

Cabinet: No Wrong Door

Item No: 13

Decision making report title:	No Wrong Door
Date of meeting:	7 December 2020
Responsible Cabinet Member:	Cllr John Fisher (Cabinet Member for Children's services)
Responsible Director:	Sara Tough, Executive Director of Children's Services
Is this a key decision?	No
If this is a key decision, date added to the Forward Plan of Key Decisions.	NA

Introduction from Cabinet Member

As Lead Member for Children's Services I was delighted to provide my endorsement to Norfolk County Council's application to the Strengthening Families Programme to become an adopter authority for the No Wrong Door model.

The No Wrong Door model has a powerfully evaluated evidence base, delivering better outcomes for young people and significant cost reductions. The application received wide support from Members and officers alike having been favourably discussed on 18th June 2019 at NCC's Corporate Board followed by a further review on 19th July 2019 at the People and Communities Select Committee where the proposal was again supported.

We're already making significant investments to further strengthen our work with children, young people and their families. This includes creating more properties for our care leavers, recruiting more foster carers and investing in direct work with children and families so we really understand their needs. The No Wrong Door approach completely fits with our way of working and will further accelerate the work we're already doing to transform children's lives.

Executive Summary

Norfolk has been successful in securing £5m of Department of Education (DfE) funding to enable the development and implementation of the No Wrong Door model in Norfolk.

No Wrong Door is a non-traditional approach to working with adolescents experiencing complex journeys - with an innovative residential 'Hub' at the heart of the service. It provides short term placements and edge of care support through a range of specialist and wrap

around services to help young people on their journey, supporting our vision to reduce the number of looked after Norfolk Children.

The model is endorsed by the DfE and is one of the three DfE sponsored projects within the Strengthening Families Protecting Children (SFPC) Programme. Each project has a lead innovator authority, who will work with each adopter authority to implement the chosen model in their own area. North Yorkshire County Council pioneered the model and so are the adopter authority and will work with Norfolk to implement the Norfolk No Wrong Door model.

This paper explains the rationale of Children's Services adopting No Wrong Door, the background of No Wrong Door itself and the expected benefits this will bring to children and young people.

Recommendations

- 1. To endorse the No Wrong Door model, the benefits this delivers to young people and their families and the rationale for the service level decision to implement No Wrong Door in Norfolk**
- 2. To acknowledge and endorse the proposed plan for how No Wrong Door will be implemented in Norfolk**
- 3. To support / agree the decision made by the Children's Services Leadership Team to develop and implement the No Wrong Door Model in Norfolk**

1. Background and Purpose

- 1.1 'Together, for Norfolk' sets out three overriding ambitions which drive the Council's priorities: A growing economy, thriving people, and strong communities. Our Plan also underpins and contributes to the delivery of the New Anglia Local Enterprise Partnership Norfolk and Suffolk Economic Strategy.
- 1.2 The plan provides a whole-Council view of significant activities, including, service change or redesign, infrastructure, assets and technology, including capital programmes or projects, strategy or policy development. Our services support our ambition by ensuring children and young people have the best start in life, protecting vulnerable people, developing strong infrastructure and helping improve the economy.
- 1.3 The Council's transformation programme is core to the Council's objectives and ambitions. In all that we do, we continue to be guided by four core principles that frame transformation work:
 - Offering our help early to prevent and reduce demand for specialist services;
 - Joining up work so that similar activities and services are easily accessible, done once and done well;

- Being business-like and making best use of digital technology to ensure value for money; and
- Using evidence and data to target our work where it can make the most difference.

1.4 Aligned to the Council's overall ambitions, in February 2019, Sara Tough, Executive Director of Children's Services, communicated that our 'Vital Signs for Children' vision would be delivered by taking a whole system and whole family approach that is:

- Relationship Based – enabling practitioners to have the time to focus on doing direct work with families and being the intervention rather than referring for an intervention
- Strengths oriented - recognising the strengths which can exist in the wider family and community networks and the resilience they can create
- Outcome focused - the handoffs in the system will be reduced. An increased focus will be placed on pre-proceedings work to improve the quality of assessments and Public Law Outline (PLO) work to offset the need to commission additional work such as residential assessments.
- Whole system – at its heart the No Wrong Door model bring partners from different agencies together with a shared practice culture and a commitment to never give up on young people.
- Whole-family – the No Wrong Door model has a proven track record of building resilient networks around young people – reaching out to wider family networks and community support as well as supporting young people to return to their birth families after a period of support where this is the right thing for them

To help deliver the Council's ambitions and priorities and realise the Vital Signs for Children vision, a significant programme of change has been established called Safer Children and Resilient Families (SCARF) with a focus on supporting families earlier to prevent escalation of need.

1.5 The Vital Signs for Children vision recognises the need to improve edge of care services and how this could be delivered:

- Where required, intensive and sustained support will be provided, holding cases out of care by offering consistent support over an extended period. This recognises that every case is different, so we need to provide intensive support to achieve outcomes where very complex needs exist rather than having escalation into care as the only option. This means no fixed rules about how long cases are open.
- To support this we plan to introduce, integrate and better use a wider range of skills in front line teams to complement case holding social workers and family focus practitioners. We want to include support roles focusing on areas such as Clinical Psychology, Domestic Violence, Substance Misuse and Adult Mental health, to ensure our focus is on supporting the whole family.
- This will also be complemented by new edge of care services, some alternatively qualified practitioner roles, integration and alignment with partners, and social workers and family focus workers co-working cases where required to bring together the whole system.

- 1.6 To help realise this, we are introducing the No Wrong Door model, which is a Department for Education (DfE) sponsored programme, with Norfolk County Council (NCC) receiving a £5m grant from the DfE to develop and implement this service in Norfolk.
- 1.7 **Strengthening Families, Protecting Children (SFPC) Programme**
The SFPC programme will support up to twenty local authorities with high or rising demand for children's social care. The programme aims to improve social work practice and decision making, support more children to remain safely at home with their families, and where appropriate, reduce the number of children entering care.
- 1.8 Once on the programme, local authorities will work with one of the three innovating authorities to adopt their model in their own area. Each of the three innovating authorities have designed their own approach to implementation, but all will be underpinned by consistent principles of delivery.
- 1.9 The first adopter authorities commenced implementing their preferred model in Autumn 2019, with the implementation by other adopter authorities staggered between April 2020 and September 2023.
- 1.10 The evaluation of the programme will be led by the What Works Centre for Children's Social Care who will design and develop the methodology and evidence base for the evaluation. All authorities will be expected to take part in the evaluation, and the SFPC programme will provide yearly updates on the programme's progress and learning and will share this with all local authorities.
- 1.11 No Wrong Door was developed by North Yorkshire County Council (NYCC), with NYCC being the innovator authority for the No Wrong Door model.
- 1.12 Evidence from the implementation of NWD in Norfolk demonstrates how this can support the delivery of the Children's Services vision for practice, 'Vital Signs for Children' in a way that addresses the drivers for change.
- 1.13 In May 2019 Norfolk County Council submitted an expression of interest to the DfE Strengthening Families Protecting Children (SFPC) Programme Board to become an adopter authority for the No Wrong Door model. In October 2019 we received confirmation from the DfE, through their acceptance of our statement of readiness, that our application to become an adopter authority of No Wrong Door was successful.

2. Proposals

- 2.1 Following the submission of our expression of interest in adopting the No Wrong Door model a series of discovery days were held with North Yorkshire to understand how the model could work in Norfolk. This included representatives from Children's Services and Norfolk Police visiting the North Yorkshire No Wrong Door hubs to witness the service in operation, and representatives from North Yorkshire coming to Norfolk to assess our suitability. This enabled NCC to develop a fully costed No Wrong Door model and a submission to the DfE

to adopt No Wrong Door as part of the Strengthening Families Protecting Children programme.

2.2 Following confirmation from the DfE of the success of this bid NCC Children's Services Leadership Team made the decision to proceed with implementing the No Wrong Door Model in Norfolk.

2.3 The NWD Model

2.3.1 The NYCC No Wrong Door innovation provides an integrated service for young people, aged 12 to 25, who either are in care, edging to or on the edge of care, or have recently moved to supported or independent accommodation whilst being supported under No Wrong Door.

2.3.2 The flexible and resilient integrated team supports the young person throughout their journey to ensure that they are not passed from service to service but instead are supported by a dedicated team of edge of care and residential workers, a clinical psychologist, speech and language therapist and a Police Intelligence worker. Some young people are placed in the hubs, and others are supported by outreach while either in foster care or living with their families. Central to the No Wrong Door innovation is that all staff are trained in Signs of Safety, and restorative and solution-focused approaches.

2.3.3 No Wrong Door is a non-traditional approach to working with adolescents experiencing complex journeys - with an innovative residential 'Hub' at the heart of the service.

It provides:

- Short term placements and edge of care support (in and out of care)
- A range of services, support and accommodation options
- Embedded specialist roles working together (shared practice framework)
- An integrated service with a defined culture and practice model
- An integrated team that 'sticks with' young people on their journey.

2.3.4 Through a whole Children's Service systemic change, authorities implementing NWD have seen an improvement in outcomes for those young people being supported. These improved outcomes include, a reduction in total time spent in residential settings and a total reduction in the number of looked after children (LAC) for the local authority, as well as a reduction in missing episodes, arrests, and hospital admissions.

2.3.5 No Wrong Door is a whole system approach to practice with stated characteristics:

- Thinks differently – about risk management & safeguarding adolescents
- Psychologically informed systemic practice across children's services
- Reduces handoff's and episodic planning

- Right services, right time, right place to meet need
- Always striving for permanence in family/community setting (connectivity)
- Strengths based and restorative approaches and practice
- Is aspirational – building self-esteem, foundations for the future and improving the lived experience for young people.

This leads to a systemic service wide integrity and delivering against the ambition of 'sticking with' young people.

2.4 Norfolk NWD Model

- 2.4.1 To enable NCC to embed the No Wrong Door model two of the existing children's homes, 'The Lodge' and 'Norwich Road' have been identified as being the most suitable sites for converting into No Wrong Door hubs.
- 2.4.2 Both hubs require physical adaptations to make them fit for purpose, including expansion to 6 beds, as well as changes to the staffing structure that will operate within the homes. The hubs will continue to provide residential beds for emergency placements; however, the hubs will also provide greater wrap around support for both residents and young people on an outreach basis.
- 2.4.3 Each hub will be supported with:
- A dedicated Semi-Independent Accommodation (SIA) unit. This will either be new SIA provision or re-purposed existing SIA unit
 - 'High Needs Supported Lodgings (HNSL) hosts. The hosts will be able to provide a room within their home and be the stepping stone for young people moving towards living independently. Placements will be planned and can be on a short term, medium term, or respite basis dependent on the young person's circumstances and their Care Plan
 - Two Hub Community Families. These will be supported and supervised by NCC Fostering team
 - The HNSL hosts and Hub Community Families will provide relief work at the hub when they have no young person placed with them.
- 2.4.4 Placements with the HNSL and SIA units will be supported on an outreach basis by the staffing team based at each hub. This support is provided by staff who will remain consistent for those young people and will help young people move on in their lives.
- 2.4.5 The hubs will operate against a different staffing structure to Norfolk's existing Childrens residential homes. The actual number of full time equivalent (FTE) roles for each of the hubs is significantly greater than the existing FTE for both Norwich Road and The Lodge, therefore we will be seeing a net increase in positions available in the new structure.

- 2.4.6 Some of the current roles at Norwich Road and The Lodge can be matched to new NWD positions at the hubs. There are some deleted roles which will impact on some staff in those positions, although there will be similar roles within the NWD structure which impacted staff can be considered for.
- 2.4.7 NCC's position is that we wish to retain all staff currently employed at both the Lodge and Norwich Road, and any employees who do not secure a position at the NWD hub will be offered a comparable redeployment option within the residential service. There are no expected redundancies from this consultation.
- 2.4.8 No Wrong Door is the name of the service designed by and operating in North Yorkshire. As the innovator authority they are encouraging all adopter authorities to develop their own adapted service. Whilst the Norfolk service model will adopt the core elements, the 'non-negotiables' of the North Yorkshire model it will be adapted to reflect the specific requirements of the young people of Norfolk, and as such the Norfolk service will have its own distinct name to differentiate it from North Yorkshire.
- 2.4.9 It is important that the name of the service portrays what the service is and how it can help young people. As young people in care, or on the edge of care will be at the heart of this service, we believe it will be most appropriate for representatives from this group to decide what the service should be called. We have received numerous suggestions of an appropriate name from a variety of sources, with a shortlist developed which will be taken to the in-care council for this group to agree on the name for the Norfolk version of No Wrong Door.
- 2.4.10 The Norfolk service will go live on 1st June 2021. The implementation plan leading to this date has been jointly developed with North Yorkshire, based on their experience with their own service and the other authorities they have supported to implement their own No Wrong Door model. The go-live date has also been approved by the DfE. This date is now 7 months later than originally expected due to Covid, having initially been put back by 4 months at the start of the pandemic.
- 2.4.11 Staff recruitment, appointment, and training is being phased from the start of December, commencing with the recruitment of the Hub Managers. It is anticipated that all staff will be in position by 3rd May 2021 to allow for a sufficient induction process ahead of the service going live. Section 7 of this paper outlines the impact for current staff and the selection and appointment process.

3 Impact of the Proposal

- 3.1 The objectives of the Norfolk No Wrong Model will be to:
- Build on and enhance family networks to support more children in being able to live with their families
 - Meet the strategic objective of a reduction in looked after children, and a reduction in the numbers of children in residential settings

- Deliver the expectations of the Strengthening Families Protecting Children programme requirements in 2020/2021
- The proposal also supports the objective of a locality focus of the service, by designing the No Wrong Door structure around two existing Childrens residential homes
- Provide an enhanced support service to some of our most vulnerable young people
- Achievement of net cost saving by 2024/2025 when DfE funding ceases

3.2 The outcomes that we want the new proposed structure to support in delivering are:

- A successful proven model which reduces time spent in residential settings
- Having fewer children in residential homes on a long term or permanent basis
- Fewer children and young people in local authority care
- A reduction in the number of Norfolk children residing out of county, thus keeping them closer to the family, friends and their communities
- A reduction in missing episodes, arrests and hospital admissions.

3.3 In designing the proposed structure and planning for its implementation we have:

- Adopted the existing framework designed by North Yorkshire Council
- Applied the DfE conditions required to be part of the DfE funded Strengthening Families Protecting Children Programme:
 - For North Yorkshire to directly employ the Hub Manager and Deputy Manager at both hubs for the first 2 years of the programme
 - To adopt the DfE approved hub staffing structure at both hubs

3.4 Financial Benefits

3.4.1 The primary drivers for the implementation of the No Wrong Door model are the positive outcome for young people this will deliver. However, we forecast that these outcomes will also deliver substantial financial benefits for the Council.

3.4.2 We have applied the data trend analysis from North Yorkshire to our own placements to determine the potential financial benefit through a reduction in placement time, a reduction in out of county placements and a reduction in total looked after children numbers. This has enabled to financial cost savings to be forecasted as;

Financial year	Year 1	Year 2	Year 3	Year 4	Total
Cost impact £m	-2.200	-5.100	-3.500	-2.000	-12.800

4 Evidence and Reasons for Decision

4.1 The Childrens Service leadership decision to implement the No Wrong Door service in Norfolk is in recognition of the drivers for change in Norfolk and the evidence from North Yorkshire of how the No Wrong model has delivered improvements.

4.2 Drivers for Change

4.2.1 The recent transformation of Norfolk's front door service, 'CADS' (Children's Advice and Duty Service) has resulted in an improved performance in this area, as recognised by Ofsted, which creates a stable platform for now focussing on service improvements for children and young people once they are in the system.

4.2.2 Although the number of children in care in Norfolk is now consistently reducing it remains higher than our statistical neighbour authorities and we believe the No Wrong Door model will help us to further reduce the need for young people to be in care.

4.2.3 Partially due to the historically high levels of LAC, there remain challenges in relation to the sufficiency of placements, and associated difficulties in being able to make a consistently good match for each child in care. This has generated a reliance on external agencies, private sector providers and out of county residential placements which not only creates less good outcomes for children and young people, but also results in increasing and unsustainable placement costs.

4.2.4 We have begun to see early trends in relation to slowly reducing numbers of LAC which should impact on some of these sufficiency issues, however the successful role out of NWD is a critical part of us maintaining this positive momentum.

4.2.5 There is significant drive in Norfolk to enhance the support available to vulnerable adolescents across Norfolk, both in rural areas and in our urban hubs. County Lines activity, alongside Child Criminal Exploitation (CCE), Child Sexual Exploitation (CSE) and Domestic Abuse requires ongoing and increasing input from social work teams as well as the police. Ensuring we have services that can address this growing issue is important in keeping children in Norfolk safe.

4.2.6 Reducing the number of children and young people in care also supports the Childrens Services Cost Savings plan for 2021/22 and future years. As of October 2020:

- LAC Placements costs are still tracking at circa £55M pa
- Almost 100 young people have a placement costs of over £3K per week
- Currently 9 young people have placement costs for £6k per week or greater, with highest currently at £12k per week

4.2.7 Children's Services have proposed initiatives to deliver an additional net £5m of savings within 2021/22 in support of the Councils approximate £40m budget gap (as per October 2020 Cabinet agenda); total proposed savings for Children's Services for 2021/22 including

the existing Medium Term Financial Strategy commitment would be £11.4m. NWD is forecast to deliver £12.8m of savings over the next 4 financial years, with £2.2m in year 1 of the programme.

- 4.2.8 In Sept 2017, the Policy and Resources Committee agreed the set-up of the Children's Services Transformation programme. From this the 'Vital Signs for Children' strategy was established, providing a clear direction for the development of services, such as NWD to enable more effective service delivery.

Note: In the section above the statistics referenced are those which apply prior to the beginning of the Covid lockdown period.

4.3 No Wrong Door benefits in North Yorkshire

- 4.3.1 The SFPC Briefing Document 'The Impact of NWD in North Yorkshire - the First Four Years' evidences the success of the No Wrong Door Model in North Yorkshire;

- Financially: by highlighting that No Wrong Door has allowed North Yorkshire County Council to keep the vast majority of their young people out of external residential placements and reduced significantly the number of Independent Fostering Arrangements (IFA's) used. It also illustrates that they are keeping young people out of care, on in care for less time, especially in residential placements
- Reduced criminalisation of our young people: by less involvement with the police via arrests and charges
- Greater safety: by reduced missing episodes, keeping our young people close and with processes to manage risk
- Impact of health partners: to improve mental health and wellbeing and identify previous unknown speech and language communication issues
- Improve outcomes for our young people: by highlighting specific case studies of young people who have worked with NWD.

- 4.3.2 The detailed evaluation within the report evidenced substantial improved positive outcomes for young people in North Yorkshire. These include:

- The time young people spent in the residential placement for closed residential placements has decreased. In Year One, the average time was 131 days, and this reduced steadily over the proceeding years to a low of an average time of just 72 days in Year Four.
- During the first four years of No Wrong Door, there have only been two occasions where NYCC have used an external placement for a care need only with none used for Year Three and Year Four. This has enabled NYCC to keep their young people within the NYCC area, close to their families, friends and communities.
- In NYCC there are no young people in No Wrong Door who are currently in Independent Fostering Arrangements (IFA's), which is a significant cost avoided and improved outcome. This has helped NYCC to reduce the total use of IFA's for all

ages. In 2013/14, there were 52 IFA's in use by NYCC, since the introduction of No Wrong Door this has reduced year on year to 3 young people in Year Four.

- Another key principle of No Wrong Door is that unlike traditional residential care, the service does not stop working with young people once they turn 18. If they still need help and support from No Wrong Door, NYCC remain committed to sticking with them until they are 25. In Year Four, NYCC have worked with 42 young people who are aged 18 and over, and they expect this to continue to increase, as more of the early cohort turn 18.
- Part of No Wrong Door's performance tracking is ascertaining to what extent the service meets its objectives. For closed interventions for Year Four, a total of 83% of those worked with were deemed to have either partially or fully achieved their objectives, with 63% fully achieving.

4.3.3 No Wrong Door has been successful in preventing young people on the edge of care becoming looked after. In Year Four, No Wrong Door worked with 136 young people who were on the Edge of Care. Of these young people, only 33 (24%) are currently LAC. Of the 33 LAC young people, 8 were LAC before No Wrong Door started and only 13 (10%) came into care in Year Four.

5 Alternative Options

5.1 The option of creating our own version of NWD was considered as an alternative way to meet our strategic objectives of a reduction in looked after children, and a reduction in the numbers of children in residential settings. There are some potential benefits through adopting our own version independently of North Yorkshire and the DfE such as having greater autonomy with the design and operation of the model, however there are also significant disadvantages to this approach;

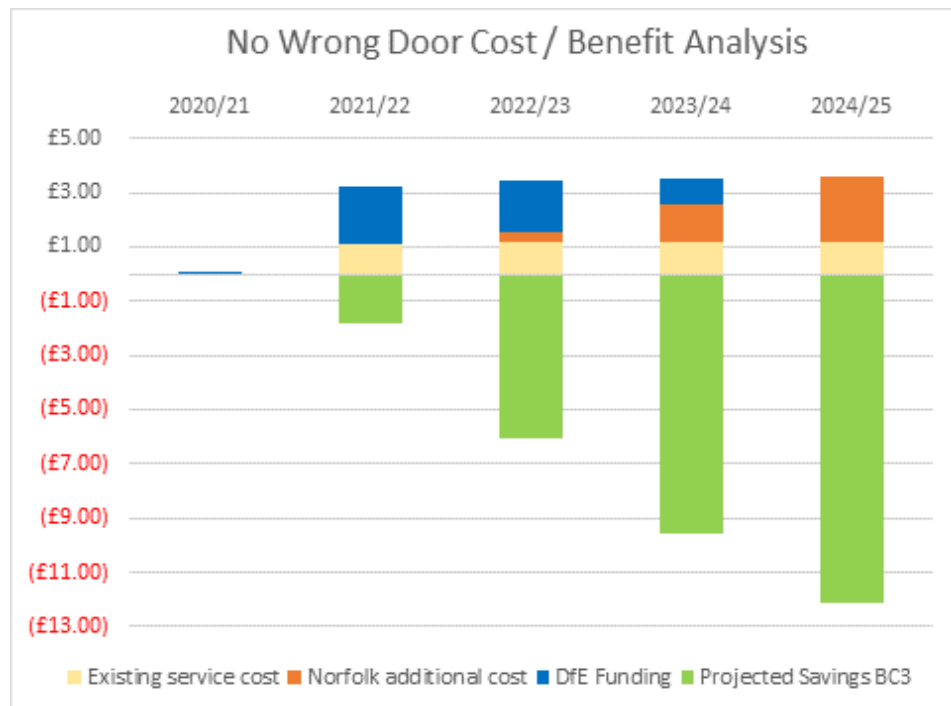
- The significant investment into additional roles across Childrens Residential Homes. This investment would be required up front, without the DfE grant providing a subsidy until the financial benefits can be realised. This would require reallocating funds planned spending on other services within the Council.
- We would not benefit from the expertise and learning of North Yorkshire in developing and implementing the Norfolk No Wrong Door model.
- Cost pressures on the Council may result in a dilution of the service. This is not a risk with adopting the DfE funded model, as the funds from the DfE are ring fenced for No Wrong Door.

5.2 Whilst some of the benefits of NWD can be delivered through this alternative approach, given the comparable disadvantages, it only becomes a serious consideration should we not have been successful with our bid to the DfE.

6 Financial Implications

- 6.1 Section 3 of this paper details the forecasted financial benefits which No Wrong Door will deliver to the Council, with the supporting evidence from North Yorkshire County Council providing a level of confidence in these cost saving forecasts.
- 6.2 The No Door Wrong model does require a significant level of revenue investment through the employment of a larger workforce at both the hubs when compared to the our standard Residential Childrens homes staffing structure. This includes the funding required for those positions which are not directly employed by the Residential Children’s service.
- 6.3 The fully costed proposal, which we developed jointly with NYCC, has forecasted the total additional cost at £6.22m over the first three years of the No Wrong Door project.
- 6.4 The DfE have confirmed the capping of funding for all pilot schemes through the Strengthening Families Protecting Families Programme in line with funding agreed at the expression of interest application stage. We have received confirmation from the DfE of a guaranteed grant of £5.02m for the implementation of No Wrong Door in Norfolk.
- 6.5 Norfolk commits existing revenue funding for current homes. Initially, Norfolk expects the DfE funding to cover the additional cost for running the enhanced model. Over time the DfE funding tapers and NCC contribution increases as the higher costs are easily outstripped by forecasted savings; the current expected funding profile is built into the financial modelling and deliverable net savings.

6.6



- 6.7 One off set up costs of £82,400 have been budgeted for, based on the bid model from NYCC. These costs include the costs for recruitment to the additional posts, providing IT and telephonic equipment for all new staff where required and a comprehensive No Wrong Door training programme for all staff. The first DfE grant payment will be received within 2020/21 and will cover start-up costs that occur in this financial year.
- 6.8 The project will require some capital expenditure to establish the No Wrong Door hubs and the associated support services around them. As detailed in section 7.2.1 below the refurbishment of the main hubs can be undertaken within existing identified budgets for the refurbishment of the residential estate. In addition, one of the ongoing implementation workstreams relates to the creation of linked semi-independent flats and high needs supported lodgings where young people can live whilst still being supported within the overall NWD model. Capital funding of between £1-1.5m is estimated to be required to support the purchase and renovation of these flats. These requirements will be resourced through the department's capital programme.

7. Resource Implications

7.1 Staff:

- 7.1.1 The proposed model redefines the structure for the residential service delivered at Norwich Road and The Lodge Childrens residential homes based on the No Wrong Door framework/model. It is aimed at changing and re-aligning existing roles and staffing resources to improve delivery of services for children and young people in care and on the edge of care.
- 7.1.2 On the 9th November 2020 NCC commenced consulting with staff on the proposed new structure for both Norwich Road and The Lodge. Staff will have the opportunity to comment on the proposed structure and post selection approach.
- 7.1.3 There is a net increase in posts at both hubs. The proposed headcount of NCC employed staff at The Lodge increases from 11.0 fte to 21.0 fte. The proposed headcount of NCC employed staff at Norwich Road increases from 12.0 fte to 20.0 fte. There is also an additional 1.0 fte post, 'Performance and Intelligence' officer, which will cover both hubs.
- 7.1.4 Some roles are not changing, and those staff will remain in their existing posts in the new structure. Some roles are changing into a redesigned post where there is no change to the job grading and the posts have comparable and similar responsibilities, the proposal is for staff to be slotted into those new posts.
- 7.1.5 New roles of Hub Manager and Deputy Hub Manager will be directly advertised by North Yorkshire County Council. Following a period of employment by North Yorkshire County Council of two years, it is anticipated staff in these posts will transfer under the Transfer of Undertakings (Protection of Employment) regulations (TUPE) to Norfolk County Council and be employed by Norfolk County Council.
- 7.1.6 Employees currently employed as Senior Practitioner, and Team Manager will be placed at risk and will be individually consulted with for redeployment roles and given priority to

reasonable and suitable vacancies. Given the number of increased posts within the NWD model and the wider expansion of the NCC in-house residential provision any member of staff who does not secure a position within the No Wrong Door model will be offered a comparable redeployment post. We do not envisage any redundancies as a result of No Wrong Door and will be actively recruiting into the service as a result of the significant net increase in posts.

7.1.7 Recruitment of NCC No Wrong Door roles will only take place once all existing staff have been appointed. Any additional roles will be recruitment to internally and externally on an application and interview-based process.

7.1.8 There are also additional roles which are funded by NCC, although not directly employed by the Children's Residential Service. These include a Police Liaison officer at each hub, and a Police Intelligence analyst covering both hubs, as well as specialist health roles; a life coach, and a communication support worker at each hub.

7.2 **Property:**

7.2.1 Both Norwich Road and The Lodge require refurbishment and improvement work to bring them up to an improved aesthetic standard, as well as improvements to some safety features of the properties. A rear extension is also being considered at The Lodge to provide additional office space for up to eight people. The requirement of these works was identified prior to the agreement that both homes would become No Wrong Door hubs, as part of the Children's Residential Service property wide repair and maintenance assessment conducted by the Corporate Property Team (CPT). CPT have secured funds of £4m for the completion of all repairs and refurbishment work across all Children's Residential homes, with a proportion of this budget being allocated to Norwich Road and The Lodge. No further Capital funding is therefore required to enable the Norwich Road and The Lodge to convert to No Wrong Door hubs.

7.3 **IT:**

7.3. There will a minimal impact on IT requirements for the Council as the service will operate from two existing children's residential homes which already have the IT infrastructure required in place. There will be additional IT hardware requirements through an increased workforce, with the usual processes for acquiring equipment for new starters followed.

8. **Other Implications**

8.1 **Legal Implications**

8.1.1 Within our costed proposal to the DfE we confirmed our agreement to the DfE requirement that North Yorkshire would directly employ the Hub Managers and Deputy Managers for the first two years. Both the DfE and North Yorkshire believe this is a necessity to ensure true adoption of the model by all adopter authorities. North Yorkshire County Council and Norfolk County Council have comparable employment terms and conditions, including rates of pay and remuneration. Following a period of employment by North Yorkshire County

Council of two years, it is anticipated staff in these posts will transfer under the Transfer of Undertakings (Protection of Employment) regulations (TUPE) to Norfolk County Council and be employed by Norfolk County Council.

9. Recommendations

- 9.1
- **To endorse the No Wrong Door model, the benefits this delivers to young people and their families and the rationale for the service level decision to implement No Wrong Door in Norfolk**
 - **To acknowledge and endorse the proposed plan for how No Wrong Door will be implemented in Norfolk**
 - **To support / agree the decision made by the Children's Services Leadership Team to develop and implement the No Wrong Door Model in Norfolk**

10. Background Papers

10.1 1 Strengthening Families, Protecting Children Programme. Expression of Interest form and guidance. NCC submission May 2019

2 Strengthening Families, Protecting Children Programme. Statement of Readiness form and guidance. NCC submission August 2019

3 SFPC Briefing Document The Impact of NWD in North Yorkshire - the First Four Years. North Yorkshire County Council. 2019

Officer Contact

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Department
for Education

Strengthening Families, Protecting Children Programme

Expression of Interest form and guidance

Valid 15 April-31 May 2019

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Ministerial foreword



In this, the 30th anniversary year of the landmark 1989 Children Act, I am proud that the government can continue to demonstrate our commitment to the values of strengthening families and protecting children. The Act's principles of parental responsibility, family support, and the welfare of our most vulnerable children, are at the core of everything we do and in the heart of every child and family social worker in the country.

As such, my department is investing £84 million in the Strengthening Families, Protecting Children programme over the next five years in order to expand the three Innovation Programme projects that have shown the most promising evidence of supporting more children to stay safely at home with their families.

Working in close partnership with the three local authorities who designed them, we will be expanding Leeds Family Valued, Hertfordshire Family Safeguarding and North Yorkshire No Wrong Door to up to twenty local authorities. These innovative practice systems will help build resilience in more vulnerable families and improve how local authorities design and run services, supporting our social workers to confidently identify where families can stay together in the home safely without putting children at risk of harm.

By creating safer and more stable homes for our most vulnerable children, we hope to see a reduced need for them and their families to access services – and, most crucially, to give them the best possible chance in life.

I have asked that learning from the models, their implementation, and their effects are shared with all children's social care departments across the country regularly and in a final evaluation to ensure we are sharing practice and maximising impact.

I am excited to see the impact of these innovations felt more widely and hope that you will consider joining us on this journey.

How will the programme work?

The Strengthening Families, Protecting Children (SFPC) programme will support up to twenty local authorities with high or rising demand for children's social care. The programme aims to improve social work practice and decision making, support more children to remain safely at home with their families, and where appropriate, reduce the number of children entering care.

The programme will invest £84m over five years from April 2019 to support local authorities to adapt and adopt one of three promising Innovation Programme projects developed by Leeds, Hertfordshire, and North Yorkshire.

The first adopter authorities will start implementing their preferred model in Autumn 2019. We will then stagger start dates for all other adopter authorities between April 2020 and September 2023. Decisions on which LAs will be part of the programme will be taken by September 2019.

The evaluation of the programme will be led by the What Works Centre for Children's Social Care who will design and develop the methodology and evidence base for the evaluation. All authorities will be expected to take part in the evaluation, and we will provide yearly updates on the programme's progress and learning and will share this with all local authorities.

Three authorities will begin implementing one of the models from April 2019 to enable us to test how best to deliver the programme and the evaluation. These 'trailblazers' meet the eligibility criteria and have demonstrated they have the conditions in place to both adopt and commit to the models.

Which models are we expanding?

Leeds

The Leeds Family Valued Innovation Programme strengthened practice and improved outcomes for children by redefining the relationship between statutory children's services and families.

'Family Valued' is based on a relational approach to practice; with children and families, between partners and within organisations. To support this cultural change staff in children's services and partner agencies were trained in the principles of relational practice. Intensive 'deep dives' in relational practice development took place with managers, social workers and other front-line practitioners. Systems and processes within Children's Services, from early help and the front door to interventions for looked after children, were reviewed, and where necessary improved to ensure that they provided a context in which practitioners could undertake relational practice. To strengthen the voice and involvement of families the Family Group Conferencing Service

was extended to enable it to be offered whenever children's services were considering a statutory intervention and additional new services were commissioned to find restorative approaches to domestic violence.

Hertfordshire

Family Safeguarding was developed by an alliance of Hertfordshire County Council, East and North Herts and Herts Valley CCGs, Police and Probation services, with the support of a DfE Innovation Grant in 2015. It was designed to improve how services are provided for children in need and children in need of protection by establishing multi-disciplinary teams with children's social workers, probation officers, adult recovery workers and mental health practitioners coming together to resolve the main family problems that cause harm to children's health and development.

The new arrangements focus on a whole family approach and make it easy for parents to access all the support they need from within one team, to help them deal with the complex issues of domestic abuse, mental health and drug/alcohol abuse that harm their lives and those of their children. By using motivational practice to enable many more parents to accept help, Family Safeguarding provides specially designed individual and group work programmes to change abusive behaviours, improve parental mental health and reduce harmful substance misuse. It was shown to keep many more children safely within their families, drastically reducing their exposure to harmful parental behaviours, admissions into public care, improving their school attendance and their life chances.

By strengthening bonds within the families, the new model also produced significant reductions in expenditure across the participating public services, notably an estimated £2.6m for the local authority within the first year.

North Yorkshire

The North Yorkshire County Council No Wrong Door (NWD) innovation provides an integrated service for young people, aged 12 to 25, who either are in care, edging to or on the edge of care, or have recently moved to supported or independent accommodation whilst being supported under NWD.

The flexible and resilient integrated team supports the young person throughout their journey to ensure that they are not passed from service to service but instead are supported by a dedicated team that includes a clinical psychologist, police intelligence and a speech and language therapist. Some young people are placed in the hubs, and others are supported by outreach while either in foster care or living with their families. Central to the NWD innovation is that all staff are trained in Signs of Safety, and restorative and solution-focused approaches.

Once on the programme, local authorities will work with one of the three innovating authorities to adopt their model in their own area. Each of the three innovating authorities have designed their own approach to implementation, but all will be underpinned by seven principles of delivery.

Expressing an interest

Now that you have requested this expression of interest form (EOI), we will invite you to one of two information events in:

- Leeds or Sheffield exact venue to be confirmed on 29 April 2019; and
- London on 02 May 2019

The events will be an opportunity for you to learn more about the models, the conditions for successful adoption, and our expectations of you throughout the programme.

You should have enough information at this point to decide which model you have most interest in and why it would work within your local authority. Once you have made this decision, we will expect you to complete the expression of interest form contained in this guidance.

The final date for submitting your EOI is 23.59 on 31 May 2019 and it should be emailed to strengthening.families@education.gov.uk. We are unable to accept hard copies.

The eligibility criteria

Applicant local authorities must be able to evidence that they met the following criteria on 31 March 2019:

- A current overall Ofsted inspection judgement of 'requires improvement to be good'; **and**
- Official DfE statistics for looked after children rates that have seen rises in each of the past three years; **and/or**
- Official DfE statistics for looked after children rates that are, and have been, higher than their statistical neighbour median in each of the past three years

The eligibility criteria have been set in in agreement with HM Treasury, and have been shared with sector partners.

Next steps and making an application

We will check your form to verify that you meet the eligibility criteria, and that you have clearly identified which of the three models you think will fit with your overall practice system and why. If your EOI is compliant you will then be invited you a conversation with either Leeds, Hertfordshire, or North Yorkshire, depending on what you tell us in your EOI.

We may ask you for additional information in advance of these discussions, for example your most recent self-assessment and/or your latest quarterly data set. We are likely to

share this with Leeds, Hertfordshire, or North Yorkshire to help with the conversations, but we won't share the information wider than that, and we won't use it for any other purpose.

The conversations will be an opportunity for you to discuss how your preferred model will work for your practice system and to understand what is expected from each model.

You will then be asked to complete a statement of readiness (we'll send you a template) that will describe to us why the model is right for you; your suitability for taking part based on what you have learned from the detailed conversations; and your staff, senior manager, and senior officer and political leadership's commitment to the model.

Decisions

You may also be asked to attend the DfE Strengthening Families, Protecting Children Board to make your case for participation in the programme. Decisions will be made based on the evidence you provide through the EOI, the statement of readiness and feedback from Leeds, Hertfordshire, and North Yorkshire.

Bringing all this information together, we will then make a recommendation to the Minister on the chances of success of implementing the model in your authority, and you will be notified of our decision.

Other things you need to know

Evaluation

We will be evaluating the programme and we are currently working with the What Works Centre for Children's Social Care to decide the exact methodology and requirements. You will be expected to participate in the evaluation if you are successful in the process.

We want to make sure that all authorities can learn from this programme and we are planning to publish interim findings and a full evaluation once the programme comes to an end.

Trailblazers

We are working with three trailblazer authorities, one per model. These authorities have been chosen using the same criteria we will use to decide on your participation. The learning from these pilots will help us with further programme delivery and with setting up the evaluation.

Darlington will be working with Leeds; Cambridgeshire with Hertfordshire; and Middlesbrough with North Yorkshire.

Expression of interest form

About your organisation

Local authority	Norfolk County Council
Region	East of England
Lead contact	James Wilson
Position	Business Design and Change Lead
Email address	James.Wilson@norfolk.gov.uk
Phone number	07450668402
Postal address	Norfolk County Council County Hall, Martineau Lane Norwich NR1 2DH

Your chosen model

Please name the model you would like to be considered for
North Yorkshire: No Wrong Door
Please outline how the model will support your practice and organisational strategy
<p>Our newly launched vision and strategy called Vital Signs for Children has a striking read-across to the practice values underpinning the No Wrong Door model. In particular, the focus within the NWD model on family-based care, on the vital importance of stability, on building positive relationships with young people, on strengths-based support and on doing whatever it takes to achieve the best outcomes are all explicitly stated at the heart of our vision; so the fit between NWD and our agenda is ideal.</p> <p>Our current picture of care and performance shows the potential impact of NWD. Our aspiration is to safely reduce the number of children needing to be looked after (which is currently higher than statistical neighbours at 70.2). We want to significantly reduce the proportion of out of county placements (currently 21%). We want to achieve a form of family-based care for all children but currently 11% of our children in care live in long term residential homes and we want to reduce our reliance on independent fostering agencies (currently 45% of care placements).</p>

Although those statistics show the distance we still need to travel, we are already making rapid transformational progress and have several existing initiatives which align seamlessly, including;

- A new social work operating model with a focus on reducing hand-off points and episodic support and instead facilitating sustained relationship-based work with children, young people and families
- A transformation of our fostering service which is already allowing us to rapidly expand the availability of fostering households which could work alongside the residential hubs in NWD
- The creation of an Enhanced Fostering Model with specialist carers and wrap-around support which aims to provide family-based care for children with more complex needs – this could be incorporated within the overall NWD model as the follow-on to support from the hubs
- The Valuing Care Programme and needs tool which provides a much richer picture of children and young people in care, focuses on who they are rather than risks or labels and supports a conversation about how to achieve positive outcomes (rather than just contain risks)
- A £5m investment in new in-house semi-independent provision and a dedicated accommodation support model for care leavers with complex needs which again could be incorporated within the NWD framework
- An exciting emerging agenda around vulnerable adolescents with the local constabulary fully committed to investment in a joint model

In addition to the strong strategic alignment, we also have the infrastructure and leadership in place. Norfolk is fortunate to have 9 in-house children's homes and the service leadership are excited to develop this provision into the holistic service hubs in the NWD model. Our Children's Senior Leadership Team, Council Leader, Cabinet Member, Head of Paid Service and Strategic Partnership Board have all given endorsement to the model.

Our service now includes a dedicated Transformation Team to support implementation, members have allocated an annual £2m transformation fund for Children's Services with scope for some this funding to work alongside the investment from the SFPC programme.

500 words

Your eligibility

Please confirm* which of the eligibility criteria your local authority meets:

A current overall Ofsted inspection judgement of 'requires improvement to be good'	X
Official DfE statistics for looked after children rates that have risen consistently over the past three years	X
Official DfE statistics for looked after children rates that are, and have been, higher than your statistical neighbour median for the past three years	x

*mark with 'x'

Partnership

Please outline any engagement and conversations you have had with your local partners and the extent of support between all of you for the chosen model
<p>Working collaboratively with local partners is a critical factor to the success of this model, and the strong relationships already in place with our key stakeholders gives us confidence that it can be effectively implemented in Norfolk.</p> <p>We presented the Strengthening Families, Protecting Children opportunity to local partners via the Norfolk Children and Young People Strategic Board which brings together leaders from a range of organisations including:</p> <ul style="list-style-type: none"> - Police and Crime Commissioners Office - Norfolk Constabulary - Education - VCSE - Health - District Authorities; and - DWP. <p>This Board is Chaired by Norfolk County Council and provides collaborative leadership and governance across the key themes affecting children and young people in Norfolk.</p> <p>The Board have unanimously endorsed NCC's application and confirmed their support for the No Wrong Door model citing a number of parallels between demographics, challenges and opportunities in North Yorkshire and Norfolk.</p> <p>The board were particularly keen to explore how a wider definition of a "family" could be developed so that the whole system works together to support children in our care to stay engaged, happy and safe. This includes ensuring that children receiving support feel welcomed by and are a part of their local community. In some cases this might</p>

include redefining the relationships they have with organisations supporting these communities including the police, housing associations and education providers.

The Board are enthusiastic about this programme and ready to seize the opportunity of a new approach to supporting children and young people in Norfolk.

The Chair of the Norfolk Safeguarding Children's Board has also been consulted and expressed strong support for the model and our engagement in the programme.

250 words

Commitment

Do you have the consent of your Leader, Chief Executive, and Lead Member to take part in the EOI stage of the Strengthening Families, Protecting Children programme?

Yes	x	No	
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Evaluation

Are you content to participate in the evaluation of the Strengthening Families, Protecting Children programme, throughout the evaluation period?

Yes	x	No	
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Do you, in principle, agree to work with your partners to provide data relevant to the evaluation?

Yes	x	No	
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Sending your completed expression of interest

Completed forms should be emailed to strengthening.families@education.gov.uk before 23.59 on 31 May 2019. Hard copy forms will not be accepted.

The submitting email address will receive an automated acknowledgement of receipt by return. If you have not received an acknowledgement in good time, please contact us at strengthening.families@education.gov.uk to request confirmation.



Department
for Education

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Strengthening Families, Protecting Children Programme

**Statement of Readiness form and
guidance**

Valid 24 June – 2 August 2019

Statement of Readiness

We congratulate you on passing onto the next stage of the assessment process for the Strengthening Families, Protecting Children Programme.

The purpose of this statement is to give you the opportunity to outline in further detail your need for and suitability and commitment to your selected model. We want you to use this statement needs to explain:

- why you think your chosen model will work for you;
- how you expect your chosen model to benefit children and families and your staff, organisation, and ways of working; and
- how new ways of working will positively benefit your systems, finance, and delivery.

As in the expression of interest stage of the process, we are asking you to provide this information under the need, suitability and commitment criteria, with up to 1000 words for each.

In addition to completing the readiness statements, we ask that you include the most recent quarterly data for your local authority. This can be done by either completing the table in the form below, or by including the information as an Annex. Secondly, we ask that you attach your most recent Ofsted self-assessment. Thirdly, please attach written confirmation from either the Council Leader, Chief Executive or the Lead Member for Children's Services, to evidence the Council's commitment to the programme and chosen model.

If you have any questions or queries, please do not hesitate to contact the team at: Strengthening.FAMILIES@education.gov.uk.

About your organisation

Local authority	Norfolk County Council
Region	Eastern
Lead contact	James Wilson
Position	Business Design and Change Lead
Email address	James.Wilson@norfolk.gov.uk
Phone number	07450 668402
Postal address	County Hall, Martineau Lane, Norwich NR1 2DL

Your chosen model

Leeds: *Family Valued*

Hertfordshire: *Family Safeguarding*

North Yorkshire: *No Wrong Door*

Please name the model you would like to be considered for (as per your EOI):
No Wrong Door
Please provide the date of the discussion with either Leeds, Hertfordshire or North Yorkshire:
29 July 2019
Please provide the details of who you had the conversation with:
Stuart Carlton Martin Kelly Janice Nicolson

Statement of Readiness

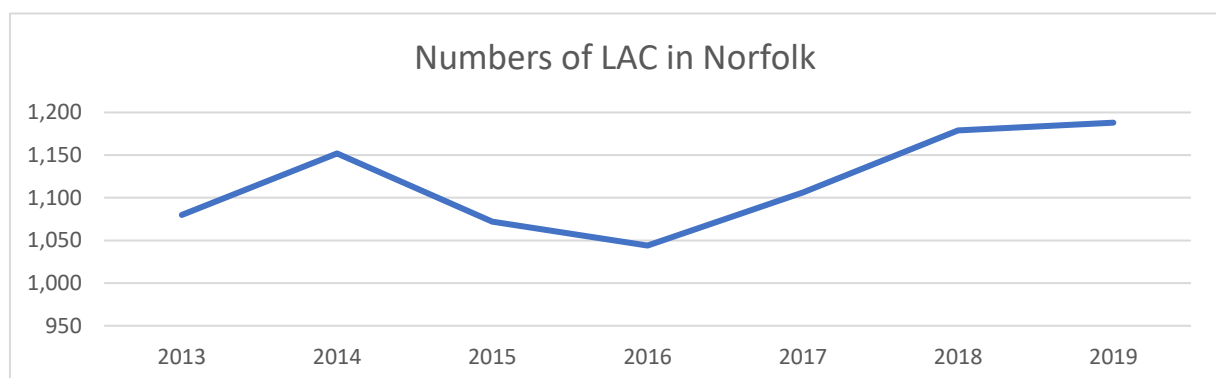
Need

Please set out your understanding of the issues driving demand and current practice and why you think your preferred model would fit with your local needs, priorities and your local vision for change. This should include:

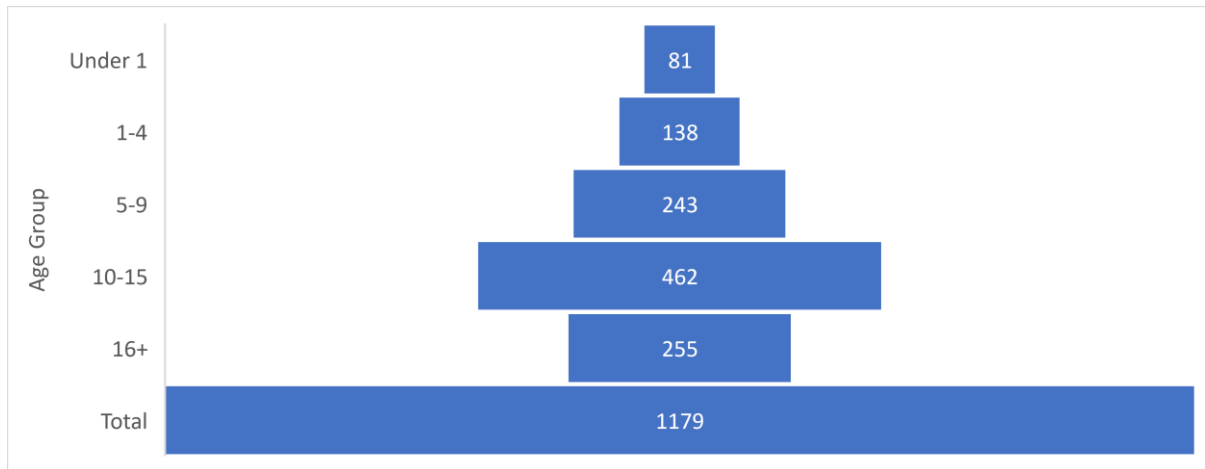
- How need/demand is distributed geographically, by age etc
- How practice operates currently, existing training and development plans/priorities etc
- Why you think you need support from the Strengthening Families, Protecting Children programme
- How your local data supports this narrative
- The impact that current practice and your high looked after children numbers has on your local system (resources, priorities etc)
- What your vision is for refocussing resources if the programme succeeds in supporting more children to remain safely at home with their families, and where appropriate, reduce the number of children entering care
- The impact that you expect the programme to have in terms of supporting more children to remain safely at home with their families, and where appropriate, reduce the number of children entering care, e.g. on looked after children numbers, out of area placements and outcomes for looked after children
- How much you anticipate saving as a result of your participation in the programme and how this will be reinvested in services

Norfolk's geography and demographic profile as a large rural county is very similar to that of North Yorkshire with a small number of urban hubs - Norwich, Great Yarmouth and King's Lynn - alongside coastal communities and market towns. The demand for services typically mirrors population density but includes significant pockets of rural deprivation and geographically isolated communities.

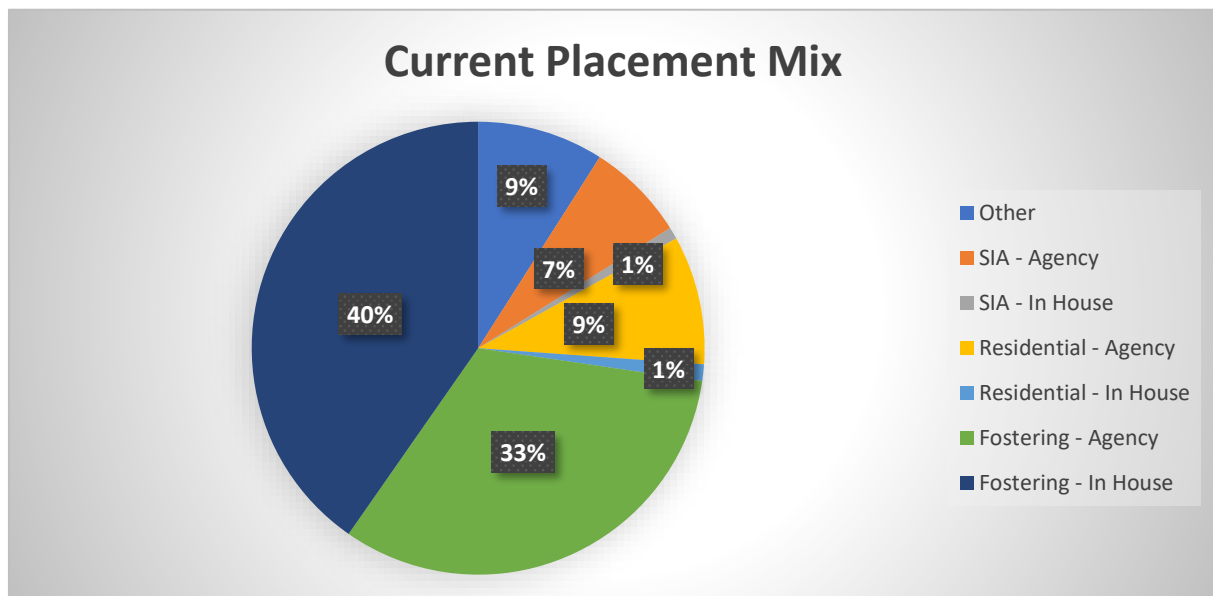
LAC numbers have historically tracked higher than national averages and statistical neighbours.



The breakdown of our LAC cohort by age reveals a very significant proportion of young people aged 10-15 and 16+ who might be part of a No Wrong Door cohort.



Increasing LAC numbers places huge strain on the sufficiency of placements with demand consistently outstripping supply. The result of this is clear in the high numbers of children accommodated in residential (11%), independent sector (48%) and out of county placements (21% of all residential placements). A recent analysis of our LAC cohort in residential care confirmed that there are some who could be supported by a foster carer were the sufficiency and wraparound support in place. There is a significant opportunity in Norfolk to disrupt and re-shape the care market, challenge the traditional placement model and provide a new approach supporting all children and young people to grow up within a stable family and community environment.



In response to the trend of increasing numbers of LAC we have placed additional emphasis on enhanced Early Help to keep families together including the launch of our “Stronger Families” Social Impact Bond which works within families’ homes providing therapy to the whole family. It aims to repair relationships, encourage better communication and enable parents to support and influence their children.

This is available to families where children are on the edge of care, but we know that many children, particularly those already accommodated in our residential homes, have a strong wish to return home and remain emotionally attached to their family unit regardless of any other goals around permanency. 8 out of 9 of our residential home and rated Good to Outstanding and we have skilled staff in our residential homes who would like to work differently, enabling families to reunite or stay together, but who don't currently have the capacity to undertake outreach work. We want to significantly shift the use of these homes to short stay alternatives with assertive outreach to families. No Wrong Door provides an opportunity to enhance the role they can play in stabilising families, supporting re-unification and preventing some of the crisis' that result in children becoming accommodated.

Alongside improving our outreach to vulnerable families, for children already in care, we are interested in how implementing No Wrong Door in Norfolk could support us to:

- radically reduce our reliance on independent sector and out of county placements;
- boost numbers of in-house foster placements; and
- reduce a reliance on long-term residential placements and instead support young people to move into stable family and community based care

We know we need to be better at supporting stepdowns from residential care into the right foster placements. From an analysis of our stepdowns in the last year we learned that:

- 66% of all stepdowns were unsuccessful
- Only 40% of successful stepdowns were the first stepdown experience
- Over their time in care the cohort analysed experienced 61 unsuccessful foster placements across 27 children (more than 2 per child). The highest number of unsuccessful stepdowns for a single child was 7.

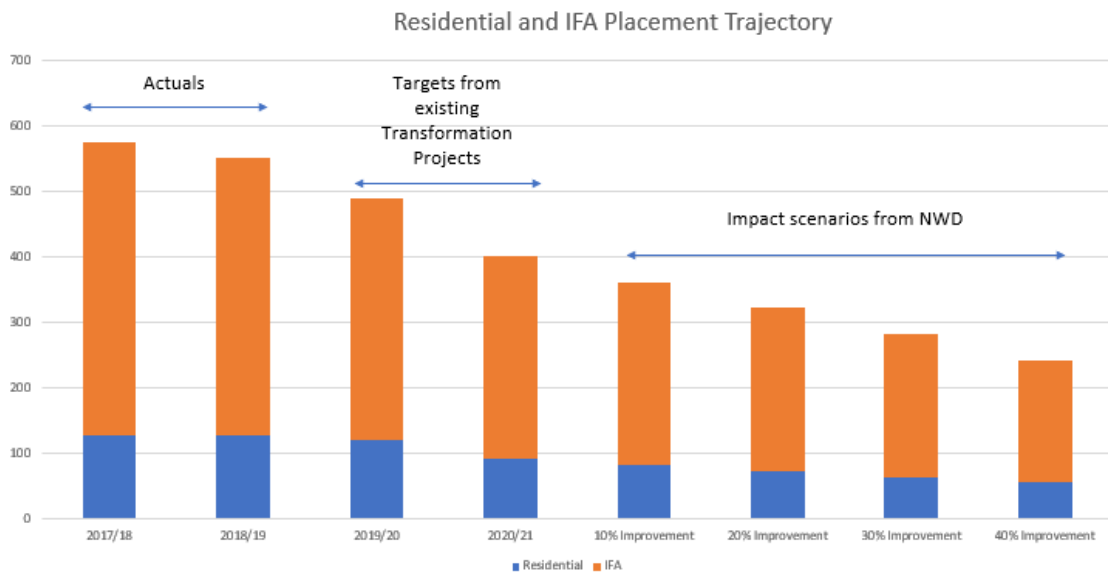
The scope for NWD to improve our practice and the outcomes we achieve for children is significant, and we feel the timing is right for this programme to have the most impact. Over the last year we have been embedding Signs of Safety into our practice model (more detail in question 2) and training frontline staff. We are also generating a focused picture of needs for each child in our care. Social Workers are trained in our Valuing Care Tool which maps needs over 13 specific measures as part of the matching process and at LAC reviews. It tracks progress over time to illustrate whether placements are meeting known needs sufficiently. Importantly, it also seeks to shift the emphasis away from risk and towards needs including a focus on strengths and aspirations of young people rather than challenges.

We are keen to learn from North Yorkshire's experience in leading a cultural change around the stickability of key workers and how they have introduced a methodology that disrupts the system and generates flexible staff capacity without destabilising the relationship with staff or providers.

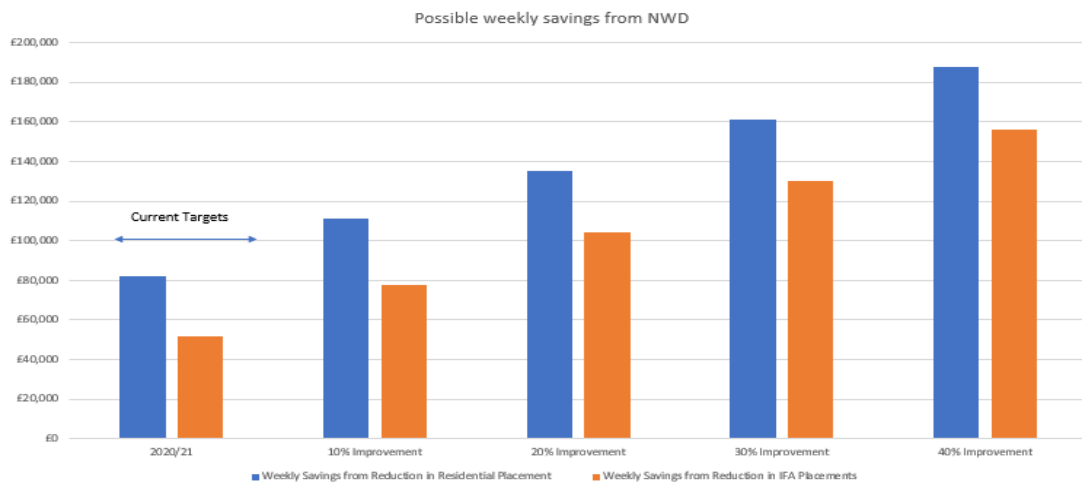
The results that have been achieved in North Yorkshire track well with our own goals including:

- Ensuring children leave care with a good future ahead of them – a consistently large proportion of children leave our care aged 18+: we need to prepare them better
- Reducing Out of County placements: we want to care for children locally
- Building capacity and resilience across our in-house carers – 32% of LAC are in IFA placements.

Alongside these goals, reducing our reliance on long term residential and IFA placements would generate significant savings. The table below sets out our residential and IFA placements from 2016 – 2019 together with the trajectory for 2020/21 we expect our existing programme of transformation to deliver. Reducing the time spent in care would also be hugely impactful.



Based on current average placement costs these changes in placements could generate the following weekly savings.



In the longer term, successful implementation of NWD will allow us to build resilience in families on the edge of care through more targeted and responsive outreach activity. Importantly, it would also allow us to focus on building better relationships with children who do end up in our care driven by a desire to prepare them for adult life and ensuring they feel the support we put around them is the right for them and consistent. This programme can help us redefine how we act as a Corporate Parent.

Suitability

Please set out how you think that local models and systems will need to change and adapt to accommodate the new way of working required by your preferred model. This should include:

- Explaining your commitment to implementing the model locally, including changing existing ways of working
- How you are planning for implementation of the new way of working needed in your preferred model and what contingency plans you have to mitigate potential issues that might result, e.g. the model changing the way that you work with staff and partners
- The view of staff on the proposed new model
- The view of partners on the proposed model and how it will impact them and how you work with them
- Whether you have had conversations with Ofsted about your interest in the programme and any issues or concerns emerging from those discussions

Our newly launched vision and strategy called Vital Signs for Children (details in Ofsted Self Assessment) has a striking read-across to the practice values underpinning the NWD model and is already establishing the culture of change required for NWD to be a success. In particular, the focus on family-based care, on the vital importance of stability, on building positive relationships with young people, on strengths-based support and on doing whatever it takes to achieve the best outcomes are all explicitly stated at the heart of our vision; so the fit between NWD and our agenda is ideal.

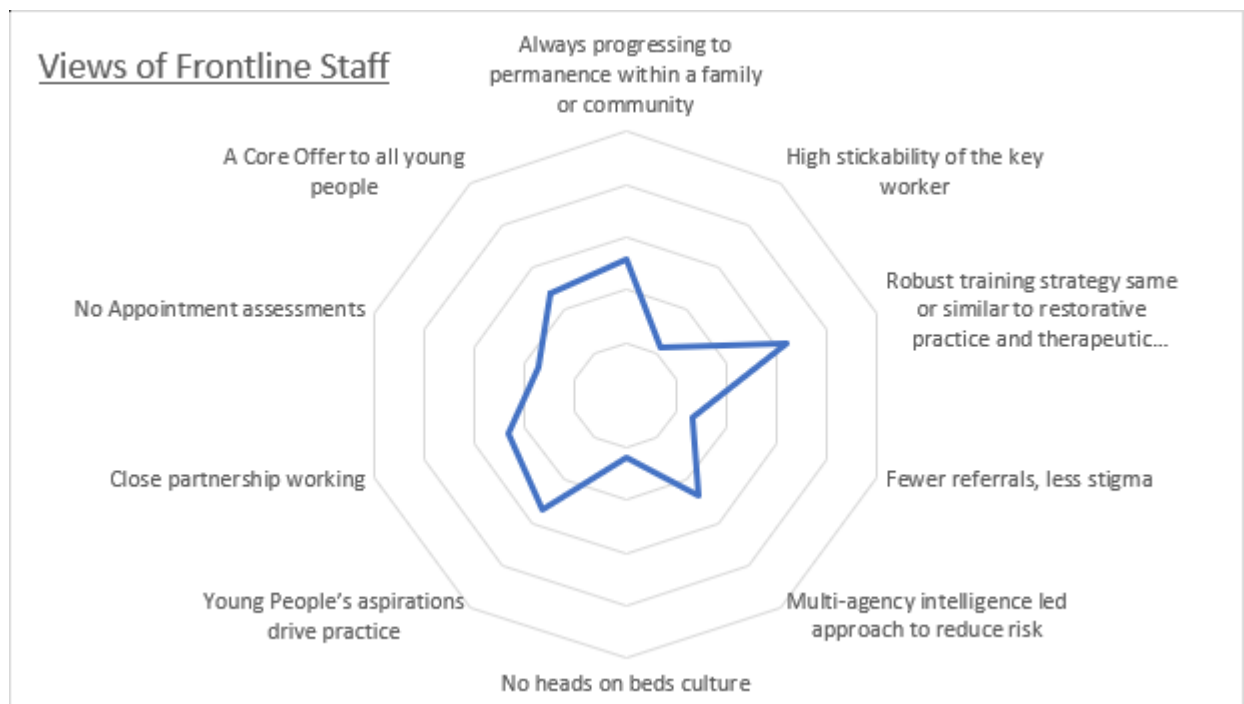
Over the last year NCC has been making rapid transformational progress and a collaborative, communications-based approach with staff has been critical in making this happen. In recent months we have designed a new model of social care and launched tools such as Valuing Care so frontline staff realise that our Vital Signs strategy has real change at the heart of it and they have embraced this in many ways.

The focus on change management within our new operating model for social work will bolster the implementation of NWD – encouraging staff to embrace the new approach and mitigating against any issues. The Signs of Safety methodology is embedded within our teams' practice model, and there will continue to be an emphasis on maturing this through an ongoing programme of training. Alongside 10 other authorities, we are members of the DfE England Innovation Project. This has provided support in implementing SoS with attention to the operation and cultural change required for it to flourish – this includes integration of SoS into our Liquid Logic reporting system. However, we recognise the need to further drive the depth of SoS practice in all areas, as well as the breadth of usage.

In addition, last year we sought support from Kevin Campbell, international Family Finding lead, to develop our approach to Family Networking and promoting lifelong family links as an extension of Family Group Conferencing. We have rolled out this approach across our early help and social work teams through a major workforce

development initiative. We see engaged and mobilised networks as critical to supporting the NWD model. However, we are relatively reliant on agency Social Workers which does impact the consistency of application. To make a success of NWD we will need to be reduce turnover and build resilience amongst our existing staff through change management. We are fully committed to a permanent and stable workforce, eradicating agency use. Alongside investing heavily in our new operational model, where supporting practitioners and their capacity to undertake high quality practice is central to what we do, we are ambitiously revising our CPD, career pathway and reward offer.

The No Wrong Door model has been welcomed by front-line staff who recognise it as an opportunity to facilitate closer working with some of our most vulnerable young people and their families where they don't currently have capacity to do so. We have consulted widely with front line staff at our residential homes about the scope for change this model offers – they feel a more inclusive approach and the opportunity to work more flexibly could reduce the prevalence of missed opportunities to keep families together and prevent the types of crises that have seen children become permanently accommodated in the past. Using the 10 distinguishing factors of the NWD model they have self-assessed and scored the effectiveness of our existing practice. This establishes from a front line perspective where the areas of No Wrong Door could have the most impact and shows a self-awareness amongst teams about the potential to do things differently and improve on existing ways of working.



Their views reveal some comparative strengths in:

- Offering a robust training strategy similar to restorative practice and therapeutic approaches – this may reflect the launch of programmes including our Stronger Families SIB (based on a therapeutic approach to whole family), Signs of Safety, Family Networking and Valuing Care

- Ensuring young people's aspirations drive practice – this demonstrates the good relationships that many of our social workers and key workers share with the LAC cohort.
- Core partnership working – this is an area which has been strengthening over time as we work increasingly closely with health colleagues and the police.

The areas where we need to make the most progress include:

- High stickability of key worker – this is the area where the highest number of staff felt we needed to improve and where the biggest impact could be achieved.
- Fewer referrals less stigma – through our partnership working this is an area we hope NWD can support an improvement; and
- No heads on bed culture – the current average number of days our LAC cohort spends in a residential placement is high - we are clear that we want all children to have the opportunity to grow up within a family setting. Reducing this number is a critical success measure for us.

We have also spoken to young people about the No Wrong Door model with the support of the IRO team. They have identified the following areas as being the most important to them and we would like to maintain an emphasis on this throughout our delivery:

- I was supported to keep in contact with my family
- I had good support when I was moving to independence
- I have had the same PA or keyworker for a long time
- I always knew what the long term plan was for me
- If my long term plan changed I was told and the reasons were explained to me.
- I find it easy to contact and have conversations with my PA when I need to speak to them.

Although articulated differently they reflect many of the views expressed by frontline workers.

1000 words

Commitment

Please explain how your commitment to participation in the programme and your preferred model is demonstrated locally. This should include:

- Whether your participation in the programme and your preferred model specifically has been agreed by the Leader, Chief Executive, and lead member for children's services
- The level of understanding the council and elected members have about the changes that will be required in implementing your chosen model, and their commitment to it

- Any plans for building your programme participation into council oversight and scrutiny functions
- The level of funding that your local authority anticipates contributing to the programme and the implementation of your preferred model
- The level of engagement, discussion and agreement with local partners about your participation in the programme and your preferred model specifically
- The level of understanding among local partners of the programme, your preferred model and the impact that it will have on children's services and other local services (including the benefits that it might have for local services more broadly)
- Whether local partners anticipate being able to contribute funding to the programme and the level of such a contribution

Our political leaders are fully committed to the NWD approach, with a view to transforming the experiences of our most vulnerable young people. There is a drive to improve how we operate as a Corporate Parent, and to ensure young people who come into care, or into contact with our services, are enabled and encouraged to get the right start in life. Rebuilding and re-investing in Norfolk's in-house provision is also a critical priority in terms of reducing reliance on out of county and independent provision.

Prior to the submission of our EoI, support was sought from the Leader to explore the NWD model. Subsequently, the proposal was presented to NCC's Corporate Board: chaired by the Leader and comprising all Heads of Service. The approach was welcomed by Adult Social Care in particular as it resonated with their strengths based social care model, early intervention and prevention approach. The session was useful in setting out how the whole Council can adopt the role of a Corporate Parent.

In July, further discussion took place at the People and Communities Select Committee, where members discuss key policy initiatives. Particular interest was expressed in supporting our most vulnerable families and young people. Members were keen to play a role in adapting the model for Norfolk ensuring an emphasis on long term goals alongside immediate support. For them, planning for the long term is critical.

There are key outputs that we aim to achieve through NWD as set out in question 1 but there are also critical outcomes for development including deepening the relationship we have with children as a Corporate Parent and using partnership working to widen the interpretation of this concept. Throughout the implementation and delivery of NWD there will be regular scrutiny not only of the measurable indicators but also the key outcomes for children, NCC and partners.

We are already making rapid progress against our transformation objectives and anticipate incorporating some of these projects into the delivery of NWD. We have identified 2 locations from our existing residential estate which could operate as hubs:

Location	Capital Value	Existing revenue budget
Norwich Road	£542,000	£561,160
The Lodge	£1,051,000	£576,520

We understand that the residential hubs do not sit in isolation and are at the heart of the map of care provision and the operating model of social work and early help services. In addition, there is scope to match a proportion of the funding ringfenced to deliver activity including:

- A new social work and early help model with a focus on reducing hand-off points/episodic support, and facilitating sustained relationship-based work with children, young people and families. This is a significant project, supported by investment, which could be enhanced through alignment with NWD.
- An Enhanced Fostering model with specialist carers and wrap-around support to provide family-based care for children with more complex needs – this could be incorporated within the overall NWD model as the follow-on to support from the hubs. The value of this programme is £600k
- A £5m investment in new in-house semi-independent provision which could also align with the NWD framework providing placement for some young people as they move towards independence.

While there is potential for NWD to boost the pace and quality of the services we provide to vulnerable children and young people this will only be maintained in the long term through close partnership working. As per the graph in question 2 our frontline staff already consider partnership and multi-agency working to be a comparative strength in our ways of working and we would like to enhance this through NWD. We sought input and support from Norfolk’s Children and Young People’s Strategic Board in selecting the right Strengthening Families model for Norfolk as well as input into how this model might operate locally. The purpose of the Board is to provide collaborative leadership and governance across the key themes affecting children and young people in Norfolk and it brings together leaders from a range of organisations including.

- Norfolk Constabulary
- Education
- VCSE
- Health

- District Authorities; and
- DWP.

The Board confirmed their support for NWD, citing parallels between the demographics, challenges and opportunities in North Yorkshire and Norfolk. There is scope to work collaboratively and creatively with all the partners above in delivering better outcomes for young people engaging with our services but at the initial stages we intend to work most closely with the police, health and education. As the model matures and starts to engage directly with young people we would like to capitalise on opportunities to tackle social inclusion, employment and housing with our other partners.

The newly appointed Associate Director for Children, Young People and Maternity (a jointly funded post between the LA and Norfolk CCGs) participated in our pre-submission discussions with North Yorkshire and colleagues from health are keen to be involved from an early stage recognising the opportunity to deliver joint outcomes. There is firm commitment locally to a fully integrated partnership around the mental health services available to adolescents – this includes co-located teams, shared outcomes and a stronger multi-agency vision. This partnership approach extends to Speech and Language Therapy and how current provision could be expanded to support not just the 0-5 cohort but the older cohort where persistent and patient support around SLT has not always been available. This type of support can radically improve family relationships and prevent children coming into care because of family breakdown.

We are also working closely with Norfolk Constabulary with whom we have a shared strategy around Reducing the Criminalisation of LAC. They have made a commitment of 8-9 officers to support the vulnerable adolescent's agenda and development of a joint Vulnerable Adolescent Strategy – many of whom will be our target cohort for NWD. We are entering into a co-design phase with police colleagues and others around a more joined up, co-located and coordinated response for young people into adulthood whatever their vulnerability and whether at the edge of care, criminal justice, school exclusion or homelessness.

Current data

What are your current levels of looked after children, and looked after children rates	
Looked after children numbers	1182
Looked after children rates	69.5
Please provide your latest social work data	
Number FTE Children's Social Workers	258
Children's Social Workers agency rates	£275 per day Agency fees: £27.60 per day on the day rate
Children's Social Workers turnover rates	18%
Children's Social Workers average caseloads	15 (Lowest 1: Highest 36)

Declarations

Please indicate below whether you have completed the Need, Suitability and Commitment Statements (mark with 'x')

Yes	x	No	
-----	---	----	--

Please indicate below whether you have included your most recent quarterly data (mark with 'x')

Yes	X (data tables completed)	No	
-----	---------------------------	----	--

Please indicate below whether you have included your most recent Self-Assessment (mark with 'x')

Yes	x	No	
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Please indicate below whether you have included letters of support from either the Council Leader, Chief Executive or Lead Member for Children's Services (mark with 'x')

Yes	x	No	
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Strengthening Families,
Protecting Children Programme
North Yorkshire County Council

SFPC Briefing Document

The Impact of NWD in North Yorkshire - the First Four Years

Requested by:	Janice Nicholson
Version	1.1
Date	November 2019
Produced by:	David Gillson

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Introduction

The purpose of this report is to provide an overview on the impact that the No Wrong Door (NWD) service has had in North Yorkshire over the first four full years since it was implemented in April 2015. In order to do this, this provides evidence of impact:

- **Financially:** by highlighting that NWD has allowed North Yorkshire County Council to keep the vast majority of our young people out of external residential placements and reduced significantly the number of IFAs used. It also illustrates that we are keeping young people out of care, on in care for less time, especially in residential placements;
- **Reduced criminalisation of our young people :** by less involvement with the police via arrests and charges;
- **Greater safety:** by reduced missing episodes, keeping our young people close and with processes to manage risk;
- **Impact of health partners:** to improve mental health and wellbeing and identify previous unknown speech and language communication issues;
- **Improve outcomes for our young people:** by highlighting specific case studies of young people who have worked with NWD.

The Impact of No Wrong Door

This section uses data from the last four financial years of NWD (2015/16, 2016/17, 2017/18 and 2018/19) to look at the impact of NWD in North Yorkshire over those years. From here on in, they will be referred to as Year One (2015/16), Year Two (2016/17), Year Three (2017/18) and Year Four (2018/19)

1.1 NWD Model – evidencing the impact

The data below provides evidence of the impact of NWD across a range of key areas. This includes a positive impact across the service and outcomes for young people, and cost avoidance benefits for partners.

1.2 Demand for NWD remains high, and we are constantly aiming to work with our young people quicker and that our interventions are working

The graphic below shows that demand has decreased in Year Four, with 214 referrals compared to 319 in Year Three.

Referral times continue to improve, with 77% of referrals actioned within 24 hours in Year One, increasing to 84% in Year Two. Our Year Four target was to work with 85% of young people within 24 hours of referral – and we achieved in excess of 99%.

Referrals into NWD			
Year One	Year Two	Year Three	Year Four
243	317	319	214

Referrals within 24 hours			
Year One	Year Two	Year Three	Year Four
77%	84%	90%	99%

1.3 Occupancy Levels in the NWD hubs

Occupancy levels at the residential hubs decreased notably over the first two years of NWD, down to about 45% for both years. Occupancy has increased in the last 2 years, up to 51% in Year Three and 64% in Year Four. However, this is still better than the 97% occupancy rate in 2014/15 (prior to NWD).

Hub Occupied Beds				
Year Zero	Year One	Year Two	Year Three	Year Four
97%	45.6%	44.9%	50.5%	64.3%

Hub Empty Beds				
Year Zero	Year One	Year Two	Year Three	Year Four
3.0%	24.8%	28.5%	18.6%	9.7%

1.4 Time spent in residential placements.

There have been periods of significant stress on the availability of residential placements so far in 2018/19. In Year Four, there have been 33 weeks when Stepney Road didn't have a free bed, and 13 when Dovedale were also full to capacity.

The number of young people who have required a residential placement can be variable – for example:

- In Year One, 25 young people were supported in a residential placement at one of the hubs
- In Year Two, this increased to 34
- In Year Three, the two hubs supported 44 different young people in a residential bed
- This has decreased to 35 in Year Four.

The time young people spent in the residential placement for closed residential placements has decreased – for example:

- For those that started in Year One, the average time was 131 days
- For new residential placements in Year Two, the time in placement decreased to 119 days
- In Year Three, the average time spent in residential care for new cases is 82 days
- In Year Four, this has fallen again to 72 days.

This shows that despite times of increased pressure on the system, NWD is continually improving in reducing the time each new young person is requiring a residential placement – which is a considerable achievement that evidences the ongoing drive around the embedding of the NWD culture and practice and the fidelity to the NWD '10 Distinguishers'.

Young people in Residential Placements			
Year One	Year Two	Year Three	Year Four
25	34	44	35

Time spent in Residential Placements				
Year Zero	Year One	Year Two	Year Three	Year Four
131	119	147	82	72

1.5 Out of county placements

During the first four years of NWD, there have only been 2 occasions where we have used an external placement for a care need only and we have not used one for two years. Other than that we have continued to keep our young people within the NYCC area, to keep them close to their families, friends and communities.

1.6 IFAs

There are no young people in NWD who are currently in Independent Fostering Arrangements (IFA’s), which is a significant cost avoided and improved outcome. This has helped us to reduce the total use of IFA’s for all ages. In 2013/14, there were 52 IFA’s in use by NYCC, since the introduction of NWD this has reduced year on year to 3 young people in Year Four. The remaining 3 are all in long term settled placements.

Use of Independent Fostering Agreements					
2013/14	2014/15	Year One	Year Two	Year Three	Year Four
52	27	19	13	8	3

1.7 OFSTED rating

Part of the core offer of NWD is that both the hubs should be at minimum rated as “Good” by OFSTED. The tables below show that both hubs have achieved this over the past 4 years, with Stepney Road rated as “Outstanding” for the last 2 full inspections. Of note, when Dovedale was inspected in Year Four it was again rated as “Good” with further achievement of moving towards “Outstanding”, with outstanding leadership and management at the hub.

OFSTED – NWD East Hub				OFSTED – NWD West Hub			
Year One	Year Two	Year Three	Year Four	Year One	Year Two	Year Three	Year Four
Good	Outstanding	Outstanding	Outstanding	Good	Good	Good*	Good*

*with outstanding leadership and management

The reports for the hubs are available at:

(NWD East Hub) Stepney Road: <https://reports.ofsted.gov.uk/provider/2/SC034235>

(NWD West Hub) Dovedale: <https://reports.ofsted.gov.uk/provider/2/SC034189>

1.8 Serious incidents

The number of serious incidents that have been notified to OFSTED as a Schedule 5 report have been on an increase since 2016/17. This peaked at 22 in the last 6 months of Year Three (Oct 17-Mar 18). However, this has decreased notably in Year Four, with 5 incidents in total and none in the last 6 months (Oct 18-Mar 19).

Schedule 5 incidents in Residential Placements					
Apr-Sep 2016	Oct 2016- March 2017	Apr-Sep 2017	Oct 2017 – March 2018	Apr-Sep 2018	Oct 2018 – March 2019
15	2	8	22	5	0

1.9 “Sticking with” our young people

Another key principle of NWD is that unlike traditional residential care, we do not stop working with our young people once they turn 18. If they still need help and support from NWD, we are committed to sticking with them until they are 25. In Year Four, we have worked with 42 young people who are aged 18 and over. We expect this to continue to increase, as more of our early cohort turn 18.

Working with 18 plus			
Year One	Year Two	Year Three	Year Four
19	27	27	42

1.10 Effectiveness of NWD

As part of NWD’s performance tracking, to what extent our service meets its objectives. For closed interventions for Year Four, a total of 83% of those worked with were deemed to have either partially or fully achieved their objectives, with 63% fully achieving.

For all other closed interventions there was limited achievement (5%) and no effect (14%) this is possibly due to lack of engagement from the young person or family.

Effectiveness of NWD			
Year One	Year Two	Year Three	Year Four
Not recorded	86%	82%	82%

1.11 Working with young people on the Edge of Care

In Year Four, NWD worked with 136 young people who were on the Edge of Care. Of these young people, only 33 (24%) are currently LAC. Of the 33 LAC young people, 8 were LAC before NWD started and only 13 (10%) came into care in Year Four.

Young People		
Worked with	Currently LAC	
136	33	24%

LAC young people	
Became LAC in Year four	
13	10%

1.12 Keeping young people out of care in emergencies

NWD is often called in to support where there are cases of emergencies where a young person may be close to coming into care, or, are already in care and there is a high risk their placement will break down. These are often outside normal working hours. For example: in Year Four, there were 59 referrals for emergency work to NWD, which involved 46 different young people:

- of the 46, 21 (46%) have not become LAC since the emergency referral
- of the remaining 25 who have been LAC, 12 (48% of those LAC) were already LAC before the emergency referral, and
- 12 became LAC after referral but of these, only 5 are currently LAC
- at present, 11 (44%) remain LAC - of note, this also includes 3 young people who were UASC and so automatically become LAC.

Of these 46 young people in total, only 6 (8.7%) were placed in residential care in Year Four, evidencing that NWD is keeping young people from unnecessarily coming into residential care and supported to remain in their family or community.

Emergency Referral			
Number	Young people	LAC	Not LAC
59	46	25	21

Of the 25 who were LAC			
Already LAC Before referral*	LAC after referral	Still LAC**	Residential Care (Year Four)
12	14	11	6

* These figures do not add up to 25 as one young person was LAC one referral, and then LAC after a different referral

** For those who are no longer LAC, some are care leavers.

Partner Updates

2.1 Health impact:

2.1.1 Life Coach

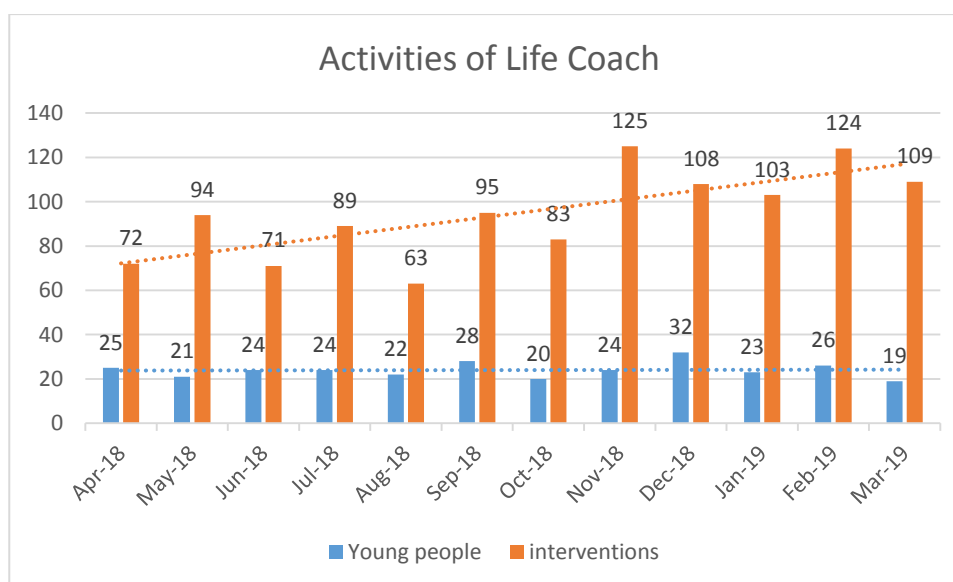
Young People		
East	West	TOTAL*
30	39	66

Interventions		
East	West	TOTAL
500	636	1136

*This adds up than less to the sum of East and West as some young people had been seen by the life coach from both hubs

In NYCC we have 1 FTE Life Coach (Clinical Psychologists) in each of our hubs.

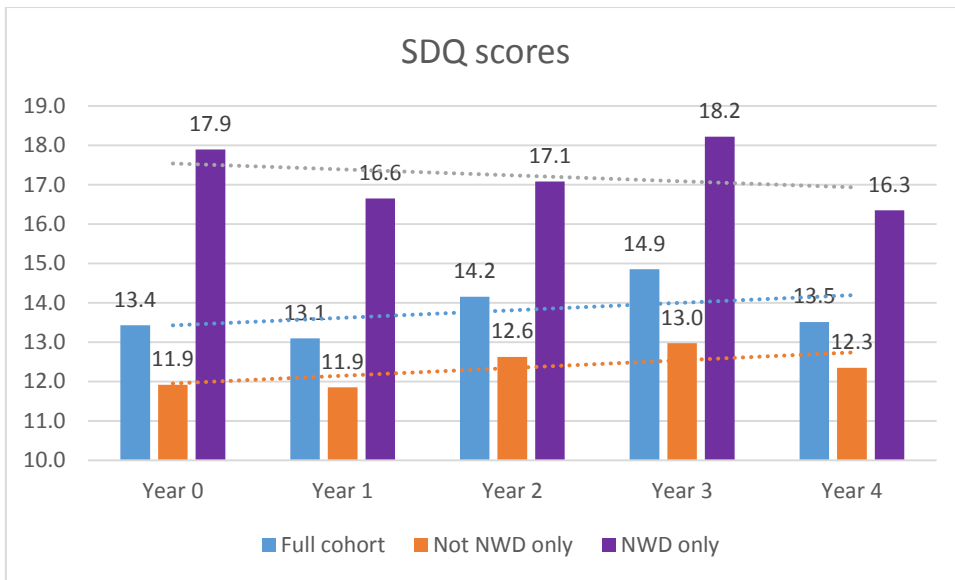
The graph below shows that the number of young people worked with each month has stayed relatively static, whereas the number of interventions has increased, from 72 in April 2018 up to a highpoint of 125 in November 2018 and remains on an upward trend.



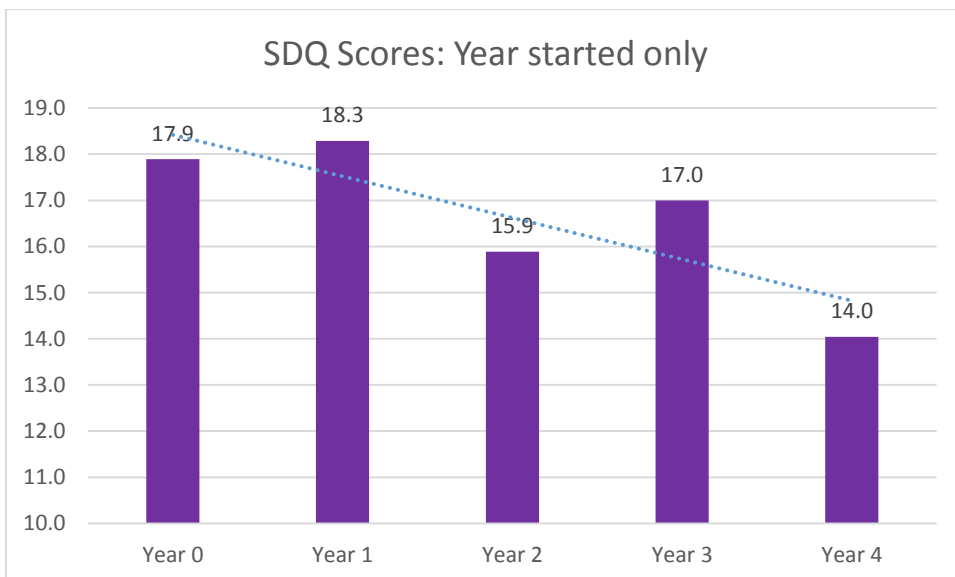
SDQ scores

Looking at SDQ scores for Year Four, the graph below shows the average SDQ scores for NWD young people depending upon which year they were taken in, compared to all young people aged 12-17 year olds with an SDQ score, and also the 12-17 year olds who have not been open to NWD.

The graph shows that the full cohort average is on an increasing trend. It started at an average of 13.4 in Year Zero (prior to NWD) this increased to a peak of 14.9 in Year Three. Looking at SDQ scores for those 12-17 year olds who have not been supported by NWD, then they are also on an upward trend. Whereas, young people supported by NWD have SDQ scores which are on a downward trend, for example – starting at 17.9 in Year Zero, the average has decreased to 16.3 in Year Four – despite a slight increase to 18.2 in Year Three.



Looking at SDQ scores for those young people who were referred to NWD in a specific year then the average scores are on an even more noticeable downward trend, as indicated in the graph below.



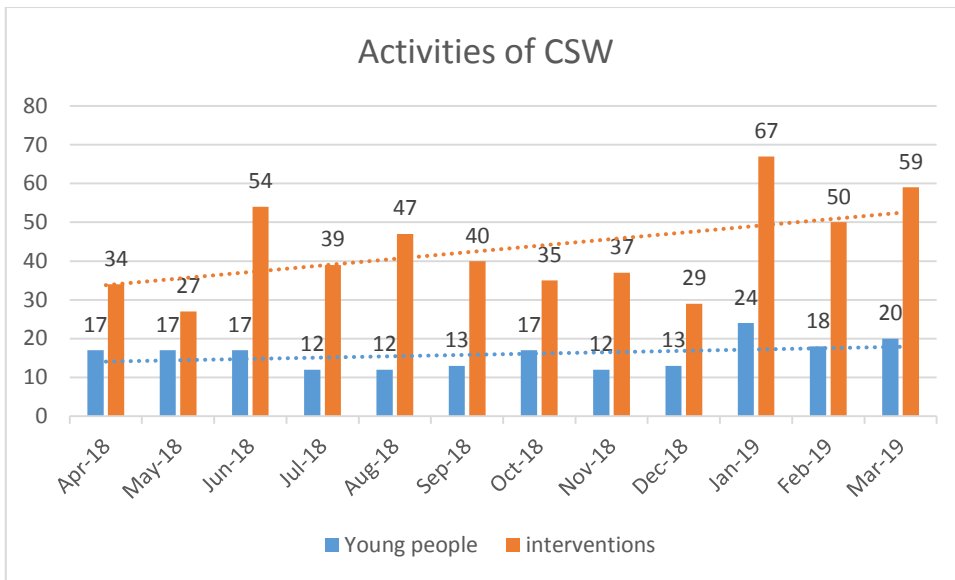
2.1.2 Communication Support Worker (CSW)

Young People		
East	West	TOTAL*
29	42	67

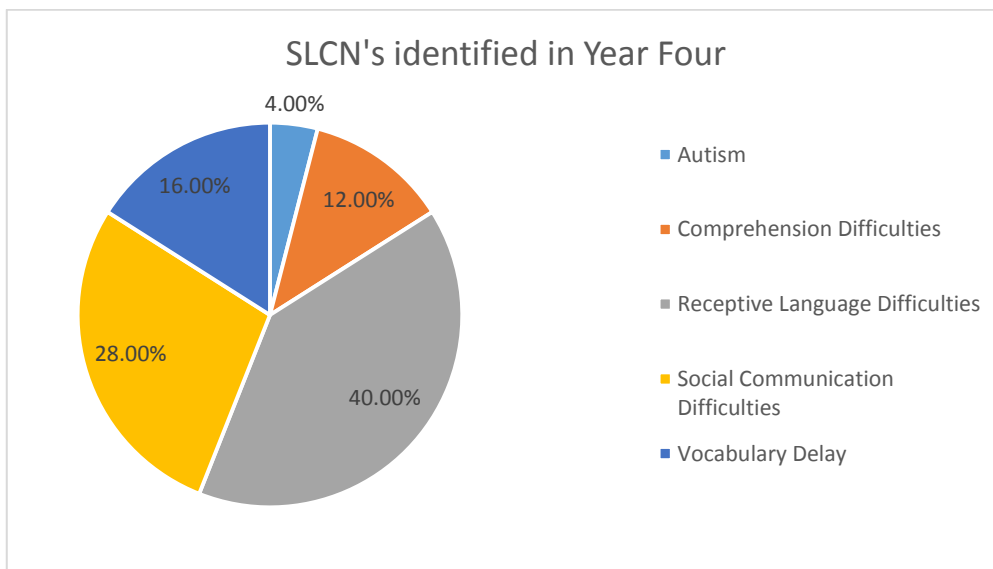
Interventions		
East	West	TOTAL
298	214	512

*This adds up than less to the sum of East and West as some young people had been seen by the CSW from both hubs

The number of interventions by the CSW roles (Speech and Language Therapists) have increased over the past year which means that more of our young people will be screened for speech, language and communication needs, with 0.5 FTE at each hub. We know that there is a correlation between some of the key embedded roles such as the CSW and for example reductions in missing episodes.



Of the 67 young people worked with by the CSW in Year Four, 31 (46%) were found to have a Speech and Language Communication Need (SLCN). The chart below shows a snapshot of the main SLCNs identified were Receptive Language Difficulties (40%), Social Communication Difficulties (28%) and Vocabulary Delay (16%). These figures will fluctuate, depending on the cohort of young people being supported.



2.2. Police impact:

2.2.1 Missing from Home

The graphic below shows the missing incidents from the NWD hubs for the last 4 calendar years broken down into six monthly periods. In the first 6 months of NWD there were 142 incidents, but this decreased to only 12 for October 2015-March 2016. Since then incidents have increased, peaking at 199 in April-September 2017, but this has now reduced to 70 in the last 6 months.

Missing from Home incidents – Residential young people							
Apr-Sep 15	Oct – Mar 16	Apr-Sep 16	Oct – Mar 17	Apr-Sep 17	Oct – Mar 18	Apr-Sep 18	Oct-Mar 19
142	16 ↓ 12	16 ↑ 61	17 ↑ 94	17 ↑ 199	18 ↓ 153	18 ↓ 106	19 ↓ 70

For the whole NWD cohort the levels stayed at similar levels, over the first two six month periods, and there was not the notable decrease in incidents for October 2015-March 2016 as there was in the residential hubs. This would indicate that the incidents being reported to the police were more often from outreach cases. There was then a decrease in April-September 2016, but levels rose to a peak in April-September 2017 (327 – more than double the incidents in the first 6 months of NWD). However, since then levels have decreased down to 109 in the last 6 months of Year Four. Again, these figures will fluctuate depending on the young people being supported.

Missing from Home incidents									
Apr-Sep 14	Oct-Mar 15	Apr-Sep 15	Oct – Mar 16	Apr-Sep 16	Oct – Mar 17	Apr-Sep 17	Oct – Mar 18	Apr-Sep 18	Oct-Mar 19
336	370 ↑	152 ↓	154 ↑	125 ↓	182 ↑	327 ↑	210 ↓	184 ↓	109 ↓

2.2.2 Criminality

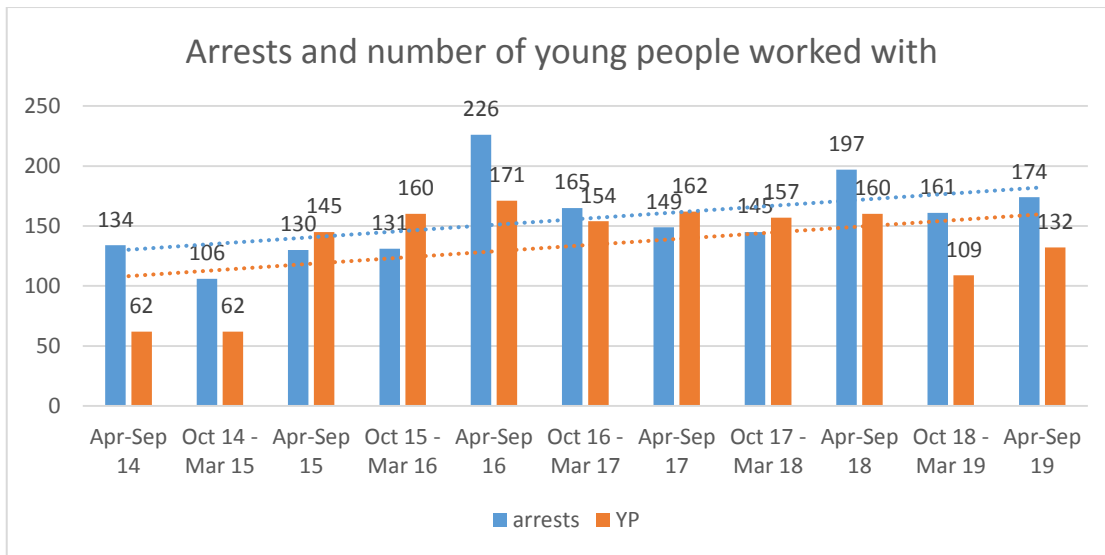
As with missing from home, when young people are referred to NWD, due to the complex nature of their life experiences they may already have had high levels of criminality and this can take time to reduce. In addition, as there are more young people being supported by NWD then the figures could be expected to rise exponentially.

Arrests

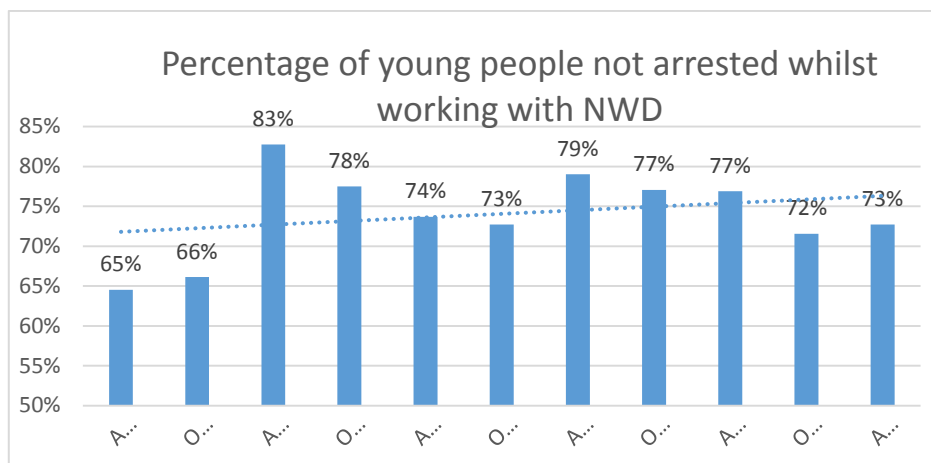
Arrests across the full NWD cohort were on an upward trend after the first 6 months, peaking at 226 in April-September 2016, but then decreased to a low point of 149 in April-September 2017.

NWD young people arrested									
Apr-Sep 14	Oct-Mar 15	Apr-Sep 15	Oct – Mar 16	Apr-Sep 16	Oct – Mar 17	Apr-Sep 17	Oct – Mar 18	Apr-Sep 18	Oct-Mar 19
134	106 ↓	130 ↑	131 ↑	226 ↑	165 ↓	149 ↓	197 ↑	161 ↓	174 ↑

Since then levels have varied, and increased in the last 6 months of Year Four to 174. However, when you look at the number of young people worked with it shows a different picture. The graph below suggests arrests are on an upward trend, however, this directly correlates to the services ability to work with an increasing number of young people.



Of the number of young people we work with in each 6 month period, the graph below shows that the majority are not arrested whilst working with NWD, and that this continues to improve. For the initial cohort of 62, in the 6 months prior to NWD, 21 (or 35%) were arrested, and 65% were not. In April to September 2015, the first 6 months of NWD, the proportion of young people we worked with who were arrested fell to 17%, or 25 out of 145 young people – the remaining 83% did not get arrested whilst referred to NWD.



Charged

As with arrests, charges peaked in April-September 2016 (133) but then incidents fell for the next 3 periods, down to an all-time low of 68 charges in October 2017-March 2018. The levels have increased slightly to 88 for the last 6 months of Year Four – however, this is still below pre-NWD levels.

NWD young people charged with offences									
Apr-Sep 14	Oct-Mar 15	Apr-Sep 15	Oct-Mar 16	Apr-Sep 16	Oct-Mar 17	Apr-Sep 17	Oct-Mar 18	Apr-Sep 18	Oct-Mar 19
108	111	106	94	133	85	73	68	92	88

Criminalisation of young people has also decreased. In order to be criminalised they need to be charged with an offence. When NWD started, in the first 6 months, the proportion of arrests leading to charges was at 82%. This has decreased every period since until the first 6 months of Year four when it remained static at 47%. There has been a slight increase in the last 6 month of Year Four, up to 55% - but this is still notably lower than prior to NWD.

% of NWD young people charged with offences									
Apr-Sep 14	Oct-Mar 15	Apr-Sep 15	Oct-Mar 16	Apr-Sep 16	Oct-Mar 17	Apr-Sep 17	Oct-Mar 18	Apr-Sep 18	Oct-Mar 19
82%	105%	82%	72%	59%	52%	49%	47%	47%	55%

2.2.3 Gravity of offences

By using the Youth Justice Service (YJS) scale of gravity for offences, it has been possible to look back to the beginning of 2016 and compare the average severity of crimes committed over the last two years. The YJS scale goes from levels 1 to 8, with 8 being the most serious of offences (for example, murder, attempted murder and rape). Examples of level 1 crimes are drunk and disorderly, littering and breach of the peace.

Over time, the average gravity of offences has remained relatively static, between 3.1 to 3.3. In the last 6 months of Year Four, it was 3.2

2.2.4 Location of Offences

Also key to reducing the criminalisation of our young people in care, is reducing the number of offences that occur within the residential hubs. This information only started to be collated in July 2017. There was a peak of incidents at the hubs in July to September 2017 (25) and this has steadily decreased over time, except with a peak in April to June 2018 (17). In the last 2 quarter of Year Four, this has been at the lowest level (6 incidents).

Offences in NWD Hubs						
Jul-Sept 2017	Oct-Dec 2017	Jan-Mar 2018	Apr-Jun 2018	Jul-Sep 2018	Oct-Dec 2018	Jan-Mar 2019
25	17	9	17	7	6	6

2.3 RAISE (risk analysis, interventions solutions evaluation)

RAISE is an intelligence led approach to risk management for adolescents with complex needs. Based on Signs of Safety, it rings together multi-agency key players with an overarching goal. It uses deep dive case analysis and real time intelligence from police and other agencies. The approach helps practitioners to work with ‘safe uncertainty’ and to identify, consider and manage potential and current risks impacting young people who are receiving a service from NWD. The meetings look at the connecting systems impacting on behaviours within a systemic approach with the aim being to develop a shared strengths based, solution focussed plan. Each agency identifies and provides actions to reduce risk and more safely maintain young people within their placement, family or community, and each agency has the responsibility of implementing identified actions and for disseminating information in their organisation.

The number of RAISE meetings being held at the hubs continues to increase year on year, with only 9 recorded in Year One, increasing to 34 in Year Two, 60 in Year Three and 90 in Year Four. Our RAISE approach is key to holding on to our young people, and the impact of this approach is evidenced by no external placements being required for adolescents in North Yorkshire over the last two years.

RAISE MEETINGS			
Year One	Year Two	Year Three	Year Four
9	34	60	90

3.0 Case Studies

Case Study – Young Person CE

No Wrong Door (NWD) Intervention, Placement (LAC) and Support

Pre-Care Issues

The Local Authority were worried that CE was hit in the face by dad in 2017, causing some swelling and considerable distress. Children's Families Services (CFS) were concerned that this, as a punishment for stealing, was unduly excessive. CE became distressed stating a fear of dad and a request not that to return home. CFS believed that this form of reprimand was common and may happen again to CE.

CE had repeatedly moved from the care of one parent to another and was also placed in several foster care families over an eighteen month period. This left CE feeling unsettled and angry. Both parents and stepmother regularly spoke to CE in a negative way and appeared to care for CE in a different way to other siblings. CE was abandoned at a train station whilst in father's care and subsequently refused to have CE return to his care. Mother also stated she was not prepared to look after CE. Both parents claimed that CE was unlike the rest of their children, was a threat in the family home, and needed to learn discipline before returning to either parent's care. Whilst CE was in foster placements, father would demand a return to his care, and then revert to refusing to look after CE – as CE's behaviour did not improve. CE stole from the family, foster carer's and the local community, and went missing several times. CE also set fires in one foster placement, and became increasingly aggressive.

CE was made subject to S20 in 2018. NWD initially provided outreach for foster carers, and then an activity placement and a further bespoke placement to avoid CE living in a residential home. This was due to agreed vulnerability and risk assessment. When missing episodes and aggressive behaviour escalated CE moved into NWD residential care.

Young Person's Profile and Risks

CE appears happy living in NWD residential care, with the agreement to work towards a return home to father's care and/or a foster placement. CE has built strong, positive relationships with all staff members & enjoys 1:1 time. CE has been on day trips to museums, activities such as snooker and an overnight to watch a football match.

CE has been out of education for a period of time, and due to the geography of residential placement, an alternative provision is being sought. CE's behaviour towards adults can be confrontational and aggressive, in particular after phone contact with family members. NWD staff are aware of disagreements between CE and father over the phone and support CE to cope with the feelings related to this. CE has been aggressive towards staff members when challenged about behaviours. CE can be easily influenced by older young people and has been drawn into criminal activity to steal on request for the older young people. CE is at medium risk of CSE.

Accommodation Pathway & Interventions

When CE was placed with NWD there was careful matching with two key workers who are experienced in mediation and building strong and trusting relationships. NWD staff are providing support to rebuild the relationship between CE, parents and step mum. Staff work therapeutically to address CE's confrontational behaviour, and CE has worked with the NWD Life Coach to look at aggressive outbursts. CE has worked with the Portfolio Lead for Education to explore the present difficulties within school and there is currently a package in place, which includes home tutoring and educational visits. The NWD Communication Support Worker has also screened CE in order to meet CE's speech & language communication needs. CE's behaviour and demeanour have significantly improved since coming into our care. Contact with father has been consistent and strong relationships have been built between CE and key staff members.

Outcomes

Safety
<ul style="list-style-type: none">• The plan is for CE to return to father's care or foster care, in a planned way, and with ongoing support provided by NWD.• NWD has provided a non-judgemental, safe and stable placement for CE, where CE has been able to express wishes and feelings openly.• Therapeutic work has been undertaken to address CE's challenging behaviour.• CE has built trusting relationships with key adults.• NWD staff support CE to manage contact with family members in a safe environment.
Emotional and physical wellbeing
<ul style="list-style-type: none">• CE has enjoyed age appropriate activities.• CE is involved in decision making in the home and about future placements.• CE receives praise for achievements, such as participating in education, and is able to celebrate success.• CE has an achievable education package in place to provide routine in line with wishes to continue with classroom based work alongside physical activities.
Emotional & Physical Wellbeing
<ul style="list-style-type: none">• CE has been able to 'relax' in residential care, removing the need for constant hyper vigilance. Free from negative messages and violent responses from parents.• CE understands reasons for being in care and that that returning home or to foster care is the next Step. This will be planned over time in line with CE's wishes and feelings.• CE has felt comfortable to talk to NWD staff about feelings and past experiences. This enables staff to provide support and understanding; listening and discussing solutions to CE's anxieties.• Feelings of safety and secure attachments are developing through the stickability of staff members.• CE is working with the NWD Life Coach around aggressive behaviour and using alternative methods to manage emotions.
Reduced Criminal Activity
<ul style="list-style-type: none">• CE has, through restorative practice, worked through issues relating to aggression towards family members and carers.• There has been a huge reduction in criminal activity since CE settled into our care.
Engagement
<ul style="list-style-type: none">• CE has grown in confidence, talking to key staff members about personal experiences.• Staff have built strong, trusting relationships with B, showing empathy, compassion, and active listening.• CE has enjoyed a wide variety of activities and holidays.
Reduced Costs to Society
<ul style="list-style-type: none">• Key worker has worked with CE around high aspirations and future plans for education.• CE has reduced his missing episodes is no longer going missing for long periods of time.

No Wrong Door (NWD) Intervention, Placement (LAC) and Support

Pre-Care Issues

CB came to the attention of CSC whilst at infant and then junior school when CB lived at home with mother. Referrals were received concerning two incidents of inappropriate sexualised behaviour with other children. An Initial assessment was carried out and CB was closed to services pre-teen.

In 2106, CSC received a referral from CB's father. CB, currently staying with father had disclosed that CB and siblings had been hit by their mother. CB's father advised that the children's mother does physically and emotionally abuse them and that there is verbal abuse in the maternal home. A CAF meeting concluded that CB was not at risk as was remaining in the care of father.

In 2017, CB returned to live at the maternal home and no longer had contact with father. Mother struggled with CB's challenging behaviours including, fire starting, stealing and challenging behaviour at school. Behavioural issues escalated and relationships deteriorated further resulting in the police removing CB to grandfather's care overnight following a disagreement with mother. Mother blamed CB's recent stay at father's home for the decline in behaviours. Mother now felt threatened by CB and was worried how this would impact on siblings.

A referral was made by Prevention Services in 2018 and a CAF Assessment concluded CIN support was necessary. CB was staying out all night, often going missing (once for over 48 hours), using drugs, not attending school, stealing food and being confrontational towards family members. Mother started to lock CB out of the home at night and was not consistent in reporting CB missing. A referral was made to Restorative Practice Lead and NWD for family support and specific support for CB.

CB was placed by EDT in a foster placement as an emergency following further incidents with mother and returned home after a short period. CB was again placed in emergency foster care, and from there changed placements several times over a four month period. CB was excluded from school at this point.

CB did move back into the maternal home. Despite significant support, restorative work, mediation and NWD support, the placement broke down again. Mother took legal advice and was clear that she would not have CB at her home due to the risks she believed CB posed to her other children. CB became Looked After and was accommodated in NWD residential care.

Young Person's Profile and Risks

CB has experienced sustained rejection from mother who once stated to CB that she wished CB had never been born and she should have had an abortion. This has had a detrimental impact on CB's self-esteem and identity. It is unclear whether CB experienced sexual abuse as a young child.

CB did witness violent domestic abuse between mother and father, and then mother and step-father. CB experienced physical and verbal abuse from mother. CB also witnessed alcohol use and cannabis use by parents/parental figures. CB experienced the loss of his paternal grandmother, and this bereavement had a significant impact on his emotional wellbeing.

CB can use derogatory language towards women. CB can be verbally aggressive and abusive towards adults, and bullish towards younger peers. CB has a history of missing episodes and has taken part in drug use and criminal behaviours. CB has been arrested several times for assault, theft, anti-social behaviour and burglary.

Accommodation Pathway & Interventions

NWD has been involved with CB since early 2018 in an outreach role. CB was placed with No Wrong Door with a view to working with family to rebuild relationships; restorative practice lead continues to be involved to help repair fractured family relationships. Positive relationships are maintained and the “stickability” approach adopted to show CB that they are worth investing in. CB has been given tools to help deal with anger and encouraged to talk about feelings so they did not become overwhelmed. CB enjoys horse riding, fishing, go-karting and has expressed a wish to visit London. This will be looked at in the New Year.

Outcomes

Safety
<ul style="list-style-type: none"> • Since being placed in this current NWD Hub, CB has not been reported missing. • NWD provided a non-judgemental, safe and stable placement for CB. • Work was undertaken to address risk-taking behaviours, including smoking cannabis. • CB is starting built trusting relationships with key professionals, including our Life Coach and manager.
Stability
<ul style="list-style-type: none"> • CB takes part in age appropriate activities and is involved in decision making in the home. • CB has remained in this current placement, partly at CB’s request, and is supported in pursuing hobbies and interests. • CB is supported with independence skills – in particular, personal hygiene and laundry. • CB can still access the educational provision set up in foster care.
Emotional & Physical Wellbeing
<ul style="list-style-type: none"> • CB is encouraged to continue in hobbies and have outside interests. • CB is able to approach and discuss anxiety and other feelings of low mood with a staff team and key worker who actively listens and supports with solution focussed approaches and a non-judgemental attitude. • CB is working with our Life Coach to look at feelings of anger towards mother and mother’s boyfriend. • CB has spoken openly to key staff members about family history, past criminal behaviour and wishes for the future.
Reduced Criminal Activity
<ul style="list-style-type: none"> • Criminal activity has decreased dramatically since moving into our residential home – there has been one incident since placement where CB took part in anti-social behaviour, within the home, with another resident.
Engagement
<ul style="list-style-type: none"> • Starting to forge strong, positive relationships with the staff team. • CB is beginning to have contact with father again and so far this is going very well. • CB is starting to engage in education provision and has talked about future plans and aspirations.
Reduced Costs to Society
<ul style="list-style-type: none"> • Minimal criminal activity. • No missing episodes since this placement began.

No Wrong Door (NWD) Intervention, Placement (LAC) and Support

Pre-Care Issues

Children's Social Care (CSC) first became involved with F's family in 1999. The family had moved to NYCC from another area. Whilst in the care of mother, F and siblings were considered to be at risk due to significant neglect and F was subject to a child protection plan. In 2002 F became looked after. F was placed on a full care order in 2003. F was allocated a temporary foster placement and following this, it was deemed that mother had made sufficient progress around safe parenting for F to return home. However, F was removed from mother's care again due to significant neglect.

F was placed in several longer term foster placements from 2002, with the last long-term placement lasting for approximately five years. In 2012, this placement broke down as a result of a referral being made from F's school. F had refused to return back to the foster carers and school staff reported that the foster carer's response appeared disproportionate. There was an investigation by the local authority and police, and F was placed in a respite foster placement. The investigation resulted in no formal action being taken.

Following respite foster care F soon began to present with challenging behaviour. At this point F began a phased reintroduction back to the previous long-term foster carers. At the same time CSC completed new assessments with F's birth family, resulting in the decision that at this point F's needs could not be met by any wider family members.

There were on-going placement difficulties with the foster carers: F received several school exclusions, was taking part in risky behaviours including using cannabis and anti-social behaviour. In 2014, following numerous placement breakdowns between the long-term foster carer and respite foster carers, F was moved to a residential home. F's risk-taking behaviours escalated, resulting at times with police involvement. F began to abscond from the placement, leading to concerns about vulnerability in the community. F began using NPSs and alcohol. There were several assaults on staff and police officers during this period. Due to the levels of concern there were a number of strategy meetings held. Respite foster care was again found to support the residential placement - this included the previous long-term foster carers with whom F still held a positive relationship. There was a formulated strategy between the residential home and carers to offer emotional support with a goal being to reduce the risk of missing episodes.

Following this, F was moved back to the long-term foster carers in 2014. F's reintroduction quickly resulted in a number of missing episodes. It was also reported that F's behaviour started to impact significantly on other young people in the same care arrangement. As a result, the decision was made for F to be placed in a private children's home.

Initially, this placement went well with F responding to the boundaries which were put in place. However, following this positive period, F's behaviour once again began to escalate. By the end of 2014, presenting behaviours included self-harm and suicidal thoughts. There followed a more settled period and a decision was made to continue in this placement until F completed secondary education.

There was a period of more dangerous behaviours being shown soon after, including using ligatures to self-harm and walking into busy traffic. F also went missing for up to four days at a time. A short term solution was to place F with 2:1 staffing. In 2015, F was placed on a 'bespoke' arrangement with NWD as an alternative to a secure order on welfare grounds.

This bespoke placement offered an opportunity for F to spend some quality, supervised time with an older sibling as the most appropriate option, to settle previous patterns of risk-taking behaviour. This placement was supported on a 2:1 basis with one staff member working alongside F and the other supporting the older sibling and wider family group.

NWD staff were able to build relationships whilst being able to assess the nature of interactions and potential risks in the family home. This staffing support was then transferred from the bespoke placement into the family home, where daily observations took place. During this period F had reported an incident of sexual assault from an adult in the community. This was investigated whilst F was supported by family members. Following this, elder sister wished for F to live with her. This arrangement began with significant reductions in risk-taking behaviours from F. The arrangement received 20 hours of support a week using two NWD key workers. For a period of two months there were no reported missing episodes and support continued to the family - to build stronger relationships and develop family resilience.

Young Person's Profile and Risks

F was placed in care at two years old and was returned to the care of family members on a number of occasions. Whilst there were concerns about significant risks of neglect whilst in mother's care, F has held onto a belief that it would be possible to return there. F has experienced settled periods living in care and has been able to form some positive attachments. In particular with long-term foster carers and NWD key workers. F has also spent some time living with siblings.

F's risk-taking behaviour escalated significantly during adolescence. Throughout F's placements it has been observed that F can initially settle well. However, when it seems likely that a placement can become more long-term/permanent F responds by increasing levels of risky behaviour. F's behaviours escalate, rejecting the idea that security and wellbeing could be achieved outside the care of mother.

During adolescence young people can often struggle to self-regulate and understand their own vulnerabilities. This applies to F, with reference to concerns around sexual exploitation and individual group dynamics. F's poor emotional well-being has been consistently presented for several years. The high level of risk-taking has become more prevalent over the last two years with negative connections/peer relationships in several residential placements. These have resulted in concerns about the potential harm to self and others.

Accommodation Pathway & Interventions

During adolescence F has found it difficult to manage feelings of positive self-worth. As this became more difficult to manage there were a number of placement breakdowns. These were fostering and residential placements both in local authority and private placements. Within the private sector there were three separate residential placements, each one offering increased supervision.

In 2015, F was offered a bespoke placement with NWD. The NWD family placement offered an opportunity for F to be reintroduced to living with her older sibling. This was to mitigate against high levels of community risk/vulnerability and as an alternative to secure accommodation.

Prior to the NWD placement, there was consultation with CAMHS. The formulation was that by offering the supportive environment with sister F's wishes and feelings were being acknowledged. This was considered necessary so that F could therapeutically work through the process of trying to live with family.

Overall there has been a significant reduction in self-harming behaviour with some development of resilience and positive peer relationships. Work in the family placement consisted of 20 hours of support a week from the NWD

services. This offered a joined up approach to working with the family - supporting the family through mediation and offering practical and support and coping strategies. This was all underpinned by 24-hour emergency support from the NWD children's home. This meant that the family always had a point of contact to talk through any emerging issues and to access support wherever needed.

F has now reached adulthood and has moved into accommodation near to family, with continued support from NWD and Leaving Care. F has made a very good start to independent living and continues to hold positive attachments to key professionals. F recently received 'Care Leaver of the Month' for outstanding progress.

Outcomes

Safety
<ul style="list-style-type: none"> • Significant reduction in missing episodes whilst in NWD care. • Significant reduction in self-harm incidents whilst living in NWD care. • Whilst living independently, there have been no issues of concern; either self-harm or criminality.
Stability
<ul style="list-style-type: none"> • F enabled to have a therapeutic family placement. • Developing improved relationships with family members which have lasted over time. • Building of family links and improved familial resilience. • F started to engage in mainstream education. • F has continued with either work experience or education. • F now has a positive and safe relationship with immediate and wider family members.
Emotional & Physical Wellbeing
<ul style="list-style-type: none"> • Effective collaboration with CAMHS including clinical formulations to inform effective care planning. • Continued work around developing improved emotional well-being and developing better coping skills. • Reduction in periods of low mood and thoughts of self-harm. • Developing some positive peer relationships. • Building of skills to improve future life chances.
Reduced Criminal Activity
<ul style="list-style-type: none"> • No recorded incidents of criminal activity.
Engagement
<ul style="list-style-type: none"> • Fully engaged with care support by NWD key workers. • Family starting to develop improved relationship with CSC. • F is engaging fully with adult services. • F has worked through YJS orders to completion. • F is working with Job Centre Plus and takes advice and guidance. • F has a positive and close relationship with Leaving care workers.
Reduced Costs to Society
<ul style="list-style-type: none"> • Significant reductions in recorded missing's with reduced costs to partner services i.e. police. • High cost secure placement not required. • High cost out of county placement not required. • Developing education opportunities which will impact on life chances. • Developing social capital by attending education and making improved decisions.

