

## NORTH YORKSHIRE CHILDREN AND YOUNG PEOPLE'S STRATEGIC PARTNERSHIP

**Parenting Support – a multi-agency strategy for North Yorkshire**

Draft: v3

**1. Why is support for parents important?**

Parents are the most influential people in a child's life. A child's home life has a significant impact on achievement and wellbeing regardless of the parents' social class or level of education. A child that does not have a positive, caring relationship with their parents or carers is more likely to have low self-esteem and suffer other difficulties, which could seriously affect their life chances.

Research has shown that parental involvement has a greater impact on the achievement of primary age children than school involvement. This continues through secondary school, with those from supportive families being more likely to go on to sixth form and have high educational aspirations. Parenting can also affect the likelihood of a child developing issues such as childhood obesity, offending and anti-social behaviour, smoking, substance misuse and teenage pregnancy.

Caring for children and young people can be very complex and parents and carers can sometimes find it difficult to access support for many different reasons. However, three quarters of parents say that there are times when they would like more advice and support. This can be in the form of encouragement, advice and guidance or much more intensive intervention.

Good support therefore needs to be available to parents in a form that is accessible and appropriate. Effective partnership working across agencies including the voluntary and public sectors is vital in ensuring that integrated and effective support is available across the local authority area.

**2. Partners**

We have tried to include as many agencies as possible in developing this strategy, from a range of statutory and non-statutory agencies including:

- North Yorkshire County Council, Children and Young People's Service
- North Yorkshire County Council, Adult and Community Services
- North Yorkshire Youth Offending Team
- North Yorkshire and York Primary Care Trust
- North Yorkshire Children's Fund
- North Yorkshire CAMHS
- Harrogate & Area Council for Voluntary Service
- Harrogate Parenting Strategy Group
- Scarborough, Whitby and Ryedale Parenting Forum
- Parenting UK
- Treatment Fostering North Yorkshire
- Foundation Housing
- Schools
- The Pyramid Trust
- NSPCC
- Sure Start Programmes

### 3. Definitions

For the purpose of this strategy, the following definitions have been agreed:

- **Parent/Carer** – a person who is caring for a child or young person and who usually has legal responsibility for their welfare and development. It also includes expectant parents from conception onwards.
- **Parenting** – the process by which a parent/carer fulfils their role in caring for a child or young person
- **Parenting Support** – any activity intended to support parents in meeting all the needs of their children including practical and emotional support
- **Child/Young Person** – a person under the age of 19

### 4. Purpose and Principles

#### Purpose

The purpose of this strategy is to ensure that all parents and carers in North Yorkshire have appropriate information about and access to a comprehensive range of support services.

This strategy

- Sets out the principles for parenting support work in North Yorkshire
- Recognises the context of the county within the national framework
- Establishes the parenting support 'entitlement'
- Sets out our priorities for improvement.

#### Principles

The key principles underpinning our strategy are:

- Improving outcomes for all children and young people is a priority.
- Services will be provided at a level suitable for the needs of parent and children. Wherever possible, support will be provided by universal services and in non-stigmatising settings.
- Consultation with and participation by families will be an integral part of planning, evaluation and development.
- Services will be provided on the basis of need, not supply, and at an appropriate time. Improving the wellbeing of families and children will be the focus of all agencies and services.
- We accept that some children and families are more vulnerable and at risk than others and will develop specific services to help these groups.
- We will provide integrated front line services, where partner agencies work closely together, share information where appropriate and keep families well informed.
- The workforce will be appropriately trained to deliver effective support to parents and carers.

- We value diversity. We will strive to recognise and counteract discrimination, ensuring equality and fairness in provision.

## 5. National Context

Government policy has focused increasingly on the role of parents in recent years. The emphasis has moved towards engaging with parents to fulfil their role so that every child and young person can achieve to their full potential. This ambition has been embedded in several core national policies, including the following.

### Every Child Matters

The Every Child Matters agenda, embedded in the *Children Act 2004*, has focused service providers on improving the five key outcomes for children: be healthy, stay safe, enjoy and achieve, make a positive contribution, achieve economic wellbeing. Consultation on the Every Child Matters green paper revealed that greater focus on parent and family support was seen as essential. As a result emphasis on this area of service provision has increased significantly.

### The Children and Young People's Plan (CYPP)

Every upper tier local authority area is required to have a Children and Young People's Plan under the *Children Act 2004*. This is an overarching strategic plan which sets out the aims and objectives of children's service providers and includes an improvement plan, demonstrating how the area will improve the five outcomes for children. This document represents a plan for integrated services, being by definition multi-agency, and also provides the basis for inspection of children and young people's services. Developing a parenting support strategy has been highlighted in North Yorkshire's CYPP as an area for development.

### National Service Framework for Children, Young People and Maternity Services (NSF)

NSF Standard 2 focuses on parenting and taking steps to ensure that parents receive the information, services and support that will help them to help their children. Other standards eg *Standard 1: promoting health and well-being, identifying needs and intervening early*, include working in partnership with parents and carers to ensure that health and parenting needs are met. Standard 9 highlights the importance of early attachment and bonding between parents and their babies and young people as an important factor in future emotional well-being of children. Standard 11, focusing on maternity, recognises the importance of both parents to an unborn child and the services available locally to help them.

### Extended Services and Children's Centres

By 2010 every community should have access to a Children's Centre and Extended Schools Services. Children's Centres provide a hub for information and parenting advice and often parenting and family learning courses. Extended Schools will be required to offer core parenting support including school transition information sessions, parenting programmes and family learning.

### The Childcare Act, 2006

The Childcare Act places a duty on local authorities (from 2008) to broaden the scope of information provided to ensure that parents of children and young people, up to their twentieth birthday, can obtain the full range of information they need to fulfil their parenting

role. Local authorities also have a duty to ensure that all parents are able to access the information services that they need.

#### The Respect Action Plan (2006) and the Social Exclusion Action Plan (2006)

The role of parents has been highlighted in the many discussions surrounding anti-social behaviour, particularly with regards to young people. The government is seeking to tackle this problem by encouraging more early intervention and the provision of intensive support for those families in difficulties.

#### Parenting Orders (Education) – Education and Inspections Act 2006

From September 2007, local authorities will be empowered to seek Civil Parenting Orders in serious cases of truancy or poor behaviour. This supplements the current discretionary power of Criminal Courts to make Parenting Orders within truancy prosecutions under s.444 Education Act 1996.

#### Crime and Disorder Act 1998

The Act provides Courts with a power, and a presumptive duty, to direct parents to cooperate with Parenting Skills Programmes where a parenting deficit is perceived to have been significant in their child's offending behaviour. Although parenting support can also be offered voluntarily, these interventions are distinctive by virtue of their coerced nature (unreasonable failure to comply is a criminal offence). This presents particular challenges in engaging parents positively, at a time when they may feel especially marginalised or deskilled.

## **6. Local Context**

North Yorkshire is England's largest county and one of the most sparsely populated, being the home to 570,000 people spread across 3,000 square miles. With two large national parks, the Yorkshire Dales and the North York Moors, about 80% of the county is 'super-sparse' meaning that there are fewer than 0.5 people per hectare.

There are only two major urban towns, Harrogate and Scarborough, home to about a fifth of North Yorkshire's population. The rest live in one of 28 small market towns or the surrounding villages and hamlets.

Although many parts of the county are affluent, there are significant pockets of deprivation, both in urban areas and in very remote countryside. Improving outcomes for children and young people in these areas in particular presents a substantial challenge. It is not easy to ensure equity in the provision of services, particularly in relation to rural outposts. Furthermore, those in the most deprived areas, need additional support, in a climate of limited resources.

Being a geographically large county, there are a significant number of partner agencies who work with children and young people. This includes seven district councils, one Primary Care Trust (recently amalgamated from four), five Acute Health Trusts, 400 schools, 1000 early years providers, the Youth Offending Team, North Yorkshire Police, North Yorkshire Probation Service, Connexions, the Learning and Skills Council and many voluntary and community sector agencies.

To bring service provision together between agencies, there is an extensive range of partnerships in the County who work with the Children and Young People's Strategic Partnership and its three area sub-committees. This includes seven local strategic partnerships, the Early Years Development and Childcare Partnership, a county Learning

Partnership and seven Area Learning Partnerships, a county-wide CAMHS Coordinating Group and five local CAMHS partnerships, seven Crime and Disorder Reduction Partnerships and several voluntary and community sector-led networks VOX Group run by North Yorkshire Forum for Voluntary Organisations.

This wide range of providers means that coordinating any work across the county presents a significant challenge. As is set out in North Yorkshire's Children and Young People's Plan, it is our aim to ensure that every child, young person, parent or carer has access to a core entitlement of services locally (within one of 22 localities covering the county). There will also be access to a range of more specialist provision, although this may not be available in every locality.

### Children and Young People Statistics

- Approx 138,000 children and young people aged 2-19 (21% of the population)
- 84,000 school age children and young people, including 5,900 in post-16 education
- 11,321 lone parent households with dependent children (National Census)
- 1227 children in North Yorkshire with daily living support requirements
- 32 Looked After Children per 10,000
- 120 children 'In Need' per 10,000
- Approximately 2000 children with statements of special educational needs
- 10,160 children with special educational needs (without a statement) recorded at School Action or School Action Plus
- 1.132 criminal sentences passed upon young offenders in 04/05, for 2,439 offences. In addition, 838 young offenders were diverted from Court by Police Reprimand or Final Warning.
- 6087 children and young people are eligible for Free School Meals.

## **7. A Parent or Carer's 'Entitlement'.**

### **The Entitlement**

A Parent or Carer can expect to receive a given level of service, depending on their needs. This means that there should be a wide range of parenting support services available in or near each locality.

There are four levels of entitlement:

- Level 1. Universal
- Level 2. Co-ordinated Early Intervention
- Level 3. Complex Support
- Level 4. Intensive Support

The table below gives a general definition of each level as well as a more detailed description of need with examples of the parents and carers who will be accessing the services listed. Not all services available in the County are listed in this document. The attached gives an overview but is intended to go most of the way to defining an entitlement.

- Services listed in levels 1 and 2 should be available in every locality. They will form the entitlement for that locality. It is important that this should not be misinterpreted as an entitlement for parent or carer available to everyone wherever and whenever they wish to access them because resources dictate that this will not be possible. However each service will have a presence in every locality and every person should be able to access them when appropriate. In essence services at these levels will be accessed as a result of self-referral.

- The services listed for levels 3 and 4 will be available on the basis of need and referral. To take an extreme example, in the case of some very specialist intensive services there may only be one centre nationally that can provide appropriate treatment and care for certain children and young people and provide appropriate support for their parents or carer.

It is important to agree an entitlement, particularly in England's largest administrative Authority, so that people can expect the same access to services and quality of service wherever they live. The range and nature of services should reflect the needs and profile of the community. This is not to say that every locality will look exactly same but it is important to ensure that there is equity across the county. This is best illustrated when the contribution of the voluntary and community sector is considered. The sector provides a very wide range of services as a whole, but individual organisations are very diverse, in size and the service(s) offered. Many are very local and specific to an identified need in the locality. A service provided in one locality by one organisation may be provided by another organisation in a different form in another locality.

Finally, it is important that the levels of need should be viewed as a continuum and not a series of thresholds across which a child, young person or their parent/carer must cross. It is important to view it in this way because services will not be solely concerned with delivering services at a particular level. They will also be reaching across the levels to ensure that they are playing their part in facilitating the timely and appropriate movement of parents and carers between services as they move both up and down the levels as their needs, and the needs of their child, change. The onus is on all services to prevent children and young people moving from the Universal services towards those concerned with coordinated early intervention, **complex support and intensive support** and also in maximising the opportunity for all to return if possible and as quickly as possible to the Universal Services. In this case, this will be assisted by focusing on supporting parents to enable them to be effective and confident parents.

## Levels of Need

Level	Description	Entitlement	Key Agencies
Level 1 - Universal	Most parents will have their needs met within their family, local community and universal services. In some cases, additional needs may arise. Where these can be met by a single agency no further action is needed other than to register additional needs on information sharing data base.	Information, advice and guidance with relation to schools and early years settings Support with employment Parenting advice on a wide range of issues, including health issues, access to services, courses etc. Extended Services core offer, including parent support, childcare, Children's Centre support and facilities Family Learning Adult Learning Childcare access and support Out of term activities Drop-in clinics Maternity and ante-natal care	NYCC NYYPCT GPs Job Centre Plus Sure Start Community & Voluntary sector Schools/Settings/Colleges District Councils LSC
Level 2 – Coordinated Early Intervention	Vulnerable children and their parents/carers may need additional services to ensure their needs are met in an integrated way, either because they have developmental delay, a disability, emotional or behavioural difficulties or are involved in anti social or criminal behaviour. Their family circumstance or environmental factors may also make them vulnerable. Parents may need additional support at this level to help them to deal with these issues.	Specialist support for parents of children with SEN Health advice Home School Support for hard-to-reach families Support and guidance to parents of young offenders Specialist Sure Start support Behaviour support	NYCC NYYPCT YOT CDRPs Community & Voluntary sector Sure Start Schools/Settings/Colleges

Level 3 – Complex Support	A small number of children/young people will have complex needs arising out of disability, abuse, rejection, serious behavioural or emotional difficulties or mental health needs. Where these needs are not met by parents because of compromised parenting, arising from drug/alcohol misuse, persistent domestic abuse, mental health needs or learning needs impacting on their ability to provide safe care, more specialist services will be required to provide protection or support. These parents will need enhanced support to help them develop their parenting skills.	<p>Young parents support  Targeted parenting support for children with complex health needs  Children and Families social care  Support and guidance to parents of prolific young offenders  Specialist support for children and young people with complex learning needs  Respite care  Psychological support  Targeted support to address issues of compromised parenting</p>	<p>NYCC  NYYPCT  CAMHS  YOT  Community &amp; Voluntary sector  Schools/Settings/Colleges  Adult mental health services  Substance misuse services</p>
Level 4 – Intensive Support	In a small number of cases, where it is identified that a young person's needs are unable to be met through co-ordinated provision within a locality, a referral may be made to the acute services e.g. a child/young person in need of specialist hospital/health care. The parents of these children/young people will need specialist support to help them manage and support their children's needs, or to enable them to re-engage with their child.	<p>High level targeted support to address issues of compromised parenting  Appropriate use of legal powers  Respite care  Appropriate provision where the child can no longer remain at home</p>	<p>NYCC  NYYPCT  Acute Health Trusts  CAMHS  YOT  External agencies eg out-of county placements</p>



## 8. The Way Forward

### Project Management

The work on the strategy is being led by Chris McGee, Assistant Director for Learning Youth and Skills in the Children and Young People's Service of North Yorkshire County Council. His service group includes a newly formed Parent Support Service.

The work is being supported by a small cross-directorate and multi-agency group whose work involves parenting support. A wider group of direct providers and front-line managers of parenting services and some parents/carers have contributed to the strategy and improvement plan.

Work identified in the improvement plan will be taken forward both at a strategic and local level. The newly appointed Integrated Service Managers (ISMs) will have a significant role to play to ensure that the entitlement is delivered for every locality in a way that meets identified local needs. Local parenting forums will be able to continue to develop local plans, but within the scope of the county-wide strategy. It is important that local needs and priorities are addressed. In areas where there is not an active parenting forum, new local groups may be established to carry forward this work.

The strategy will be overseen by the Children and Young People's Strategic Partnership Board who have approved it and will monitor progress regularly. Local parenting developments will be overseen by the Area Sub-Committees with the ISMs carrying out day to day management. It will remain the responsibility of individual agencies to ensure that agreed developments take place, although the ISMs will monitor progress and work with partners to ensure that progress is made.

### Success criteria

By April 2008:

- Effective consultation with parents/carers about their needs will have taken place.
- There will be a matrix of Parenting and Family Support Services.
- An implementation plan will be in place identifying specific activities and relevant targets.
- The role of parenting support will be embedded in locality multi-agency working.
- There will be a process in each Locality to enable parents/carers to influence service planning.
- Core competencies in the delivery of parenting and family support will be identified and training piloted.
- Universal advice and guidance will be available on a range of key topics.
- A performance monitoring framework for the strategy will be in place.

**The Improvement Plan**

	Key Activity	Lead	Yr 2 Milestone	Yr 3 Target	ECM Outcome				
					BH	SS	EA	MPC	AEW
<b>Level 1: Universal</b>									
County									
Area									
Locality									

	Key Activity	Lead	Yr 2 Milestone	Yr 3 Target	ECM Outcome				
					BH	SS	EA	MPC	AEW
<b>Level 2: Coordinated Early Intervention</b>									
County									
Area									
Locality									

	Key Activity	Lead	Yr 2 Milestone	Yr 3 Target	ECM Outcome				
					BH	SS	EA	MPC	AEW
<b>Level 3: Complex Support</b>									
County									
Area									
Locality									

	Key Activity	Lead	Yr 2 Milestone	Yr 3 Target	ECM Outcome				
					BH	SS	EA	MPC	AEW
<b>Level 4: Intensive Support</b>									
County									
Area									
Locality									