FNP, which works with only around 20% of eligible parents, is providing value for money, especially given the lack of clear evidence of impact in the UK. The proposal locally therefore is to explore the development of a targeted enhanced programme of support for vulnerable mothers and their partners, but one that is less prescriptive and costly as the FNP.

- 4.16. One area of focus in terms of the healthy child programme has been in respect of ensuring that children arrive ready to learn at school. One way in which children can be ready for learning in school is by attending high quality early years settings, which include child minding as well as pre-schools.
- 4.17. Peterborough has made steady and consistent progress in this area, with increasing numbers of children attending settings assessed by OfSTED to be at least good. According to data published on 24<sup>th</sup> November 2015, 88% of all settings in Peterborough are rated good or better. This performance is very impressive and represents a period of consistent improvement since 2014. We are now 3% points above the national average, and only 1% point below the top performing authority in the country.
- 4.18. A major area of focus in the current year has been the need to address waiting lists for specialist Child and Adolescent mental Health Services and for assessments of possible neurological disorders, such as Autistic Spectrum Disorder and Attention Deficit and Hyperactivity Disorder.
- 4.19. Joint action by Peterborough City Council, Cambridgeshire County Council and the Clinical Commissioning Groups through the Joint Commissioning Unit has resulted in the identification of significant additional resourcing to tackle the immediate waiting list and to meet on-going needs in this area. One-off funding, which totals £940,000 has been identified by the Clinical Commissioning Group for the current financial year to address the waiting list, while a further £900,000 of recurring funding has been identified to increase capacity in these services in order to help to prevent waiting lists building once more.
- 4.20. In addition, the national priority for addressing mental health led by the Government is resulting in a further £1.5M being allocated across Cambridgeshire and Peterborough. The key challenge for partners now is in ensuring that these funds are invested in a way that supports system change, rather than only investing in specialist services. The focus of the approach in Peterborough is to develop a sustainable model that promotes prevention and early help, leading to development of a range of evidenced based interventions that prevent emotional and mental ill-health from becoming entrenched.

#### **Children and young people in care performance board**

- 4.21. This board was established in 2015 in recognition that there was no multi-agency forum that brought key partners together to focus on improving a wide range of outcomes for children and young people in care and care leavers.
- 4.22. The board is committed to leading an ambitious service development programme for all children in care and young people leaving care, ensuring that the support is in place to enable them to achieve their full potential.
- 4.23. The board provides a forum where information about the needs of children and young people in care identified from sources including Pupil Education Plans and Initial Health Assessments can be used to inform commissioning priorities.
- 4.24. One of the key priorities for the Child in Care Board is to review the effectiveness of our arrangements to ensure that children in care and care leavers have a voice and are able to inform and participate in the design of services for them.
- 4.25. The starting point for this is to work with a representative group of children in care and care leavers to revise the Child in Care and Care Leaver's pledges. Once the group has completed this work, there will be a broader consultation with the population of care leavers and children and young people in care, which should be concluded early in the new financial year.
- 4.26. This work will then feed into revised strategies for children in care and care leavers, which we aim to present to the Corporate Parenting Panel in July 2016. These strategies will in

turn help the Panel to hold officers to account in terms of delivering a service that meets the defined aims and objectives.

- 4.27. Another key area of the work of the group is to develop health passports for care leavers – a recommendation within the Council's action plan following the OfSTED inspection. The aim is for these to be developed and in place for all care leavers by the first quarter of the 2016/17 financial year.

#### **Primary school aged children: behaviour and emotional wellbeing**

- 4.28. This priority area was agreed in 2014 in response to the increasing number of referrals to early help services from primary schools around challenging behaviours in school.
- 4.29. Funding was identified to increase capacity in supporting pupils of this age where the school is concerned about emerging emotional and mental health issues. This funding has been used to recruit Community Psychiatric Nurses, able to advise schools on developing approaches that help to build resilience and offer support to children who appear to be experiencing difficulties in this area.
- 4.30. A primary pupil behaviour panel, chaired by the Executive Head of the Pupil Referral Unit is now well established. Primary schools can present children about whom they have significant concerns about behavioural issues, and who may be at risk of exclusion as result. The panel is able to agree a programme of intervention to support the child and the school. This intervention may include support from a Community Psychiatric Nurse [in recognition of the likelihood of an emotional wellbeing element to much challenging behaviour in children of this age] as well as support from family support workers, employed through the Pupil Referral Unit through Connecting Families funding and in recognition that difficulties in school may reflect difficulties in the home environment.
- 4.31. The behaviour panel has been in operation since November 2015, and there are early indications of positive outcomes; among children presented to the panel, there have been no permanent exclusions and almost all have been maintained in their mainstream school provision.
- 4.32. Recent developments have included the development of secondary school behaviour panel, which aims to deliver similar outcomes to the ones that the primary panel is achieving.

#### **Education and skills post 16**

- 4.33. The Peterborough City Council Post 16 plan is now in place and being monitored via the Children and Families Joint Commissioning Board. The plan is designed to support pathways to sustainable employment for young people through high quality provision. The associated action plan includes performance measures and describes key areas of responsibility. Through this plan, the Council is seeking to:
- Ensure that all post 16 learning eventually leads to sustainable employment;
  - Focus on the needs of young people aged 16 and above who are in care or are care leavers;
  - The promotion of the 6 learning pathways across the authority;
  - Provide robust support and challenge to post 16 providers in the City re quality of provision and outcomes for young people;
  - Develop strategic opportunities for schools to work closely with businesses on curriculum production;
  - Ensure strong and transparent information, advice and guidance is available to all young people in the City;
  - Establish an environment that fosters great collaboration across school, FE colleges and learning providers; and

- Focus on apprenticeships and ensure young people have the employability skills to take advantage of the apprenticeship opportunities available.

- 4.34. These are challenging ambitions and while they are the responsibility of the local authority to deliver, actual delivery depends on actions by providers over whom the Council has no authority. This means that success relies on effective multi-agency partnership working.
- 4.35. Performance in relation to young people not in education, employment or training [NEET] remains very good in Peterborough. Currently on 5% of young people aged 16-19 are NEET.
- 4.36. The priority for the coming year is to focus on the groups of young people who are most vulnerable to becoming NEET – young people who have learning or other difficulties or disabilities, teenage parents, and young people who are in care or are care leavers. We will be seeking to really understand the barriers to employment and training for these groups, and taking action to ensure that these are reduced or removed as far as possible.

### **Vulnerable Adults as Parents**

- 4.37. This group has been developing links with prevention and early help services through the Multi-Agency Support Groups [MASG], which are multiagency groups of senior officers from arrange of organisations including the police, social landlords, children’s centres and the Council and which focus on delivering intensive support to families who have complex needs that may otherwise result in them requiring support from Children’s Social Care.
- 4.38. There are three MASGs in operation across the City, each serving one of the three localities. These groups now include representation by Adult Social Care, able to provide advice and signposting support where there appears to be an adult in the home who has a learning difficulty or disability. Discussions within the panel have also resulted in parents accessing support directly from adult services, but who had not previously been referred to support as vulnerable adults in their own right. The group has also built links with adult mental health services, to improve communication with specialists in this area.
- 4.39. These achievements are positive since many parents who need high level targeted support are likely to have their own needs, which although they may not meet the criteria for services from adult services, benefit from indirect support and advice from the relevant specialists.
- 4.40. The current focus for this group is to explore how similar frameworks can be developed in respect of children who are subject to child protection or child in need plans, many of whose parents are likely to have complex difficulties of their own. A task and finish group has been set up to look at how we can better share information and learning about working effectively with vulnerable adults with children’s social care staff.

### **Early help**

- 4.41. As has been noted in previous reports to Scrutiny, OfSTED assessed early help services in Peterborough to be an area of strength.
- 4.42. Early Help service have continued to develop since the OfSTED inspection; more and more practitioners are accessing training on the E-CAF system [which is the client record system used in Peterborough to record early help assessments and work done with children and families at an early help level.
- 4.43. The number of early help assessments completed also continues to increase in the City, indicating that more and more children and young people are benefiting from a child-centred and holistic assessment of their support needs.
- 4.44. A new project is underway jointly between Peterborough and Cambridge councils to develop a be-spoke early help assessment that will form part of the new patient record for

GPs. Because doctors have very limited time with patients, this will not be a full assessment, but will enable doctors to capture the essential needs and strengths of the child and their family. This information will pre-populate the full assessment that will be subsequently completed by the lead professional, working with the family.

- 4.45. This development will significantly improve communication between family doctors, who see large numbers of children and their families, and the broader network of early help services in the City.
- 4.46. A range of evidence-based parenting programmes are being commissioned to assist parents in developing positive parenting skills. These programmes, and information about them, will be coordinated by a Parenting Coordinator who will be employed by the Council. This officer will also be available to provide advice to children's social care services for use where contacts do not meet the threshold for children's social care assessments.

## **5. KEY ISSUES**

5.1. Key issues arising from the above include:

- The Children and Families Joint Commissioning Board has overseen a range of activity in a number of areas that are directly related to supporting children, young people and their families;
- The board and the action groups that report to it, provide a focused forum within which multiagency partners can work together to meet areas of need;
- The work of the children in care board in particular is supporting the delivery of actions we need to take in order to address the recommendations made by OfSTED;
- The development of the action group focused on vulnerable adults as parents is an example of how the People and Communities Directorate is helping to bring services for children and adults together, enabling the sharing of skills, knowledge and resources for the benefit of children, young people and their families; and
- Early help services in Peterborough remain an area of strength and the work of our partner agencies including schools, health colleagues, the police, social landlords and other key voluntary sector partners is invaluable in this area.

## **6. IMPLICATIONS**

- 6.1. The work of the Children and Families' Joint Commissioning Board provides a forum within which key strategic partners can combine resources and activities in order to deliver improved outcomes for children, young people and their families in the City.
- 6.2. The priorities for the Board in 2016/17 are expected to remain broadly the same as those for the current financial year, enabling partners to continue working together to ensure that outcomes continue to improve on a sustainable basis. The priorities will, however, be reviewed in line with the review of the priorities of the Health and Wellbeing Board for 2016/17. These are likely to include children's dental health, childhood obesity and teenage pregnancy. These areas all relate to the Healthy Child Programme, which may therefore be amended to ensure that appropriate focus is placed on these three areas of challenge.

## **7. CONSULTATION**

- 7.1. Consultation has taken place with the Chairs of the Children and Families Joint Commissioning Board and the Chairs of the action groups that report to it.

## **8. NEXT STEPS**

- 8.1. From 2016/17, the Children and Families' Joint Commissioning Board and the Adult Services Commissioning Boards will work much more closely together. This will include

developing a programme of joint meetings to focus on common areas of interest and activity.

- 8.2. This is in line with the ethos between the People and Communities Directorate; to commission and deliver services in line with the way that people live their lives – i.e. as children, young people, adults and older people, in families and communities.

## **9. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985:

- 9.1. None

## **10. APPENDICES**

- 10.1. None.

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