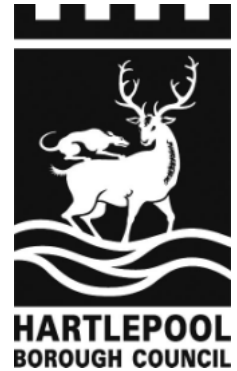


JOINT MEETING OF CHILDREN'S SERVICES SCRUTINY FORUM AND HEALTH SCRUTINY FORUM



Thursday 3 November 2011

at 10.00am

in the Council Chamber, Civic Centre, Hartlepool

MEMBERS:

CHILDREN'S SERVICES SCRUTINY FORUM

Councillors C Akers-Belcher, Fleet, Griffin, Ingham, Lauderdale, Maness, P Thompson, Wells and Wilcox.

Co-opted Members: Eira Ballingall, Sacha Paul Bedding and David Relton.

Resident Representatives: Joan Steel, and 2 vacancies.

Young People's Representatives: Hanna Bew, Ashleigh Bostock, Bianca Gascoigne and Kim Henry

HEALTH SCRUTINY FORUM:

Councillors S Akers-Belcher, (Griffin), James, G Lilley, Preece, Robinson, Shields, Sirs and (Wells).

Resident Representatives: Maureen Braithwaite, Norma Morrish and Ian Stewart.

ALSO INVITED MEMBERS OF THE ADULT AND COMMUNITY SERVICES SCRUTINY FORUM:

Councillors Cranney, (Griffin), Lawton, Loynes, A Marshall, (Preece), Richardson, Shaw and (Shields).

Resident Representatives: Christine Blakey, Evelyn Leck and Michael Unwin.

- 1. APPOINTMENT OF CHAIR**
- 2. APOLOGIES FOR ABSENCE**
- 3. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**

4. RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO FINAL REPORTS OF THIS FORUM

No items.

5. CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS REFERRED VIA SCRUTINY CO-ORDINATING COMMITTEE

No items.

6. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY FRAMEWORK DOCUMENTS

No items.

7. ITEMS FOR DISCUSSION

7.1 Early Intervention Strategy:-

- (a) Covering Report – *Scrutiny Support Officer*
- (b) Presentation – *Assistant Director – Prevention, Safeguarding and Specialist Services*

8. ISSUES IDENTIFIED FROM FORWARD PLAN

9. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT

JOINT MEETING OF CHILDREN'S SERVICES SCRUTINY FORUM AND HEALTH SCRUTINY FORUM



Report of: Scrutiny Support Officer

Subject: EARLY INTERVENTION STRATEGY - COVERING
REPORT

1. PURPOSE OF REPORT

- 1.1 To provide Members with the opportunity to contribute to the consultation process for the development of the Early Intervention Strategy.

2. BACKGROUND INFORMATION

- 2.1 At the meeting of the Scrutiny Co-ordinating Committee held on 19 August 2011, during consideration of the Forward Plan entry relating to the Early Intervention Grant / Strategy, concerns were raised regarding the budget implications of this proposal and the timing of the decision, in that it would not allow:

- (a) An adequate consultation period with this Committee; or
- (b) The outcome of the Adult and Community Services Scrutiny Forum's 'Early Intervention & Reablement Services' investigation to be taken into consideration.

- 2.2 Members requested that the Portfolio Holder and lead officer be invited to an early meeting of Scrutiny Co-ordinating Committee in advance of the commencement of the budget process to:-

- (a) Agree a sensible timetable of consultations with Scrutiny in relation to this issue; and
- (b) Receive further information, as part of the consultation process in relation to Information Advice and Guidance (IAG) Services

- 2.3 Whilst work was ongoing to respond the Scrutiny Co-ordinating Committee's concerns / request, a further discussion in relation to the draft Strategy ensued at the Health Scrutiny Forum on 6 October 2011 which concluded that

the draft Strategy needed to be looked at in detail. Therefore, it was suggested by the Health Scrutiny Forum that a joint meeting be held with the Children's Services Scrutiny Forum to consider the draft Strategy.

2.4 The aim of the joint meeting of Health and Children's Services Scrutiny Forums being to allow Members to consider the concerns raised by the Scrutiny Co-ordinating Committee in relation to the Early Intervention Grant and Strategy (as detailed in sections 2.1 and 2.2 above) and look in detail at the draft Early Intervention Strategy (2011 – 2013), resulting in the formulation of a view for consideration by Cabinet as part of the consultation process.

2.5 In order to assist Members in the formulation of their view / response, evidence will be provided in the followings forms:-

(a) Officers from the Children's Services Section will be in attendance at today's meeting to deliver a presentation providing an overview of the draft Strategy, and

(b) Cabinet considered the draft Early Intervention Strategy at their meeting of 24 October 2011 (Cabinet report attached as **Appendix A**), with a view to a final draft strategy report being presented back to Cabinet in November/December. Copies of the draft Strategy are attached as **Appendix 1** to the Cabinet report. A copy of the draft Commissioning Strategy is attached at **Appendix 2** to the Cabinet Report. **This item contains exempt information under Schedule 12A Local Government Act 1972 (as amended by the Local Government (Access to Information) (Variation) Order 2006) namely, (Information relating to the financial or business affairs of any particular person (including the authority holding that information). Therefore, if Members wish to discuss this exempt information at the meeting, Members will move into closed session to consider it and resident representatives, members of the public and the young people's representatives will be asked to leave the meeting.**

2.6 Details of Cabinet's initial views on the draft Strategy were expressed at the Cabinet meeting of 24 October 2011. In accordance with the Authority's Access to Information Rules, it has not been possible to include the minutes of the Cabinet meeting within the statutory requirements for the dispatch of the agenda and papers for this meeting, therefore they will be circulated under separate cover prior to the meeting.

3. RECOMMENDATION

3.1 That Members formulate a response to the Early Intervention Strategy (2011 – 2013) for consideration by Cabinet in November / December 2011 as part of the consultation process.

Contact Officer:- Laura Stones – Scrutiny Support Officer
Chief Executive's Department – Corporate Strategy
Hartlepool Borough Council
Tel: 01429 52 3087
e-mail: laura.stones@hartlepool.gov.uk

BACKGROUND PAPERS

The following background papers were used in the preparation of this report:-

- (i) Minutes of the Scrutiny Co-ordinating Committee held on 19 August 2011
- (ii) Minutes of the Health Scrutiny Forum held on 6 October 2011
- (iii) Report of the Director of Child and Adult Services entitled 'Early Intervention Strategy' delivered to Cabinet on 24 October 2011

CABINET REPORT

24 October 2011



Report of: Director of Child and Adult Services

Subject: EARLY INTERVENTION STRATEGY

SUMMARY

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to provide Cabinet with an opportunity to comment and give a strategic steer to the emerging Early Intervention Strategy which is being developed through consultation with service users, partners and stakeholders. The Strategy will determine how best the local authority can make use of the Early Intervention Grant beyond March 2012 to improve outcomes for local children, young people and their families.
- 1.2 The report also seeks to alert Cabinet to specific services that will need to be commissioned to deliver identified priorities and seeks approval to advertise tenders for the delivery of parenting support services and services for young people who are misusing substances. It is a priority to publish these tenders to prevent a significant break in services for service users when current contracts expire in March 2012.

2. SUMMARY OF CONTENTS

- 2.1 The report provides an overview of the emerging Early Intervention Strategy and the background to this key local initiative. The report outlines a working Vision and Aim for the future delivery of services and goes on to highlight strategic principles and priorities that have been developed through consultation with service users, partners and stakeholders.
- 2.2 The report details those services that will need to be commissioned promptly through use of the Early Intervention Grant allocation for 2012/2013 to secure continuity of services for local children, young people and their families. It concludes by noting the risks, alongside the financial and legal implications that need to be considered as the strategy is developed further and approval is sought from Cabinet to begin implementation.

3. RELEVANCE TO CABINET

- 3.1 The Early Intervention Strategy seeks to determine how Hartlepool Borough Council can make the most effective use of the Early Intervention Grant to support and produce better outcomes for local children, young people and their families and is a key decision for the Council.

4. TYPE OF DECISION

- 4.1 Key (Reference no. CAS 99/11). Test 1 and Test 2 apply.

5. DECISION MAKING ROUTE

- 5.1 Cabinet on 24 October 2011.

6. DECISION(S) REQUIRED

- 6.1 Cabinet is requested to consider the emerging Early Intervention Strategy, provide further strategic steer and agree for consultation to be undertaken with a view to a final draft strategy report being presented to Cabinet in November/December.
- 6.2 Cabinet is requested to consider those areas of the Early Intervention Strategy where services need to be commissioned and approve the advertising of tenders to deliver Parenting Support and Young People's Substance Misuse Services.

Report of: Director of Child and Adult Services

Subject: EARLY INTERVENTION STRATEGY

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to provide Cabinet with an opportunity to comment and give a strategic steer to the emerging Early Intervention Strategy which is being developed through consultation with service users, partners and stakeholders. The Strategy will determine how best the local authority can make use of the Early Intervention Grant beyond March 2012 to improve outcomes for local children, young people and their families.
- 1.2 The report also seeks to alert Cabinet to specific services that will need to be commissioned to deliver identified priorities and seeks approval to advertise tenders for the delivery of parenting support services and services for young people who are misusing substances. It is a priority to publish these tenders to prevent a significant break in services for service users when current contracts expire in March 2012.

2. BACKGROUND

National Drivers

- 2.1 In December 2010, the Secretary of State for Education announced the creation of a new Early Intervention Grant which would provide Local Authorities with greater flexibility and freedom to respond to local need.
- 2.2 The grant effectively replaces a number of funding streams that have historically funded specific services such as Children's Fund, Young People's Substance Misuse Services, Children's Centres, Connexions, the Family Intervention Project, the Teenage Pregnancy Service and the Youth Crime Action Plan. The Early Intervention Grant is designed to provide local authorities and partners with the impetus to act more strategically to pool and align this funding to target disadvantage more effectively, avoid duplication and invest in early intervention and prevention services to produce better results for local children, young people and their families.

Local Drivers

- 2.3 In line with the growing national recognition that intervening early to strengthen families at risk of disadvantage is key to securing improved outcomes for children, young people and their families, the Children's Services Scrutiny Forum undertook an investigation into 'Think Family –

Preventative and Early Intervention Services' in late 2010/early 2011 to explore the provision of preventative and early intervention services including the provision of practical support for children, young people and their families and children on the cusp of care.

- 2.4 Members identified that Hartlepool has a range of excellent projects, programmes and initiatives to help support families in need and there is a need for the Council to retain these services. Members recognised that growing up in a family with significant social, health, economic and behavioural problems has a lasting and intergenerational impact on a child's life chances and concluded that **early intervention** is key to helping families in need and the earlier individuals can access services the better it is for both families and society in the longer-term.
- 2.5 The investigation enabled the Children's Services Scrutiny Forum to generate a series of recommendations which are outlined below:
- (a) That the Council works with partner organisations/agencies to:
 - i. identify families with additional needs as early as possible to ensure that individuals/families receive the help and support that meets their specific needs.
 - ii. ensure that all services are co-ordinated to avoid gaps in service provision and duplication of services.
 - iii. develop stronger partnership arrangements to ensure that all organisations/agencies are signposting individuals/families to the appropriate services.
 - iv. ensure that all services are open and accessible to all families and family members.
 - (b) The Council develops and promotes a simplified self-referral route with one point of contact so that individuals/families can refer themselves to a service if needed;
 - (c) The Council raises awareness of all the Think Family services available by promoting and marketing the services through: the media; 'Hartbeat'; schools, nurseries and children's centres; GP surgeries; community centres and libraries;
 - (d) The Council engages with parents and uses their experience to improve/deliver existing services and help develop new services;
 - (e) The Council explores options with partner organisations/agencies to secure funding for the continuation of services and the development of new services;
 - (f) The Council integrate the Think Family approach into community based services so that families feel comfortable, safe and secure when accessing the services; and

- (g) The Council, as part of the 2012/13 budget process re-examines the allocation of the Early Intervention Grant and the proportion that is allocated to Think Family services.

The views of children, young people and parents

- 2.6 A key part of the Children's Scrutiny Investigation into 'Think Family – Preventative and Early Intervention Services' was to secure the views of local children, young people and parents/carers and this was achieved through the facilitation of a series of age appropriate focus groups, questionnaires and a local Think Family Conference.
- 2.7 The feedback from this aspect of the investigation highlighted the need to improve access to services so that they are open to all families; raise awareness of services available; improve co-ordination between services and keep in contact with families.
- 2.8 Participants were asked to rank key points in order of importance in relation to how Think Family services are delivered. Out of the three groups which undertook the exercise two of the groups ranked **'help as early as possible'** as the most important, with the third group ranking **'one contact point for all services'** as most important.

3. AN EARLY INTERVENTION STRATEGY

- 3.1 The emerging Early Intervention Strategy builds upon the recommendations made by Children's Services Scrutiny investigation of 'Think Family Services' in 2010/2011 and proposes a local framework for Early Intervention that will support Hartlepool to realise the strategic priorities highlighted within the Hartlepool Children's Plan (2009–2020) and the Hartlepool Borough Council Child Poverty Strategy (2011-2014) by ensuring that children, young people and families who are at risk of disadvantage have support at the earliest possible stage to prevent families reaching crisis.

Data Analysis

- 3.2 An analysis of local need has been undertaken to inform the emerging strategy and this highlighted that whilst there have been great strides in improving outcomes for local children and young people in recent years, particularly in relation to educational attainment, some children and families would appear to have remained beyond the reach of too many initiatives. An analysis of local data highlights that, in spite of the work that has been undertaken, the gap between the most vulnerable children and their peers continues to widen and that this disadvantage is felt most keenly across a number of key geographical areas wherein the town's most vulnerable families and problematic households are concentrated.

- 3.3 In relation to the current ward boundaries, the analysis highlighted the following wards as key areas where high level needs exists:

Stranton
Brus
Owton Manor
Dyke House
St. Hilda

The data also highlights that there still remains cause for concern in other areas of the town and that the Strategy will need to have the capacity and flexibility to address this.

- 3.4 The draft Strategy document (see **Appendix 1**) outlines the arrangements in place for supporting local families and their children. It lays out the proposed vision for what the Strategy is aspiring to achieve and identifies what work needs to be undertaken to realise the vision through the delivery of key strategic principles and priorities that will support the development of a town wide Early Intervention Framework. This Framework seeks to embed systems to identify the needs of children, young people and their families as early as possible and respond to their needs promptly whilst retaining the capacity to provide a coordinated response to those families whose needs cannot be met solely within universal settings.

Working Vision

- 3.5 The vision is that all children and young people in Hartlepool are able to enjoy a happy, safe and healthy childhood and fulfil their potential. We want all local children and young people to be supported by their families to develop the skills and self confidence to cope with challenges and changes, rather than be undermined by cycles of dysfunction and underachievement.

Working Aim

- 3.6 The aim of the Early Intervention Strategy is to enable local families to break the intergenerational nature of underachievement and deprivation in Hartlepool by identifying at the earliest possible opportunity those children, young people and families who are likely to experience difficulty and to intervene and empower people to transform their lives and their future children's lives.

Emerging strategic principles and priorities

- 3.7 The Strategy stresses the need for organisations and professionals in universal settings, across the whole system of services for children, young people and families (pre-birth to nineteen years), to work together to ensure that the needs of children, young people and families at risk of experiencing difficulties and disadvantage are identified at the earliest opportunity, responded to promptly and monitored regularly to address problems before they become entrenched and result in long term damage.

- 3.8 The strategy requires services think beyond their own client group to incorporate the whole family in their thinking and planning to ensure that the pivotal role of parents in determining their children's future is acknowledged, supported and celebrated by all organisations and that families at risk of disadvantage are identified and supported as early as possible which acknowledges that outcomes for local children and young people are best improved through the strengthening of their families.
- 3.9 In order to effectively meet need, it is essential that this is assessed and understood in the context of the child's development and needs, the capacity of the parent to meet those needs and the family and environmental factors impacting upon the child. Therefore the systems and process that are intended to support the delivery of prevention through early intervention approaches such as the Electronic Common Assessment Framework (ECAAF) should be championed and coordinated by the Children's Trust Partnership.
- 3.10 Based on the findings of national research, which highlights the importance of the provision of Early Years services, the strategy proposes a local Early Years Pathways (pre-birth to five) is delivered in those key geographical areas of need. The aim of this pathway is to ensure that all children in Hartlepool receive the stimulation, warmth and responsiveness they need to have the best start in life and are supported by their parents to acquire and develop the key skills they will need to provide them with a firm foundation for the rest of their lives. The strategy also highlights that there is the need to build in flexibility to provide additional support to families who reside outside of the town's key geographical areas of concern where it is identified that needs cannot be met solely by the statutory universal Early Years Pathway available to them. This reconfiguration of Early Years services provides the opportunity to undertake a review of current children centres to establish whether there is a need to reconfigure the investment in the current provision of children's centres that service the town.
- 3.11 An underpinning principle of the strategy is that the local authority continues to invest in services throughout childhood with the emphasis on early intervention continuing beyond the early years to ensure that as the circumstances of children, young people and their families change, children, young people and their families who are at risk of experiencing disadvantage can be identified early and responded to promptly.
- 3.12 The strategy highlights that there is a need to move away from the delivery of stand alone services through the development of integrated multi-disciplinary teams that can provide well coordinated responses to meet the needs of local children, young people and their families across the continuum of need and forgo the need for input from multiple services through multiple delivery points. This builds upon the recommendations made by Children's Scrutiny Forum to ensure that, through the creation of multi-disciplinary teams, whole families can gain access to information, advice, support and guidance through a single route ensuring family members are able to link with the services they require.

- 3.13 The Strategy acknowledges that workforce development and the strengthening of the capacity of the workforce will be a fundamental determinant to the success of the strategy. Everyone who works with children, young people and families should be supported to be ambitious for every child; excellent in their practice; have the capacity to look beyond their individual area of expertise; be committed to partnership and integrated working and respected and valued as practitioners.

Emerging Commissioning Priorities

- 3.14 The proposal to develop multi-disciplinary teams seeks to ensure that the appropriate arrangements are in place to respond to those difficulties that families, practitioners and partners highlight as being central to the disadvantage felt by families whose needs cannot be met solely in universal settings. The Strategy proposes that the teams be composed of a mixture of local authority employees (where specific expertise is already in place), in kind contributions from key partners such as Health and Community Safety, and service providers who are commissioned to deliver expertise where this lies outside of the Local Authority.
- 3.15 Based upon this model the strategy identifies there is a need to commission the following:
- Parenting Support services;
 - Young Peoples Substance Misuse services;
 - Domestic Violence Support services (which is being taken forward via the Regeneration and Neighbourhoods Department);
 - Support to Emotional health and Well being;
 - Out of school provision and activities for 5 – 19 year olds
 - Mentoring Programmes for 5 to 19 year olds

A copy of the draft Commissioning Strategy is attached at **Appendix 2. This item contains exempt information under Schedule 12A Local Government Act 1972 (as amended by the Local Government (Access to Information) (Variation) Order 2006) namely, (Information relating to the financial or business affairs of any particular person (including the authority holding that information)).**

4. EQUALITY AND DIVERSITY CONSIDERATIONS

- 4.1 The developing Early Intervention Strategy is designed to meet the needs of vulnerable children, young people and their families regardless of their culture, gender, ability, race or sexual orientation.
- 4.2 It is proposed that universal services are enhanced in those key geographical areas of need. However, the strategy seeks to retain capacity and flexibility to be able to respond and allocate resources to individual families and households across the town to address emerging needs as and when required.

5 RISK IMPLICATIONS

- 5.1 There is the risk of a significant break in services for service users who are accessing parenting support services and support services for young people who are misusing substances when current contracts for delivery of these services expire in March 2012. A break in treatment could be highly detrimental for young people who are accessing services in relation to their substance misuse and parenting provision forms a cornerstone of the Early Intervention Strategy. The service is therefore seeking to avoid any break in provision through the request to Cabinet to approve the commissioning of these services to allow organisations to tender for contracts at the earliest opportunity.
- 5.2 The delivery of the Early Intervention Strategy is a key priority for the town and it is essential that the strategy is effective in meeting the broad spectrum of need that has been identified. Failure to target services effectively or maximise the resources of the Early Intervention Grant would mean that children, young people and their families will continue to experience disadvantage and cycles of deprivation.

6 LEGAL AND FINANCIAL CONSIDERATIONS

- 6.1 Services currently funded through the Early Intervention Grant fulfill a series of statutory duties relating to children and young people and the developing strategy and delivery model will need to continue to have full regard for these duties to ensure that the local authority continues to fulfill its legal obligations.
- 6.2 There are financial considerations relating the commissioning of Parenting Support Services and Young Peoples Substance Misuse Services the details of which are contained within the draft Commissioning Plan attached at **Appendix 2. This item contains exempt information under Schedule 12A Local Government Act 1972 (as amended by the Local Government (Access to Information) (Variation) Order 2006) namely, (Information relating to the financial or business affairs of any particular person (including the authority holding that information).**

7. RECOMMENDATIONS

- 7.1 Cabinet is requested to consider the emerging Early Intervention Strategy, provide further strategic steer and agree for consultation to be undertaken with a view to a final draft strategy report being presented to Cabinet in November/December.

- 7.2 Cabinet is requested to consider those areas of the Early Intervention Strategy where services need to be commissioned and approve the advertising of tenders to deliver Parenting Support and Young People's Substance Misuse Services.

8. BACKGROUND PAPERS

Children's Services Scrutiny Forum Final Report: Think Family – Preventative and Early Intervention Services April 2011.

9. CONTACT OFFICERS

Sally Robinson, Assistant Director (Safeguarding and Specialist Services), Child and Adult Services, Hartlepool Borough Council, Level 4, Civic Centre, TS24 8AY. Tel 01429 523405. E-mail sally.robinson@hartlepool.gov.uk.

Mark Smith, Head of Integrated Youth Support Services, Child and Adult Services, Hartlepool Borough Council, level 4, Civic Centre, TS24 8AY. Tel 01429 523405. E-mail mark.smith@hartlepool.gov.uk

131. Early Intervention Strategy (*Director of Child and Adult Services*)

Type of decision

Key Decision Tests (i) and (ii) apply. Forward Plan Ref. CAS 99/11.

Purpose of report

The purpose of this report was to provide Cabinet with an opportunity to comment and give a strategic steer to the emerging Early Intervention Strategy which was being developed through consultation with service users, partners and stakeholders. The Strategy would determine how best the local authority could make use of the Early Intervention Grant beyond March 2012 to improve outcomes for local children, young people and their families.

The report also sought to alert Cabinet to specific services that would need to be commissioned to deliver identified priorities and sought approval to advertise tenders for the delivery of parenting support services and services for young people who were misusing substances. It was a priority to publish these tenders to prevent a significant break in services for service users when current contracts expire in March 2012.

Issue(s) for consideration by Cabinet

The Children's Services Portfolio Holder gave an overview of the emerging Early Intervention Strategy and the background to this key local initiative. The report outlines a working Vision and Aim for the future delivery of services and goes on to highlight strategic principles and priorities that have been developed through consultation with service users, partners and stakeholders.

The report details those services that will need to be commissioned promptly through use of the Early Intervention Strategy (EIS) Grant allocation for 2012/2013 to secure continuity of services for local children, young people and their families. It concludes by noting the risks, alongside the financial and legal implications that need to be considered as the strategy is developed further and approval is sought from Cabinet to begin implementation.

The Children's Services Scrutiny Forum undertook an investigation into 'Think Family – Preventative and Early Intervention Services' in late 2010/early 2011 to explore the provision of preventative and early intervention services including the provision of practical support for children, young people and their families and children on the cusp of care. The investigation enabled the Children's Services Scrutiny Forum to generate a series of recommendations which were detailed within the report.

The Portfolio Holder indicated that a key part of the Children's Scrutiny Investigation into 'Think Family – Preventative and Early Intervention

Services' was to secure the views of local children, young people and parents/carers and this was achieved through the facilitation of a series of age appropriate focus groups, questionnaires and a local Think Family Conference. The feedback from this aspect of the investigation highlighted the need to improve access to services so that they are open to all families; raise awareness of services available; improve co-ordination between services and keep in contact with families.

An analysis of local need has been undertaken to inform the emerging strategy and this highlighted that whilst there have been great strides in improving outcomes for local children and young people in recent years, particularly in relation to educational attainment, some children and families would appear to have remained beyond the reach of too many initiatives. In relation to the current ward boundaries, the analysis highlighted the Stranton, Brus, Owton Manor, Dyke House and St. Hilda wards as key areas where high-level needs existed. It was stressed that needs extend beyond these wards to many areas of the town.

Cabinet had noted that due to delays in government announcements, the EI grant had been one of the last things reported to Cabinet before the budget was established earlier in the year. Fortunately, this year there would be an opportunity for scrutiny to look at the grant before Cabinet made its recommendations. There was comment that the procurement of services through the EIS should be open to third sector groups, as there were occasions when the services may simply be better provided by people/groups not associated with the authority in order to best work with families.

The Portfolio Holder agreed that there would be a need to use a mixed economy of provision in order to provide the most suitable service to families and young people. The reductions in grant had led to a much more focussed approach. The Assistant Director, Prevention, Safeguarding and Specialist Services, commented that the services that approval was sought for to commission would most likely be using third sector groups, particularly in providing recreational facilities to young children.

Cabinet supported the proposals being put forward in obtaining the best value for the money that was available. The Acting Chief Executive commented that should that mean working with other Tees Valley authorities to commission services on a Tees Valley basis that would also be considered. The Assistant Director was involved in a group that was looking at such cooperation and where it could be best implemented.

Decision

1. That the emerging Early Intervention Strategy be approved for consultation to be undertaken with a view to a final draft strategy report being presented to Cabinet in November/December.
2. That the advertising of tenders for the delivery of the Parenting Support and Young People's Substance Misuse Services be approved.



Hartlepool

Early Intervention Strategy

2011- 2013

First Draft

Please note - this is a working document and is subject to change and further refinement as children, young people, parents and partners support the development of the strategy via consultation.

October 2011

INTRODUCTION

This strategy sets out the proposed vision of Hartlepool's Children's Trust for local families whose children are disadvantaged, at risk of falling behind their peers and not reaching their full potential.

It builds upon the recommendations made by Children's Services Scrutiny investigation of 'Think Family Services' in 2010/2011 and proposes a local framework for Early Intervention that will support Hartlepool to realise the strategic priorities highlighted within the Hartlepool Children's Plan (2009 – 2020) and the Hartlepool Borough Council Child Poverty Strategy (2011-2014) by ensuring that children, young people and families who are at risk of disadvantage have support at the earliest possible stage to prevent families reaching crisis.

The strategy outlines the current arrangements in place for supporting local families and their children, lays out the proposed vision for what the Children's Trust is aspiring to achieve and identifies what work needs to be undertaken to realise the vision through the development of a series of emerging strategic priorities that will support the development of a town wide Early Intervention Framework.

BACKGROUND

National Drivers

In December 2010, the Secretary of State for Education announced the creation of a new Early Intervention Grant which would provide Local Authorities with greater flexibility and freedom to respond to local need.

The grant effectively replaces a number of funding streams that have historically funded specific services such as Children's Fund, Young Peoples Substance Misuse Services, Children's Centres, Connexions, Family Intervention Project, the Teenage Pregnancy Service and the Youth Crime Action Plan and instead provides local authorities and partners with the impetus to act more strategically to pool and align this funding to target disadvantage more effectively, avoid duplication and invest in early intervention to produce better results for local children, young people and families.

This emphasis on early intervention, as an approach to securing improved outcomes for children, young people and families, reflects the widespread recognition that it is better to identify problems early and intervene effectively to prevent their escalation than to respond only when the difficulty has become so acute as to demand action. Coupled with the growing recognition that families, and in particular parents continue to be the most significant influence on children and young people - from a child's early development through to them achieving independence – and that the strengthening of families should remain central to strategies seeking to improve outcomes for children and young people.

A growing body of evidence has been produced in recent years to support early intervention and think family approaches and the findings and recommendations from the following key studies have been taken into consideration during the development of the Hartlepool Early Intervention Strategy:

The Foundation Years: Preventing Poor Children Becoming Poor Adults – Frank Field MP

Early Intervention: Good Parents, Great Kids, Better Citizens – Graham Allen MP

The Early Years: Foundations for Life, Health and Learning – Dame Clare Tickell (2011)

The Munro Review of Child Protection – Professor Eileen Munro (2011)

Deprivation and risk: The Case for Early Intervention – Action for Children

Grasping the Nettle: Early Intervention for Children, Families and Communities – C4EO

Fair Society, Healthy Lives - Professor Sir Michael Marmot

Local Drivers

In line with the growing national recognition that intervening early to strengthen families at risk of disadvantage is key to securing improved outcomes for children, young people and their families, the Children's Services Scrutiny Forum undertook an investigation into 'Think Family – Preventative and Early Intervention Services' in late 2010/early 2011 to explore the provision of preventative and early intervention services including the provision of practical support for children, young people and their families and children on the cusp of care.

The investigation enabled Elected Members, officers, partner organisations and service users to gain an understanding of the Think Family approach in Hartlepool and the role of universal, targeted and specialist Services within local Think Family arrangements.

Members identified that Hartlepool has a range of excellent projects, programmes and initiatives to help support families in need and there is a need for the Council to retain these services, but recognised that growing up in a family with significant, social, health, economic and behavioural problems has a lasting and intergenerational impact on a child's life chances and concluded that early intervention is key to helping families in need and the earlier individuals can access services the better it is for both families and society in the longer term.

A key part of the Children's Scrutiny Investigation into 'Think Family – Preventative and Early Intervention Services' was to secure the views of local children, young people parents and this was achieved through the facilitation of a series of age appropriate focus groups, questionnaires and a local Think Family Conference.

In summary the feedback highlighted the need to improve access to services so that they are open to all families; raise awareness of services; improve coordination between services and keep in contact with families.

As a result of the services offered, parents highlighted that their children are better behaved; communication between all family members has improved; the family is still together; there is an increased awareness of how important having family time is; and mums nurture themselves more.

Parents who took part in an exercise where they were asked to rank key points in order of importance in relation to how Think Family services are delivered. Out of the three groups which undertook the exercise two of the groups ranked '**help as early as possible**' as the most important, with the third group ranking '**one contact point for all services**' as most important.

The investigation enabled the Children's Services Scrutiny Forum to generate a series of recommendations which are outlined below:

- The Council works with partner organisations/agencies to identify families with additional needs as early as possible to ensure that individuals / families receive the help and support that meets their specific needs;
- The Council develops and promotes a simplified self – referral route with one point of contact so that individuals / families can refer themselves to a service if needed;
- The Council raises awareness of all the Think Family services available by promoting and marketing the services through the media; 'Hartbeat'; schools, nurseries and children's centres; GP surgeries; community centres and libraries;
- The Council engages with parents and uses their experience to improve / deliver existing services and help develop new services;
- The Council explores options with partner organisations / agencies to secure funding for the continuation of services and the development of new services;
- The Council integrate the Think Family approach into community based services so that families feel comfortable, safe and secure when accessing the services; and
- The Council, as part of the 2012 / 13 budget process re-examines the allocation of the Early Intervention Grant and the proportion that is allocated to Think Family services.

WHAT DOES THE LOCAL DATA TELL US? (AN EMERGING NEEDS ANALYSIS)

There have been great strides in improving outcomes for local children and young people in recent years, particularly in relation to educational attainment, however, the worst off children and families would appear to have remained stubbornly beyond the reach of too

many initiatives. An analysis of local data highlights that, in spite of the delivery of a range of preventative services, the gap between the most vulnerable children in the town and their peers continues to widen and that this disadvantage is felt most keenly across a number of key geographical areas wherein the town's most vulnerable families and problematic households are concentrated.

The following data sets highlight that when local key indicators are broken down by ward the difference in outcomes for local children, young people and families can be stark.

There are currently 17 wards in the borough and these have been RAG (Red/ Amber/ Green) rated with 1 being the highest level of concern and 17 being the lowest. This has been translated into RAG ratings as follows:

1-5 highest results - of most cause for concern

6-10 highest results - of medium cause for concern

11-17 - lowest cause for concern

Deprivation Indicators

Ward	% Children living in Poverty	% Families claiming Free School Meals
Stranton	60.8	50.7
Brus	40.3	42.6
Owton Manor	45.1	39.1
Dyke House	50.8	46.4
St. Hilda	41.9	31.8
Burn Valley	29.5	22.3
Rift House	33.4	26.3
Rossmere	13.7	24.3
Foggy Furze	25.0	25.3
Grange	29.2	19.2
Hart	9.7	8.1
Throston	10.0	6.9
Fens	26.6	10.1
Greatham	17.2	13.4
Seaton	9.0	7.3
Park	3.2	1.9
Elwick	2.5	4.2

Educational Achievement

The tables below highlights that there is a correlation locally between educational underachievement and broader family circumstances.

Ward	FSP 6+ in all Communicati on, Language and Literacy 2011	KS1 L2+ Speech and language 2011	KS1 L2+ Reading 2011	KS1 L2+ Writing 2011	KS2 L4+ Eng and Maths 2011	% achieving 5+ A*-C GCSE's including English and Maths (2010 results)
Stranton	47.8	69.5	81.4	67.8	69.2	36.5
Brus	61.1	72.8	77.2	70.7	83.2	42.1
Owton Manor	56.0	75.3	76.3	72.0	60.0	37.1
Dyke House	61.7	71.2	79.5	68.5	68.5	33.3
St. Hilda	67.1	83.8	82.4	73.5	72.9	76.4
Bum Valley	68.4	77.3	75.8	68.2	75.4	47.7
Rift House	52.8	84.8	86.1	81.0	75.3	35.6
Rossmere	70.0	86.9	83.3	75.0	70.9	50.8
Foggy Furze	70.4	71.2	65.4	63.5	76.8	47.9
Grange	62.3	74.5	70.6	72.5	82.3	48.6
Hart	75.9	79.2	83.1	77.9	85.7	57.7
Throston	68.2	89.2	89.2	83.9	77.7	64.8
Fens	71.4	80.9	78.7	72.3	85.7	56.9
Greatham	66.7	83.3	83.3	83.3	88.9	51.9
Seaton	80.0	94.2	87.0	87.0	83.1	76.4
Park	79.3	93.2	95.5	95.5	82.9	69.4
Elwick	84.6	93.3	93.3	93.3	88.9	81.8

Social Care Interventions

Research tells us that deprivation can be corrosive and that harmful behaviours – such as drug or alcohol misuse, criminality and neglect – can flourish in its shadow.

The table below show a clear correlation between areas of deprivation and the need for Social Care interventions.

Ward	Duty referral	% Child in Need	% subject to a Child Protection Plan
Stranton	15.2	14.7	25.5
Brus	10.0	9.0	14.2
Owton Manor	9.0	9.2	5.7
Dyke House	7.6	9.4	6.6
St. Hilda	8.9	8	7.5
Burn Valley	7.0	9.8	5.7
Rift House	6.7	4.7	0.9
Rossmere	4.5	5.5	5.7
Foggy Furze	7.0	4.7	5.7
Grange	5.5	8.2	5.7
Hart	2.5	2.2	2.8
Throston	3.8	3.3	4.7
Fens	1.9	2.2	3.8
Greatham	0.7	1.2	2.8
Seaton	1.0	1.4	0.0
Park	0.6	1.8	0.0
Elwick	0.3	0.4	0.0

Outcomes for local young people

There is evidence to suggest that young people who reside in those areas of highest deprivation tend to have increased risk of poor outcome indicators than their peers.

Ward	Teenage Pregnancy	1st time entrant Youth Justice System	16-18 Not in Education, Employment or Training
Stranton	16.0	9.0	14.1
Brus	6.8	10.5	10
Owton Manor	7.3	11.5	9.9
Dyke House	9.4	6.9	7.4
St. Hilda	8.9	7.6	7.7
Burn Valley	10.9	5.8	6.1
Rift House	4.4	10.0	5.5
Rossmere	5.4	6.5	4.3
Foggy Furze	0.0	3.5	6.0
Grange	2.4	9.0	7.7
Hart	5.8	5.5	4.3
Throston	4.5	4.3	3.8
Fens	5.2	1.0	1.7
Greatham	0.0	0.5	1.7
Seaton	3.5	5.0	6.4
Park	4.3	2.0	0.8
Elwick	0.0	0.5	0.5

Taken together the information identifies that disadvantage is felt most keenly across the following key geographical areas wherein the town's most vulnerable families and problematic households are concentrated.

Stranton
 Brus
 Owton Manor
 Dyke House
 St. Hilda

But that there still remains cause for concern in other areas of the town that the Strategy will need to have the capacity and flexibility to address.

WHAT DOES NATIONAL RESEARCH TELL US?

Recent national research clearly demonstrates that adverse childhood experiences can have a detrimental influence on a number of outcomes.

A recent study undertaken by the Prison Reform Trust highlighted that of 200 children in Young Offender Institutions, they experience significant disadvantage through the prevalence of the following broader family circumstances:

Absent father (i.e. has lived apart from father for significant period of childhood; not solely through bereavement)	76%
Has ever run away or absconded	47%
Ever on child protection register and/or has experienced abuse or neglect	39%
Parent and/or sibling(s) involved in criminal activity	38%
Absent mother (i.e. has lived apart from mother for significant period of childhood; not solely through bereavement)	33%
Has witnessed domestic violence	28%
Ever accommodated in local authority care (through voluntary agreement by parents and/or care order)	27%
Formal diagnosis of emotional or mental health condition	17%
Bereavement – parent and/or sibling(s)	13%

A study undertaken by 'Turning Point', a leading National Social Care Organisation highlighted that in relation to parental alcohol use:

- Around one third (360,000) of all domestic violence incidents are linked to alcohol misuse.
- Over 50% of families on social workers' caseloads have parent(s) with drug, alcohol or mental health problem.
- Alcohol misuse by parents was identified as a factor in over 50 per cent of child protection cases
- Half of those attending drug and alcohol services have mental health problems.
- Marriages are twice as likely to end in divorce where there are alcohol problems.
- Alcohol misuse identified as a factor in 50% of child protection cases.
- 25% children witnessing domestic violence have serious social and behavioural problem.
- Nearly 75% of Serious Case Reviews found that parental mental ill health, substance misuse and/or domestic violence, often in combination were a factor.
- Children aged 13-14 who live in families with five or more problems are 36 times more likely to be excluded from school.

WORKING VISION

Our vision is that all children and young people in Hartlepool are able to enjoy a happy, safe and healthy childhood, and fulfil their potential. We want all local children and young people to be supported by their families to develop the skills

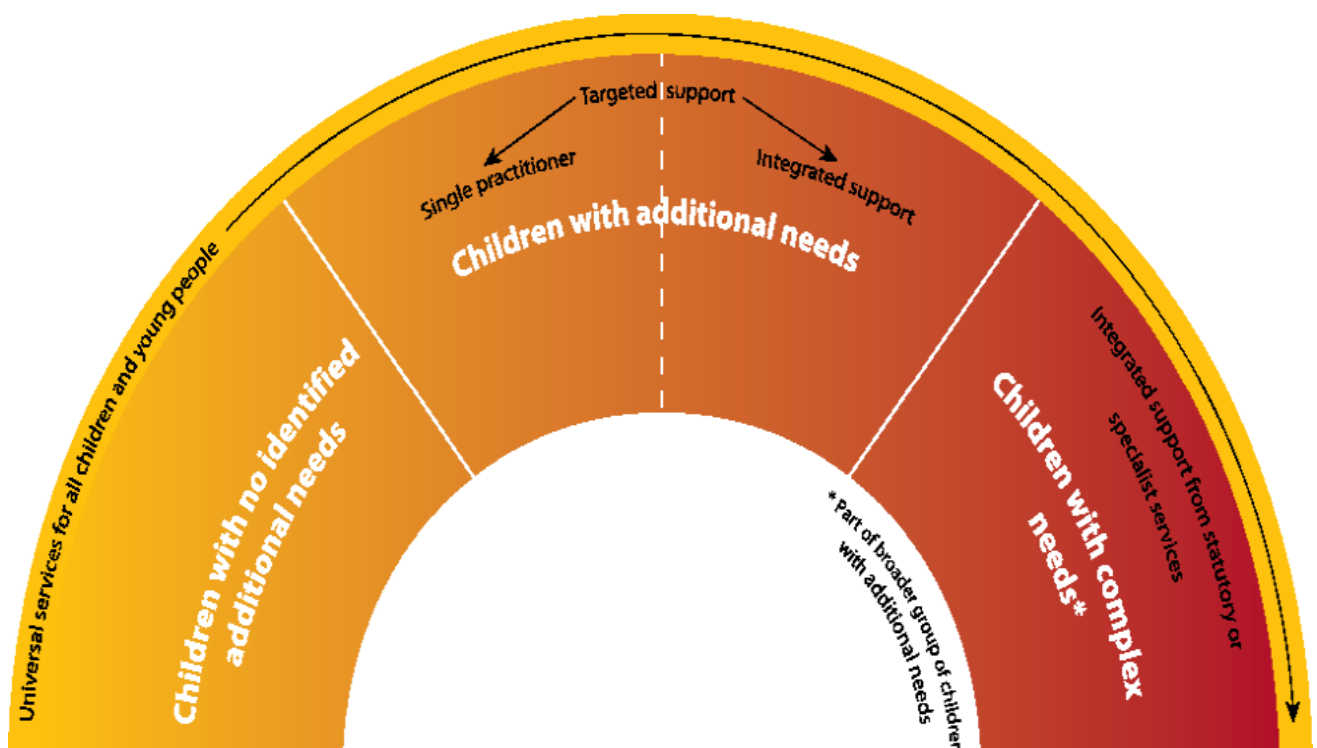
and self confidence to cope with challenges and changes, rather than be undermined by cycles of dysfunction and underachievement.

WORKING AIM

The aim of the Early Intervention Strategy is to enable local families to break the intergenerational cycle of underachievement and deprivation in Hartlepool by identifying at the earliest possible opportunity those children, young people and families who are likely to experience difficulty and to intervene and empower people to transform their lives and their future children's future lives.

There are a number of children, young people and families who are already experiencing difficulties in Hartlepool and that frameworks developed to deliver this strategy will need to have the flexibility to not only respond early to families identified as at risk of experiencing disadvantage and difficulties but also retain the capacity to continue to target and provide services for those families whose needs are already apparent.

It is essential therefore that a framework for the delivery of services retains the capacity to respond to families across the spectrum of need:



PRINCIPLES OF THE EARLY INTERVENTION STRATEGY

The structure of the strategy is built upon a series of key principles that when taken together form the base of a coherent strategy for early intervention that will enable the partnership to improve the quality of life for local children, families and communities.

These are:

A commitment to prevention through early intervention

Our vision is that organisations and professionals in universal settings across the whole system of services for children, young people and families, work together to ensure that the needs of children, young people and families at risk of experiencing difficulties and disadvantage are identified at the earliest opportunity, responded to promptly and monitored regularly to address problems before they become entrenched and result in long term damage.

An emphasis on whole families and the role of parents

Our vision is that all services think beyond their own client group to incorporate the whole family in their thinking and planning to ensure that the pivotal role of parents in determining their children's development is acknowledged, supported and celebrated by all organisations; that families at risk of disadvantage are identified and supported as early as possible and that outcomes for local children and young people are improved through the strengthening of their families.

A priority focus on the early years (pre birth to 5)

Our vision is that all children in Hartlepool receive the stimulus, warmth and responsiveness they need to have the best start in life and are supported by their parents to acquire and develop the key skills they will need to provide them with a firm foundation for the rest of their lives.

A commitment to continuing early intervention in later years

Our vision is to ensure that an emphasis on early intervention continues beyond the early years to ensure that as the circumstances of children, young people and their families change children, young people and their families who are at risk of experiencing disadvantage can be identified early and responded to promptly.

A multi-agency systems approach

Our vision is to ensure that, through the creation of multi-disciplinary teams whole families can gain access to information, advice, support and guidance through a single route ensuring family members are able to link with the services they require.

A highly skilled and competent workforce

Our vision is that everyone who works with children, young people and families should be ambitious for every child and young person; excellent in their practice; committed to partnership and integrated working and respected and valued as practitioners.

Commissioning and investing in programmes that work.

Our vision is to ensure that as commissioners and service providers we will work with and through the Children's Trust to better understand the needs of children, young people, families and communities in Hartlepool, listen to what they want and work with them to

design, improve and re-commission services.

Services in Hartlepool should be organised in such a way that they help all children and young people achieve their full potential and maximise their chances in life by providing integrated provision which is of high quality, effective and excellent value for money.

GOVERNANCE ARRANGEMENTS

The Early Intervention Strategy will be led by the local authority Director of Children's Services and Lead Member for Children's Services and will be the responsibility of all partners within the Children's Trust.

This strategy will be supported by an action plan which sets out in detail the planned work to be completed to achieve the strategy. Responsibility for the implementation of the strategy will be led by the Early Intervention Strategy Task and Finish Group which will report progress to the Children's Trust.

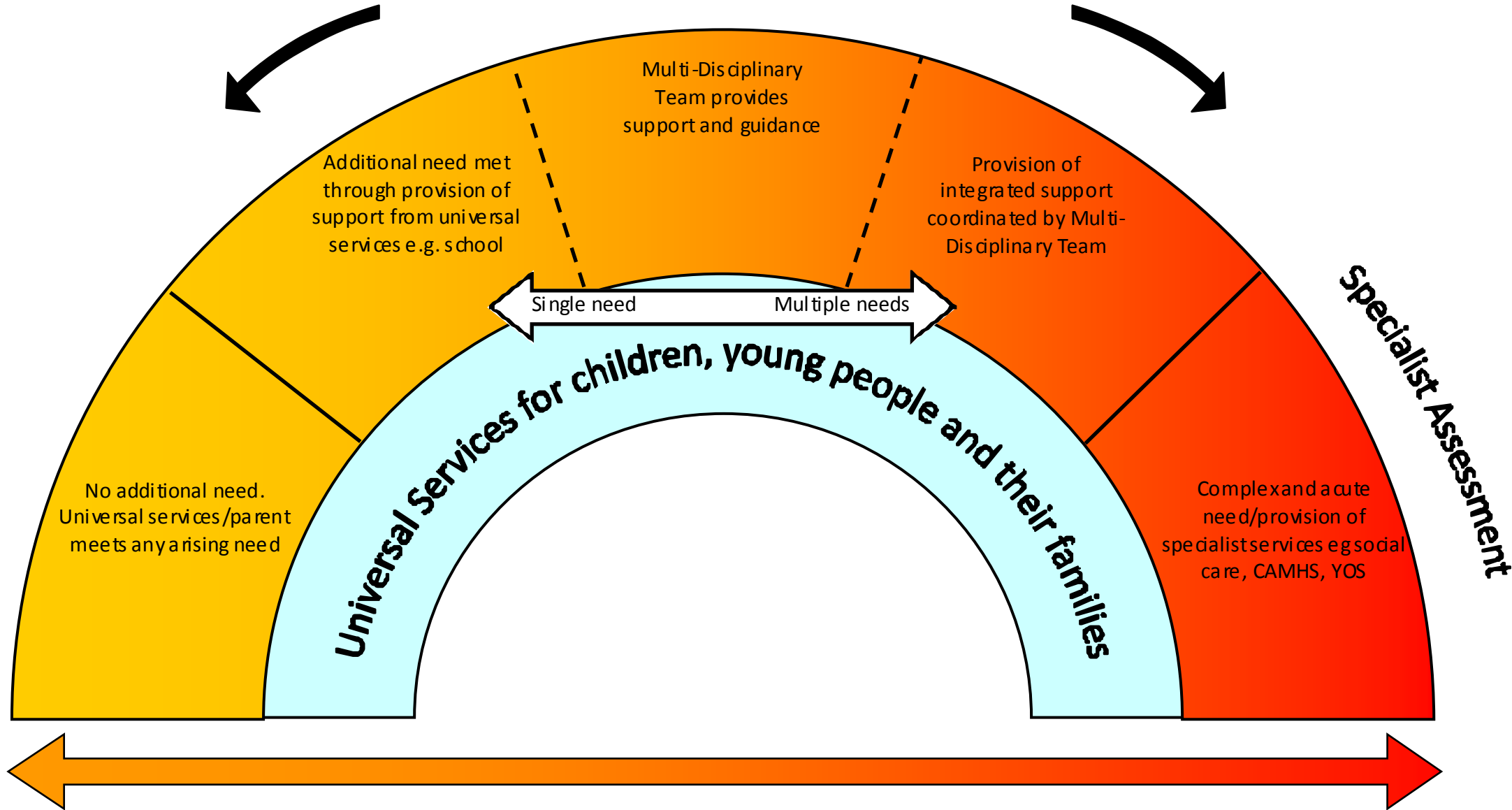
AN EMERGING FRAMEWORK FOR THE DELIVERY OF THE HARTLEPOOL EARLY INTERVENTION STRATEGY

The following proposed framework builds upon each of the principles that underpin the

Hartlepool Early Intervention Strategy to embed a whole system of community based services for children, young people and their families that are able to identify and respond to additional needs across the spectrum of need at the earliest opportunity:

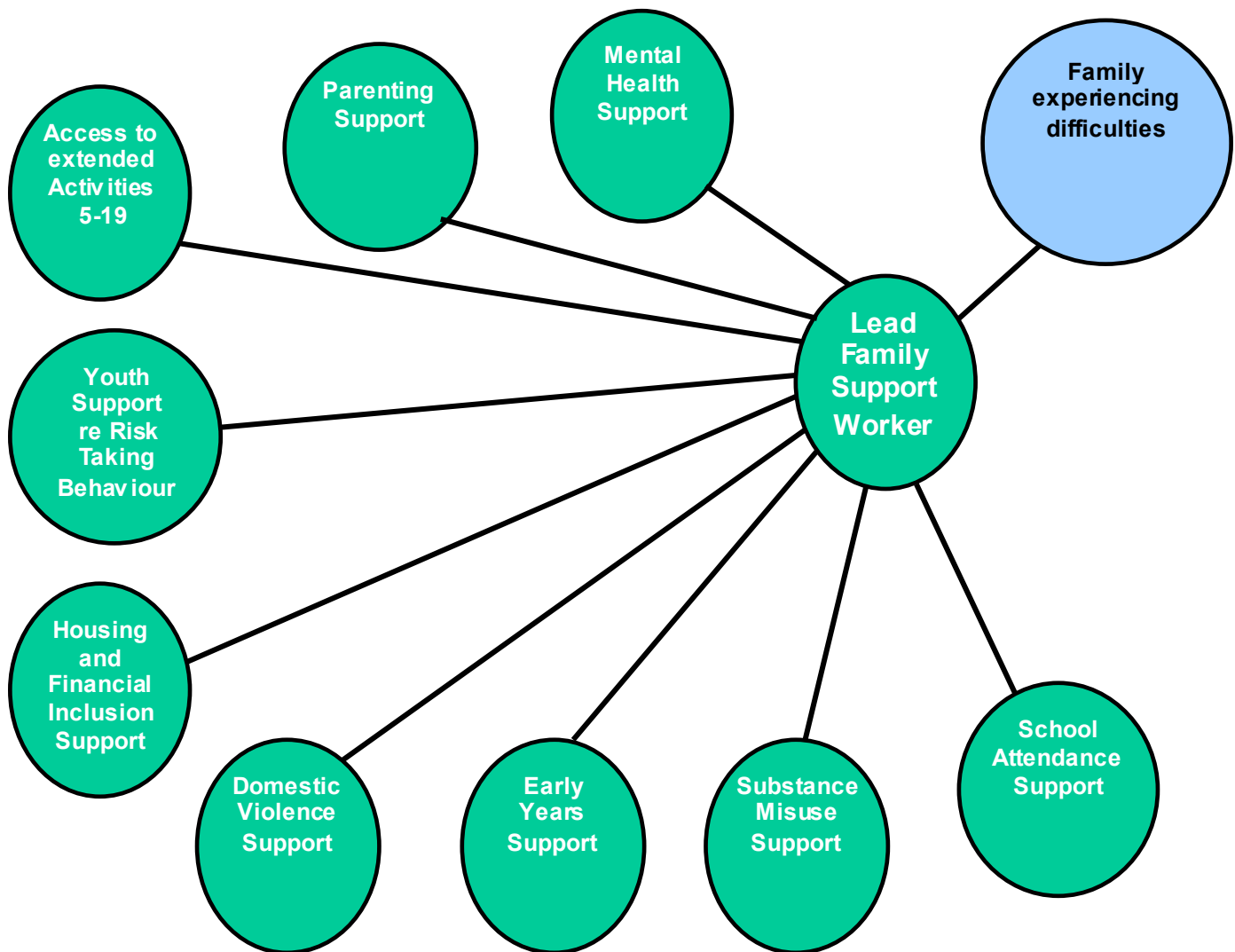
Services for families resident in key geographical areas of concentrated need and concern (Stranton, Brus, Owton Manor, Dyke House and St Hilda).	Services for families resident in geographical areas of less concern.
A whole system of universal services to provide for children, young people and families and identify and meet additional need at the earliest opportunity.	A whole system of universal services to provide for children, young people and families and identify and meet additional need at the earliest opportunity.
<p>A Pre-birth to five pathway that will establish where children are not reaching key developmental milestones and where parents would benefit from additional, advice, support and guidance.</p> <p>Emphasis on the benefits of Breast Feeding, Speech, Language, Communication and Attachment.</p> <p>Alongside information, advice, support and guidance for parents regarding, family health, smoking cessation, relationships between parents, benefits, employment, budget advice and the development of peer-support to improve isolation and self esteem.</p>	<p>Continuing access to support programmes during pregnancy via Midwifery and Children's Centre engagement worker.</p> <p>Booking in appointment (Midwifery).</p> <p>Ante natal appointments (Midwifery).</p> <p>Healthy Child Programme (Health)</p> <p>Information, advice and guidance available via central functions (currently Families Information Service Hartlepool).</p>
Dedicated out of school provision for children and young people in the heart of the community.	Access to out of school provision for children and young people within 15 minutes walking distance.
Access to a Family Support Worker who sits within a multi-disciplinary team with the capacity to respond to families whose needs are multi-faceted, cannot be met solely in universal settings and where there is a need for coordinated packages of support.	Access to a Family Support Worker who sits within a multi-disciplinary team with the capacity to respond to families whose needs are multi-faceted, cannot be met solely in universal settings and where there is a need for coordinated packages of support.

Common Assessment Framework



PROPOSED SERVICE DELIVERY MODEL

One of the issues raised through the Scrutiny Investigation of Think Family was that parents were unhappy with having to have contact with different workers from a number of services who focused on a specific area of need. The proposed model is to integrate existing preventative services into 0 – 19 integrated teams. These teams will deliver the full range of prevention services in a coordinated way which enables families to access services through a lead family support worker who in turn can call on the skills and expertise of range of provider services.



HOW WILL WE KNOW WE HAVE BEEN SUCCESSFUL?

The Early Intervention Strategy will support Hartlepool to realise the strategic priorities highlighted within the Hartlepool Children's Plan (2009 – 2020) and the Hartlepool Borough Council Child Poverty Strategy (2011-2014):

- Tackling inequalities.
- Narrowing the gap.
- Eradicating child poverty.
- Living safely.
- Promoting emotional well-being.

It is envisaged that the impact of the Early Intervention could be measured across a suite of local indicators designed to measure the following:

- Reducing the impact of poverty and poor housing through a reduction in the number of children and young people living in poverty.
- Preventing harm to all children and young people, especially those who are vulnerable or disadvantaged
- Preventing exclusion from school and wider education and training.
- Preventing underachievement
- Preventing children and young people from becoming involved in antisocial behaviour and offending
- Preventing isolation from recreational, cultural and social opportunities
- Preventing health related issues that impact adversely on children and young people's well-being
- Reducing the number of children involved in risky behaviours through a:
 - Reduction in the number of young people who choose to get pregnant as teenagers.
 - Reduction in the number of young people who misuse substances.
 - Reducing in the number of young people who enter the criminal justice system.
- Increasing parents' ability to parent, therefore reducing number of children neglected.
- Reducing the number of children experiencing domestic violence.
- Increasing the number of young people who are in Education, Employment or Training aged 16 to 19.

DRAFT

COMMISSIONING PLAN

FOR THE EARLY INTERVENTION STRATEGY 2011-13

1. INTRODUCTION

This Commissioning Plan should be read in conjunction with the Council's overarching Children and Young People's Plan and Early Intervention Strategy which are available at: www.hartlepool.gov.uk

The aim of this Commissioning Plan is to set out the arrangements which are proposed for the development of the commissioning strategy for early intervention services for children, young people and their families. It shows the principles and partnership priorities that will underpin the Council's approach to commissioning.

This plan:

- outlines our commissioning principles and standards;
- describes the commissioning cycle of analyse, plan, do and review;
- describes the financial environment and best value;
- outlines what the Council intends to commission over the next year for the delivery of the Early Intervention Strategy.

2. VISION AND AIM

The Hartlepool Children and Young People's Plan sets out the overarching vision for children and young people in the town:

In Hartlepool we will work together through the Children's Trust to keep children, young people and families at the centre of the services that we provide

As commissioners and service providers we will work with and through the Children's Partnership to better understand the needs of children, young people, families and communities in Hartlepool, listen to what they want and work with them to design, improve and re-commission services.

The Early Intervention Vision:

Our vision is that all children and young people in Hartlepool are able to enjoy a happy, safe and healthy childhood, and fulfil their potential. We want all local children and young people to be supported by their families to develop the skills and self confidence to cope with challenges and changes, rather than be undermined by cycles of dysfunction and underachievement.

The Early Intervention Aim:

The aim of the Early Intervention Strategy is to enable local families to break the intergenerational nature of underachievement and deprivation in Hartlepool by identifying at the earliest possible opportunity those children, young people and families who are likely to experience difficulty and to intervene and empower people to transform their lives and their future children's lives.

The Strategy is built upon a series of key principles that when taken together, form the base of a coherent strategy for early intervention that will enable the Partnership to improve the quality of life for local children, families and communities.

These are:

- A commitment to prevention through early intervention;
- An emphasis on whole families and the role of parents;
- A priority focus on the early years;
- Continuing early intervention in later years;
- A multi-agency systems approach;
- A high quality workforce;
- Commissioning and investing in programmes that work.

3. COMMISSIONING PRINCIPLES AND STANDARDS

The principles that support how the Council will work with and support, children, young people and families are set out in Hartlepool's Children and Young People's Plan 2009 – 2020:

- Children and young people, together with parents or carers and other members of the community, are consulted and participate in the identification of local needs and shaping of service delivery;
- Children and young people have access to equitable universal services, alongside targeted and specialist services and these are delivered flexibly to meet individual and local needs;
- There is a shared commitment to integrated working practices which are designed to promote the delivery of effective outcomes for children and young people;
- There is a commitment to partnership working between all stakeholders from both the statutory and community and voluntary sectors;
- Resourcing, planning and commissioning are effective and help to develop sustainable services;
- Evidence based practice is used to develop high quality continuous improvement through monitoring and evaluation;
- Inclusion, both social and educational, together with the recognition of diversity, is central to the Children and Young People's Plan.

The complex nature of the social problems experienced by a large proportion of the population means that a partnership approach is essential if improvements are to be maintained.

The following standards set out our approach to commissioning:

- basing all decisions on evidence of a favourable impact on quality, outcomes and value for money;
- providing early intervention services at the earliest appropriate moment;
- agreeing to close the gap between those falling behind and the rest;
- sustaining stable relationships between key practitioners and vulnerable families;
- using open and transparent processes that build confident partnerships;

- using commissioning not just to retain and re-model existing services or commission new ones but, where necessary to decommission services which are inefficient, ineffective, inequitable or unsustainable;
- making all processes lean and aiming for continuous improvement;
- using contestability and packaging of work for small providers;
- providing challenge for all practitioners;
- use of shared processes including lead professional arrangements and the Common Assessment ;
- providing management information to evaluate impact and measure outcomes.

In addition, the European Convention on the Rights of the Child, incorporated into UK law in 1991, ensures that ‘Every child and young person is entitled to a private and family life and has the right to participate in decisions that affect their lives’ underpins the plan.

4. DEFINITION OF COMMISSIONING

Commissioning is about securing services that deliver good outcomes and enhance the quality of life for children, young people and their families or carers within Hartlepool. Commissioning is the process of specifying, securing and monitoring services to meet the desired outcomes for people at a strategic level.

Commissioning can be defined as:

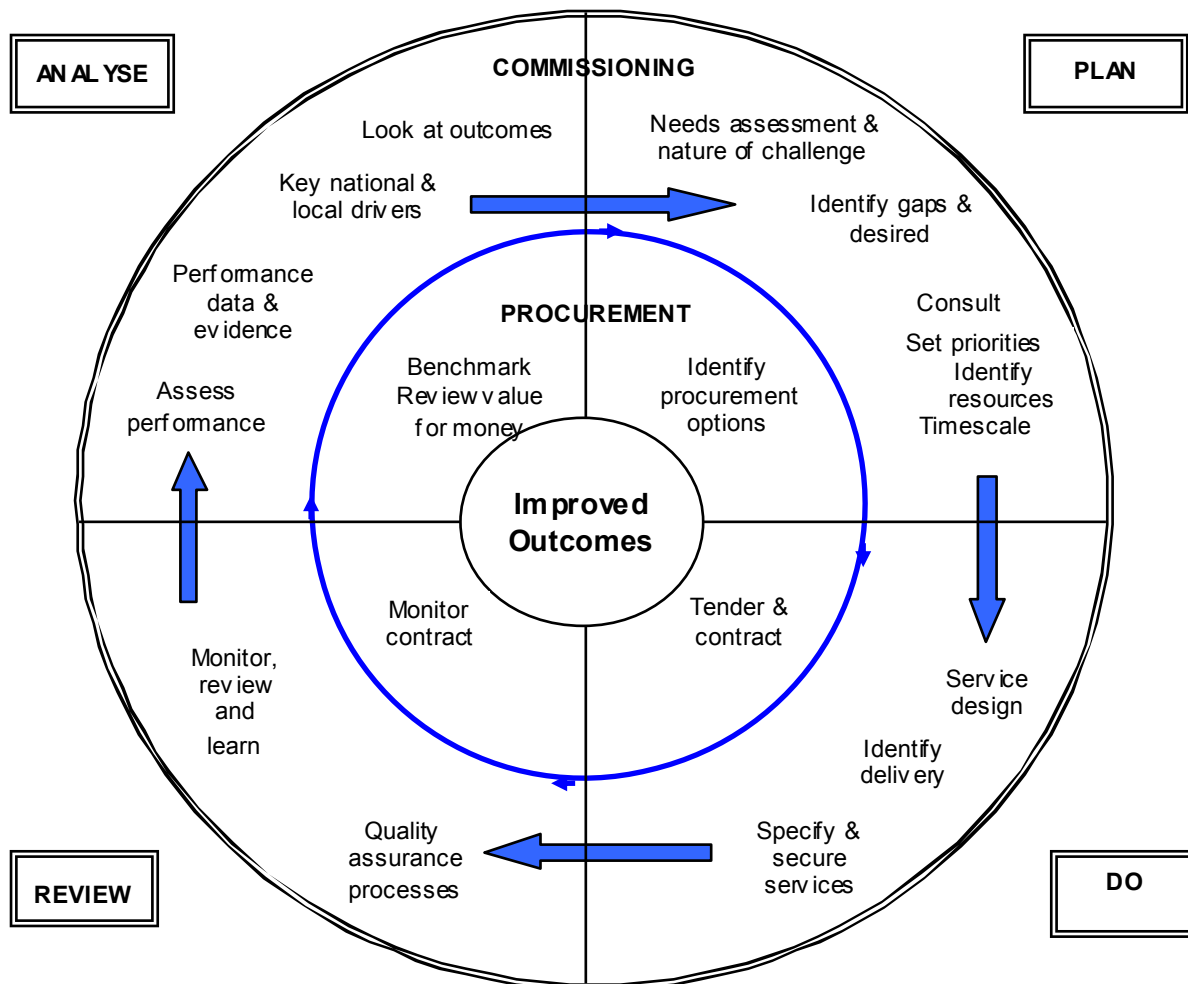
‘The process for deciding how to use the total resource available for children, young people and their families in order to improve outcomes in the most efficient, effective, equitable and sustainable way.’

5. COMMISSIONING PROCESS

The commissioning process is underpinned by widely used business planning and performance management arrangements. At the very heart of these arrangements is the desire to improve outcomes for children and young people.

The commissioning process is built upon four main areas of activity:

- Analyse
- Plan
- Do
- Review



Each of these areas is explained in more detail below:

Analyse

- Collate and assess performance data and evidence – annually or over longer periods;
- Is linked to the self-assessment process and the Annual Performance Assessment;
- Takes account of the aforementioned national, regional and local drivers (benchmarking);
- Data needs to be considered at strategic, service and individual levels.

Plan

- Involves undertaking a needs assessment and recognises the nature of the current/future challenge;
- Is linked to gap analysis and desired outcomes;
- Gathers the views of children and young people and other stakeholders for consideration in the development of planning;
- Requires consideration of priorities, resources and timescales.

Do

- Involves service design or re-design;
- Is linked to re-commissioning or decommissioning of existing services;
- Takes account of delivery options such as direct provision and identifies delivery partners across all sectors;
- Requires consideration of services specification and standards of provision.

Review

- Involves monitoring the activity against the required outcome(s);
- Is linked to quality assurance processes;
- Takes account of service user experience and views;
- Requires consideration of 'lessons to be learned'.

6. THE FINANCIAL ENVIRONMENT AND BEST VALUE

As the Council continues through an extremely challenging financial climate it is important that the Council ensures the delivery of value for money and quality services for children, young people and their families.

The best balance of Council, or voluntary and community sector, as well as private sector service provision will be dependent upon the service which is being commissioned. Decisions will be based upon the following principles:

- The Council must always seek to commission services which deliver the best possible value in quality and cost for itself and children, young people and families;
- The Council must undertake a commissioning process that it is fair, open and transparent in the way in which it purchases services;
- Services will need to be commissioned to allow for improved quality and choice and the views of children, young people and their families must be involved in this process;
- Organisations, including the Council, must continue to work in partnership to provide the best value in cost and quality;
- Information on costs, activity, productivity and results must improve and baselines must be set to improve performance.

7. THE BALANCE BETWEEN COUNCIL AND EXTERNAL PROVISION

The most appropriate balance of internal and external provision will vary depending upon the area of service delivery. However, a range of considerations apply in decisions about whether services should be provided by the Council or commissioned from external providers, including:

- Strengthening the involvement of children and young people, carers, staff and service providers in redesigning services;
- Considering alternative providers of services, if these providers can improve the efficiency, productivity or quality of services;
- Continuing to improve collaboration and integrated working;

- Improving information on costs, activity, productivity and outcomes, including setting baselines from which to measure performance;
- Legislation and regulation;
- Retaining the capacity for the Council to act as provider of last resort.

8. SERVICES TO BE COMMISSIONED TO DELIVER THE EARLY INTERVENTION STRATEGY

A significant number of contracts that deliver key services for children, young, people and families will cease at the end of March 2012. It is intended that the Council will develop a reduced number of, but larger value tenders to deliver these services agreed as a part of the Early Intervention Strategy. The development of the strategy will deliver efficiencies in the management and monitoring of contracts with the aim of improving quality. The tenders that will be advertised between November 2011 and May 2012 and funded through the Early Intervention Grant are:

- Children and Young People's Substance Misuse Services;
- Parenting Support Services;
- Emotional Health & Wellbeing
- Domestic Violence Services (Corporate Tender);
- Centre based Youth Services;
- Activities for 5 to 19 year olds;
- Mentoring Programme for 5 to 19 year olds.

It should be noted that there may be other service specific contracts, non Early Intervention services will be tendered and awarded during the course of the next year these include but may not be limited to:

- Reparation and Restorative Justice;
- Support for Young Carers.

9. SMALL AND MEDIUM SIZED ENTERPRISES AND VOLUNTARY AND COMMUNITY SECTOR

The Council encourages providers including small and medium sized enterprises, voluntary and community sector and similar organisations to bid for contracts. The Council also encourages the use of social clauses in contracts where it is appropriate to do so.

The voluntary and community sector are also encouraged to bid for larger contracts using a consortia approach which can bring together a range of experience with a wider skills base, enabling them to compete for larger contracts and deliver more cost effective, value for money services.

10. MARKET TESTING

A market testing event will be held on the 19 October 2011 to inform potential providers of the Council's commissioning intentions and to outline the draft commissioning plan; to set out the arrangements that are proposed for commissioning of early intervention services for children, young people and their families within Hartlepool.

Potential providers will also be informed of the general timescales from initial advert to the awarding of contracts. As these will be advertised and commissioned over a period of time it will make it easier for some organisations to tender for more than one contract.

Ian Merritt
Strategic Commissioner – Children's Services
Child and Adult Services

EIG Parenting and Substance Misuse		Aug-11				Sep-11				Oct-11				Nov-11				Dec-11				Jan-12					Feb-12				Mar-12				Apr-12				May-12				June			
Task	Key Dates	01/08/2011	08/08/2011	15/08/2011	22/08/2011	29/08/2011	05/09/2011	12/09/2011	19/09/2011	26/09/2011	03/10/2011	10/10/2011	17/10/2011	24/10/2011	31/10/2011	07/11/2011	14/11/2011	21/11/2011	28/11/2011	05/12/2011	12/12/2011	19/12/2011	26/12/2011	02/01/2012	09/01/2012	16/01/2012	23/01/2012	30/01/2012	06/02/2012	13/02/2012	20/02/2012	27/02/2012	06/03/2012	12/03/2012	19/03/2012	26/03/2012	02/04/2012	09/04/2012	16/04/2012	23/04/2012	30/04/2012	07/05/2012	14/05/2012	21/05/2012	28/05/2012	04/06/2012
Finalise Specification and Contract																																														
Liaise with Corporate Procurement regarding PQQ and Tender docs	Corporate Procurement																																													
Approval to Advertise project																																														
Place advertisement in appropriate newspaper/journal for Expressions of Interest	1st November 2011																																													
Corporate Procurement Distribute PQQ documents	28 Days - Corporate Procurement (1st November 2011 - 2nd December 2011)																																													
Closing date for PQQ submissions	Noon 2nd December 2011																																													
PQQ Evaluation (PQQ sections circulated)	3 week - (5th December - 23rd December 2011)																																													
Invite to Tender shortlisting	23rd December 2011																																													
Invite to Tender letters sent out including Tender packs	23rd December 2011																																													
Closing date for Tender submissions	12 noon on 10th February 2012																																													
Report to be sent to Contract Scrutiny	12 Noon on 2nd February																																													
Opening of Tender Submissions by Contract Scrutiny	13th February 2012																																													
Evaluation of Tender questionnaire and submissions Including interviews	13 February 2012 - 2nd March 2012																																													
Final evaluations and decision making process	22nd February 2012 - 2nd March 2012																																													
Report to Director Seeking approval to enter into contract	5th March 2012																																													
Advise Candidates of Intention to Award	10 DAY STANDSTILL																																													
Report to be sent to Contract Scrutiny	9th February 2012																																													
Report to contract scrutiny panel	12th March 2012																																													
Roll out/Award finalised contract (lead in)	Lead in (TUPE ISSUES ETC)																																													
Contract commences in full	4th May 2012																																													