



Derby City Council

**CHILDREN AND YOUNG PEOPLE OVERVIEW
AND SCRUTINY BOARD
28 October 2014**

ITEM 10

Report of the Strategic Director of Children &
Young People

Priority Families (PF) – Expanded Programme 2015 - 2020

SUMMARY

1.1 National Context

In April 2012, the Government launched the Troubled Families Programme: a £448 million scheme to incentivise local authorities and their partners to turn around the lives of 120,000 troubled families by May 2015. The current Programme works with families where children are not attending school, young people are committing crime, families are involved in anti-social behaviour and adults are out of work.

The National programme is making strong progress and, as at the end of May 2014, had already turned around nearly 53,000 families. The Troubled Families programme will be expanded to work with 400,000 more families from 2015 to 2020, with £200m funding for 2015 to 2016.

1.2 Priority Families Phase 1 Achievements – 2012 – 2015

Locally the Priority Families programme has been developed and delivered in partnership with key stakeholders and has embedded a "think family" approach ensuring that whole family assessments are undertaken to identify family strengths and areas of concern and work towards solution focused family change outcomes.

The development of a Dynamic Purchasing System (DPS) has provided a demand management approach to meeting family's individual needs. The DPS offers best value for money services.

1.3 Expanded Programme – Phase 2 Early Starters

The National roll out of the expanded programme will be April 2015 and aims to reach 3 times the amount of families than phase 1. The expanded programme will offer a £1,000 upfront attachment for each family included in the programme with a results payment of £800 per family. The previous small number of National Criteria used in Phase 1 will be replaced by a cluster of 6 headline problems (see 4.3.)

RECOMMENDATION

- 2.1 To note achievements in Phase 1.
- 2.2 To understand the process for National Roll out of Phase 2.

REASONS FOR RECOMMENDATION

- 3.1 To ensure Programme readiness and to have a robust delivery model for Phase 2

SUPPORTING INFORMATION

4.1 Phase 1

In July 2013 twelve Intensive Family Support Workers (IFSW) were appointed to work with families with a multiplicity of need and offer an intense package of support to the whole family. This work has been very successful in responding to families on the edge of crisis and has reduced or prevented high cost public purse interventions. (See appendix 2: Case Study.)

Other programme achievements are:

- 100% of the overall target group (660 families) have been identified and are being worked with
- 50% of the target group turned around and Payment by Result (PBR) claimed
- The development of a Provider Forum for VCS organisations on the DPS
- A good partnership strategic governance has been developed
- A performance framework has been developed to provide quarterly reports
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A local evaluation has been commissioned from Derby University and the final report will be published in December 2014.

- 4.1 Numerous case studies have been collated that provide evidence of saving to various agencies these include:

- Housing – where evictions have been avoided
- Police – reduced Anti-Social Behaviour call outs
- Derby City Council – preventing children entering care or custody
- DWP – improved employment outcomes
- Health – reduced hospital admissions/improved attendance to medical appointments

(More robust evidence of these savings will be collated through the CSC)

A “Think Family” approach will continue to be adopted in phase 2 and lead workers from partnership organisations will be supported to use the IEHCF to achieve whole family outcomes.

4.2 Integrated Early Help Commissioning Framework

The development of a Dynamic Purchasing System (DPS) has provided a demand management approach to meeting family's individual needs. The DPS offers best value for money services as services are only purchased when there is a demand and each request goes through a mini competition to achieve the best price. Since November 217 service requests have been processed to source £106,000 services from local third sector providers to support PF outcomes.

The IEHCF is a development of the current DPS success and will offer a demand management approach to procuring early helps services to meet individual family needs and offer the 5 R's of supply chain management "the right service, right place, right time, right price and right quality".

This model will offer a responsive procurement model which can manage demand and the sharing of financial responsibility of complex cases and ensures a fit with existing processes including MARP, Complex Case Panels and the Integrated Behaviour Pathway.

Future scoping of the work could include discussions with the following key stakeholders who currently procure Early Help Services:

- Public health
- Derby Homes
- CYP
- Police Crime Commissioners
- Health – Clinical Commissioning Groups

In preparation for the Invitation to Tender in October 2014 the following actions have been completed:

- A gap and needs analyse to identify local family's needs
- Research on evidence based practise in response to local need
- Children and Young Peoples Network were commissioned to complete a 12 week consultation with third sector providers
- A tasking group was developed to complete a comprehensive Equality Impact Assessment
- A provider engagement session was held on 17 September 2014

4.3 Expanded Programme - Phase 2 local delivery

The expanded programme will help shape the future of mainstream public services for a generation of families to come and is as important to the public purse as it is for the families being helped.

The expanded programme will be based on a cluster of 6 headline problems below which will sit a basket of indicators and referral routes:

- Parents and Children involved in crime and anti-social behaviour
- Children who have not been attending school regularly
- Children who need help
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

The expanded programme will require Local Authorities to develop systems that record baseline data to evidence the indicators that the family have been identified against and then develop a local outcomes framework to evidence sustained significant change in order to claim the PBR.

The expanded programme will require a minimum of 10% Family Monitoring Data (FMD) and 25% of family's data input into the Cost Savings Calculator (CSC). This level of performance monitoring is very resource intensive therefore the Programme Coordination Grant will be doubled in the expanded programme.

In preparation for this element of the programme delivery an audit of tasks associated with completing the FMD and the CSC will be collated and any skill gaps will be identified and a proposed project delivery team will be developed.

In readiness for phase 2 the key programme developments are:

- Service gap and needs analyse completed
- The current DPS success will be used to develop an Integrated Early Help Commissioning Framework (IEHCF) which can offer a broader range of services to reflect the new National criteria
- Working with Locality Services and other key stakeholders to review and develop processes to identify families for the programme
- Identifying key stakeholders and ensure Information Sharing Protocols are developed to provide the level of data required for the FMD and CSC
- Extended the IFSW contracts until March 2016 to continue to work intensively with families that have multiplicity of need or on the edge of care or custody
- Scoping project support requirements to ensure capacity to deliver on the data reporting and the brokerage of services through the IEHCF

OTHER OPTIONS CONSIDERED

5.1 None

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Estates/Property officer Service Director(s) Other(s)	Frank McGhee
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Background papers:	None
List of appendices:	Appendix 1 – Implications Appendix 2 - Case Study Appendix 3 - Equality Impact Assessment

IMPLICATIONS

Financial and Value for Money

- 1.1 The IEHCF is part of our Demand Management Strategy and will offer an integrated approach to procuring early help services which will reduce duplication of service delivery. All contracts will be assessed on quality and cost and will therefore be offering best value for money. The social value act will be considered throughout the procurement process.

Legal

- 2.1 There are no legal implications that need to be considered at this time.

Personnel

- 3.1 N/A

IT

- 4.1 N/A

Equalities Impact

- 5.1 An EIA has been completed for the IEHCF see Appendix 3.

Health and Safety

- 6.1 N/A

Environmental Sustainability

- 7.1 N/A

Property and Asset Management

- 8.1 N/A

Risk Management

- 9.1 Identify sufficient capacity to deliver the project within timescales.
Identify and source capacity to broker the volume of service requests received

Corporate objectives and priorities for change

- 10.1

Intensive Family Support Worker (IFSW) Case Studies

Troubled Families criteria met: Crime/SASB, Education, and Unemployment

Other risk factors: Family relationships/conflict, child sexual exploitation, self-harming, runaway, Safeguarding and edge of care

Family History:

- In 2012 the Young Person aged 12 years (YP) receives a YRD order for common assault, theft from a shop and a further common assault
- YP is moved schools in Year 8 on a managed move to prevent a permanent exclusion
- Early Feb'13 S47 enquiries YP disclosing she had sex with a 14 year old
- Late Feb'2013 significant self-harm injury by YP a referral to CaMHS was made.
- Nov' 13 YP had 2 fixed term exclusions for cyber bullying and repeated extreme behavior
- Case allocated to MAT Worker. Attempted contact made no response from mother.
- Dec'13: Mother assaulted by YP who was arrested and charged with common assault,
- Mother wanted YP removed from the family home and requesting YP goes into LA care.
- Plan was made for her to stay with her father who was visiting from Turkey for 2 weeks
- YP goes missing overnight and found next day by police sleeping in a garden shed
- Dec'13-Early Jan '14: Repeated attempts made by CYPD to reconcile mother and YP. Father agreed to extend his stay in England for 2 weeks to care for YP.
- December 2013 case presented at placement panel – agreed for IFSW to become involved

IFSW Solution Focused Approach:

- Discussed with father to extend his stay in England. Successfully negotiated with school that Child C was not permanently excluded. Requested specific solution focused behaviour support from school including arranging a time out card and a 'cooling off' process.
- Made an urgent referral for mediation and drama therapy via the Dynamic Purchasing System (DPS). The mediation support was sourced within 5 working days of the referral. Within 24 hours a behaviour contract was put in place and mother's full cooperation with the mediation service was agreed and an urgent same day visit was offered.
- IFSW offered intensive support to mother, father and YP through direct work this included early morning visits, repeated visits in the day and evening visits.

Outcomes:

- YP started attending school every day with a behaviour agreement in place. YP behaviour in school rapidly improved and attendance is good.
- YP attended a Youth behaviour course arranged by the police
- Mother agreed to take YP home mid-Feb'14 providing her behaviour continued to improve.
- YP has remained in the family home and has engaged very positively with Drama therapy through the DPS and Mother has been offered counselling support through DPS.

Cost Implications:

Indicative residential care cost:

Based on YP remaining in care/supported housing until she was 18 years.

Total approx. cost: £312,000 - £520,000

(In addition to this there could have been costs associated with Police, hospital admissions, alternative school provision and Youth Offending Service involvement)

The intervention from Priority Families to date is as follows:

£3,200 DPS services

£4,500 IFSW intervention

£1,200 3 weeks B&B costs for fathers extended stay, food vouchers, bus passes, school uniform

Total approx. cost: £8,900

Draft Equality Impact Assessment

Directorate: Children and Young People

Service area: Commissioning

Name of policy, strategy, review or function being assessed: Integrated Early Intervention
Commissioning Framework

Date of assessment: 26 July 2014

To be signed off by: Frank McGhee – Children and
Young Peoples Department – Director of
Commissioning

To be published on iDerby: October 2014

Aim, Objectives and Purchase:

To reconfigure existing services for children, young people and families into a framework approach to commissioning integrated early help services that will assist with:

- Promoting family cohesion (keeping families together) by intervening with services that will alleviate the number of escalations to high cost services and by reducing;
 - offending / re-offending and anti- social behaviour
 - school exclusions
 - instances of domestic abuse
 - instances of mental health and substance misuse issues
 - the number families claiming benefits by promoting employment, education and training
 - the number of children who enter into care

Derby City Councils Plan 'big ambitions' (2014 to 2015):

With our partners we want people in Derby to have an:

- Inspiring start in life by improving educational attainment
- Inspiring working life by improving skills and creating jobs
- Inspiring place to live by improving inner city areas

Deliver good quality services that meet local needs by having:

- Better outcomes for our communities
- Improved value for money for our customers
- More efficient and effective processes
- A skilled and motivated workforce
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Better Outcomes for our Communities

The health, safety and well-being of the people of Derby are key priority outcomes for us as a Council.

We work with our partners to ensure that we manage any risks to the safety of residents with a clear focus on protecting vulnerable children, young people and adults. Alongside this we are keen to make sure that local people remain healthy and can access appropriate health services; working through public health and with health partners to support the prevention of illness and promote 'good health and well-being'.

What we will do...

- Implement the Keeping Families Together Strategy to support where possible, families to remain safely together through the use of preventative services including 'multi systemic therapy' and 'family group conferencing'.
- Continue to deliver the Priority Families project.
- Support customers in the transition between services including those moving from Children's Services to Adult Services.

Improved value for money for our customers:

Raise the profile of commissioning and, where appropriate, increase the use of integrated

commissioning with partners, such as health bodies, to maximise the use of resources available.

2014/15 Department Business Plan – CYP Commissioning

Our principles

All staff within Children's Services are committed to working to five principles, which are basic 'standards' that where possible should be taken into account as part of all services that we deliver ...

- Have an on-going focus on improving outcomes for children, young people and their families / carers within Derby.
 - Involve children and young people and partners in any service redesign.
 - Implement integrated commissioning.
 - Early intervention and prevention services.
 - Make sure that children, young people and their families receive the right service at the right time and in the right place.
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- Through an integrated commissioning function deliver the agreed commissioning intentions informed by the views of key stakeholders including CYP and families
 - Review phase 1 of the programme supported by the local evaluation to inform the development of a 'Think Family' commissioning approach for phase 2 which will improve outcomes for vulnerable families and fit with a model for Early Intervention.

2 Who delivers/will deliver the policy, including any consultation on it and any outside organisations who deliver under procurement arrangements?

Priority Families Service provider (external organisations)
Intensive Family Support Workers
Priority Families Brokerage Team
Social Care Teams
Youth Offending Service(YOS)
Probation
Health
Adults Health and Housing
Other practitioners
Third Sector
Multi Agency Teams
Children's Centres

3 Who are the main customers, users, partners, employees or groups affected by this proposal?

All of the above in section 2
Children
Young People
Families
Parents
Carers

Step 2 – collecting information and assessing impact

- 4 Who have you consulted and engaged with so far about this policy, and what did they tell you? Who else do you plan to consult with? – tell us here how you did this consultation and how you made it accessible for the equality groups, such as accessible locations, interpreters and translations, accessible documents.**

We are consulting through the medium of questionnaires to ascertain what services have been successful and what services individuals would like to have available.

Consultation is also taking place with third sector providers to capture their views and ideas. These will be recorded in a final report of qualitative and quantitative data and recommendations.

- 5 Using the skills and knowledge in your assessment team, and from any consultation you have done, what do you already know about the equality impact of the policy on particular groups? Also, use any other information you know about such as any customer feedback, surveys, national research or data. Indicate by a tick for each equality group whether this is a negative impact, a positive one or if you are not sure**

Equality groups	What do you already know?	No impact	Positive impact	Negative impact	Not sure
Age	Services available are varied and do not exclude any protected group. See Appendix 1		✓		
Disability	Services available are varied and do not exclude any protected group. See Appendix 1		✓		
Gender reassignment - trans	Services available are varied and do not exclude any protected group. See Appendix 1		✓		
Marriage and civil partnership	Services available are varied and do not exclude any protected group. See Appendix 1	✓			
Pregnancy and maternity	Services available are varied and do not exclude any protected group. See Appendix 1		✓		
Race	Services available are varied and do not exclude any protected group. See Appendix 1	✓			

Religion or belief or none	Services available are varied and do not exclude any protected group. See Appendix 1	✓			
Sex	Services available are varied and do not exclude any protected group. See Appendix 1	✓			
Sexual Orientation	Services available are varied and do not exclude any protected group. See Appendix 1	✓			
Families and people on low income	Services available are varied and do not exclude any protected group. See Appendix 1		✓		

Important - For any of the equality groups you don't have any information about, then make it an equality action at the end of this assessment to find out. This doesn't mean that you can't complete the assessment without the information, but you need to follow up the action and if necessary, review the assessment later. You can get lots of information on reports done from organisations' websites such as the Equality and Human Rights Commission, Stonewall, Press for Change, Joseph Rowntree Trust and so on. Please don't put down that the impact affects 'everyone the same' – it never does!

6 From the information you have collected, how are you going to lesson any negative impact on any of the equality groups? How are you going to fill any gaps in information you have discovered?

We have used the information collected from our consultation processes to determine that there would be no negative impact on any of the equality groups.

On going analytical and evaluation work will be undertaken to ensure services are meeting demand and outcomes are being achieved.

Step 3 – deciding on the outcome

7 What outcome does this assessment suggest you take? – You might find more than one applies. Please also tell us why you have come to this decision?

Outcome 1		No major change needed – the EIA hasn't identified any potential for discrimination or negative impact and all opportunities to advance equality have been taken
Outcome 2		Adjust the policy to remove barriers identified by the EIA or better advance equality. Are you satisfied that the proposed adjustments will remove the barriers you identified?
Outcome 3		Continue the policy despite potential for negative impact or missed opportunities to advance equality identified. You will need

		to make sure the EIA clearly sets out the justifications for continuing with it. You need to consider whether there are: <ul style="list-style-type: none"> • sufficient plans to stop or minimise the negative impact • mitigating actions for any remaining negative impacts • plans to monitor the actual impact.
Outcome 4		Stop and rethink the policy when the EIA shows actual or potential unlawful discrimination

Group agreed to complete after consultation findings

Our Assessment team has agreed Outcome number(s)

Outcome 1

Why did you come to this decision?

We have used the information collected from our consultation processes to determine that there would be no negative impact on any of the equality groups.

If you have decided on **Outcome 3**, then please tell us here the justification for continuing with the policy. You also need to make sure that there are actions in the Equality Action Plan to lessen the effect of the negative impact. This is really important and may face a legal challenge in the future.

If you have decided on **Outcome 4** then if the proposal continues, without any mitigating actions, it may be likely that we will face a legal challenge and possibly a Judicial Review on the process - it is really important that the equality impact assessment is done thoroughly, as this is what the Judge will consider.

Step 4 – equality action plan – setting targets and monitoring

8 Fill in the table (on the next page) with the equality actions you have come up with during the assessment. Indicate how you plan to monitor the equality impact of the proposals, once they have been implemented.

Equality action plan – setting targets and monitoring

What are we going to do to advance equality?	How are we going to do it?	When will we do it?	What difference will this make?	Lead officer	Monitoring arrangements
Continue to consult on the proposals.	Questionnaires designed in; a different formats for different audiences including BSL for users of British Sign Language	On going	This will take account of the views of individuals which could have impacts on the proposal. To ensure that the implementation of the proposals is completed in an open, transparent, equitable and consultative manner.	LP	Questionnaires analysis and final reports.
Third sector providers consultation	Consultation process completed by a partner agency	On going	As above	LP	Final report of findings
Promote education, training and work for vulnerable families / individuals in Derby City who are currently disadvantaged because of a lack of knowledge / skills / economic status.	Enhanced choice and availability of early intervention services that target specific individual needs.	April 2015	Assisting individuals into education, training and work will help empower families / individuals, assist the local economy / community, reducing the amount benefits claimed, contribute to social value, community and social capital. Establishing a family work ethic and breaking the reliance and expectation of claiming benefits.	LP	Only contracting with providers who successfully apply through a robust procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
Promote healthy life choices for vulnerable families / individuals in	Enhanced choice and availability of early intervention services	April 2015	Empowering families / individuals, assist the local economy / community, reduce	LP	Only contracting with providers who successfully apply through a robust

Derby City who are currently disadvantage because of a lack of knowledge / skills / economic status.	that target specific individual needs.		the pull on the national health purse, contributing to social value, community and social capital.		procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
Establish and promote family cohesion families / individuals in Derby City who are currently disadvantage because of a lack of knowledge / skills / economic status.	Enhanced choice and availability of early intervention services that target specific individual needs.	April 2015	Helping to create strong family values that then reflect within the community, education establishments. Reducing the number of children who are on the edge of care / in care.	LP	Only contracting with providers who successfully apply through a robust procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
Helping to address mental health issues and substance misuse within families / individuals in Derby City who are currently disadvantage because of a lack of knowledge / skills / economic status.	Enhanced choice and availability of early intervention services that target specific individual needs.	April 2015	Breaking the cycle of generational repetition. Contributing to accessing education, training and work. As above.	LP	Only contracting with providers who successfully apply through a robust procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
Assisting in reducing the number of offences committed (including	Enhanced choice and availability of early intervention services	April 2015	A reduction in the cost to our judicial services and to the number of children and young	LP	Only contracting with providers who successfully apply through a robust

domestic abuse) and occurrences of re-offending by vulnerable families and individuals who are currently disadvantage because of a lack of knowledge / skills / economic status.	that target specific individual needs.		who have to be referred educational establishments who specialise in managing offender behaviours. Maintain family cohesion and breaking the cycle of generational repetition.		procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
Implementing services that offer individuals more choice and control. Allowing individual to choose how things are done instead being told and having thing done to them.	Enhanced choice and availability of early intervention services that target specific individual needs.	April 2015	As the above sections and also contributing to the personalisation agenda.	LP	Only contracting with providers who successfully apply through a robust procurement process that includes rigorous quality assurance and equality checking. Service evaluations against outcomes achieved. Demand for specific services.
IEHCF – in full	Implementing a balance of specialist early intervention services for vulnerable individuals / families who have specific identified needs and removing any existing inequalities.	April 2015	As above (all)	LP	As above (all)