

Local Members' Interest
N/A

Safe and Strong Communities Select Committee – 8th July 2016

Children, Young People and Families Transformation Programme - Overview of Pilots

Recommendation

1. That the Committee reviews progress and endorses the approach to the Pilots which are part of the Model Implementation within the Children and Families System Transformation Programme.

Report of Cllr Mark Sutton, Cabinet Member for Children and Young People

Summary

What is the Select Committee being asked to do and why?

2. The Select Committee is asked to scrutinise the progress of the Pilots and endorse the approach taken.
3. Comments of the Select Committee will be reported to the Programme Board on July 18th for them to take into account when considering the planning and management of the Pilots going forward.

Report

Background

4. The Children and Families System Transformation Programme is aiming to address the challenges identified in the current children's social care system. This has become one of the County Council's key priorities as the demand for children's services is rising at a time when funding across the Local Authority is reducing.
5. At the same time, insight has shown Staffordshire is a great place to live. Most families are happy, safe and have loving homes; however some families do face challenges that mean they cannot thrive in the way they wish to. When we asked them, children said they wanted to be supported by their families to resolve the day-to-day problems they face. Providing children are safe, we also want them to thrive within their families and communities. Our challenge is to find a smarter way of working that will enable Staffordshire's children to thrive in their own families and communities by addressing the root causes of difficulties for their parents, alongside their own.
6. Following workshops in districts and boroughs in July 2015, a new way of working was designed and developed with partners. This recognises the importance of system leadership, commissioning in partnership and against root cause, and empowering communities and families to help each other and themselves. By maximising use of all

available resources and building on existing good practices, outcomes for children and families will be improved and there should be less dependence on higher cost interventions.

7. It is also recognised that co-design and transformation of the whole system with partners will require time. It is not a quick fix, nor is it without cost, it is however the right thing to do.
8. Staffordshire County Council has developed a new set of principles based around building resilient communities, integrating commissioning and delivery, and finding community solutions to community problems, whilst continuing to support the most vulnerable families when they need our help. There is a greater emphasis placed on the role of our partners within the wider system and recognition that the County Council cannot achieve our vision by working alone. System leadership will be required with partners collectively taking responsibility for delivering jointly agreed outcomes.
9. Based on these principles, The Children and Families System Transformation Programme (Appendix H) contains a number of work streams:
 - a. Establishing system leadership through partnership governance;
 - b. Projects within Families First to prevent escalation of needs and promote de-escalation;
 - c. Commissioning projects to improve outcomes for children and families while making best use of all available resources;
 - d. A model implementation element which aims to build on existing good practice to test and embed new ways of working.
10. Greater detail for each of these work streams is shown in the Safe and Strong Communities Select Committee Report dated 8 June 2016 (Appendix D).
11. The model implementation work stream comprises four work areas, which aim to put in place the capabilities and systems which are required for the new model to be most effective and also testing/ piloting some new ways of working. As part of this work stream an intelligence function is being developed which will inform existing, new and innovative ways of delivering improved outcomes and will provide a decision making tool. The intelligence function provides a two way information exchange with partners. It will help to inform the development of appropriate capacity and expertise in the community to enable families to resolve some of the issues they face, without requiring public services. The 'Front Door' element will mean that when needed, families and the community will be able to access the most appropriate support through consistent, responsive access points, and through partners working together in a coordinated and efficient way, addressing needs earlier and building on the learning from the Building Resilient Families and Communities Programme (Appendix E).
12. Based on the new operating model (Appendix A) and co-designed with partners last year, a number of pilots have been initiated by partners across Staffordshire to explore and test the delivery of different aspects of the Children's Transformation Model. Pilot activity has purposefully been developed on a small scale with the potential to expand providing there is sufficient evidence that the approach is delivering the intended aims and represents an effective use of resource

13. Reflecting the partnership approach to developing and delivering the pilots, initial funding has been secured at a locality level through a variety of funding streams including the Building Resilient Families and Communities (BRFC) partnership, schools, Office of the Police Complaint Commissioner (OPCC) and others.

Pilots

14. In October 2015, building on the initial round of partnership engagement in July and the new model of working which emerged from this, each district was tasked with establishing a pilot project or programme of activity to “*test the new Children and Families model with a common core and local flavour*”. This approach recognised the importance of locally designed solutions that could be rooted in existing partnership working and governance arrangements and tailored to local need.
15. Staffordshire County Council’s District Commissioning Leads were asked to champion this approach and lead partnership activity within their district to design and implement a pilot. Whilst not prescriptive in terms of what the pilot should look like, the following criteria were provided as a framework to guide partners in the development process:
 - a. Reduce demand in the system
 - b. Adopt a family focused approach
 - c. Tackle root causes
 - d. Be built on intelligence of local need
 - e. Build on existing community assets and capacity
 - f. Be sustainable beyond initial funding
 - g. Be co-designed and co-produced with partners in the district
 - h. Create consistency in terms of how and where families access services
 - i. Encourages the community to support the community
 - j. Promote self-help and independence
 - k. Involve the community/parents/children
 - l. Support services and community working together at a local level
16. Each district submitted an outline pilot proposal in December 2015. Following a period of planning and mobilisation the majority of the pilots are now either operational or due to launch imminently. An overview of the key features of each pilot is provided in Appendix A, demonstrating at a high level where each pilot is pitched in terms of testing the new model of working.
17. Following co-design of the model with partners, work has been completed to identify capabilities the new Children and Families “system” needs to have in place to deliver the required outcomes. These system capabilities are shown in Appendix F. They allow work to be targeted and identify what further work needs to be undertaken by the programme. The pilots have been mapped onto these capabilities to show the areas they are likely to have the most impact. An overarching timeline of pilot activity has also been developed and is shown in Appendix G.

Cannock

18. The Cannock pilot has been designed to deliver a coordinated community led family intervention service for children and families who require universal or Tier 2 interventions. The pilot will facilitate the identification of children and families with low

level needs and support them to utilise universal services and build resilience as a means of addressing 'root cause'. The pilot will also support children and families when issues are arising to prevent escalation to Tier 3 services. Referrals will be received from a range of multi-agency partners, supported by targeted identification activities. The pilot may also act as an exit strategy for those families who are de-escalating from Tier 3. The scope for the project has been developed through a collaborative approach with partners and subsequently there has been agreement to utilise BRFC district payment by results funding to extend contracts by a further 12 months, should the pilot prove successful.

19. A service specification was written and community groups were asked to consider how their organisation could deliver holistic, low level family support. The opportunity was launched at a stakeholder network event in Cannock and publically advertised through traditional channels internally and externally. Following a transparent commissioning exercise two contracts have been awarded to two community-led organisations. West Chadsmoor Family Centre, based in Chadsmoor, has been commissioned to support 100 families in the Chadsmoor ward and Community Engagement and Support Service, Community Interest Company (CESS CiC) have been commissioned to support 50 families in the Western Springs ward of Rugeley. Consideration is also being given as to how West Chadsmoor Family Centre and CESS CiC can tailor their provision to support and mentor a cohort of community organisations in their localities who provide low level support to families and link them directly to this project. Such an approach would clearly strengthen potential impact and sustainability.
20. Contracts are currently being drafted and a robust induction programme has been developed with the intention to train and upskill the workforce using BRFC keyworker training. Delivery to families will commence in July 2016. Appropriate performance measures have been developed that will evidence the outcomes delivered for families and the impacts in terms of reductions in demand for more specialist services. Quotes have been obtained to purchase a highly regarded software programme 'Upshot' which will support regular and effective monitoring and evaluation.

East Staffordshire

21. The concept for the East Staffordshire pilot has been developed through a collaborative approach with partners including statutory service providers in the public sector and community and voluntary sector organisations. Three well attended partnership events were held in July 2015, November 2015 and March 2016 through which it was agreed that the pilot will focus on building resilient and self-supported families and communities and developing skilled and supportive communities within the Shobnall Ward. It will do this through a 'grass roots' approach, identifying and building on existing assets to strengthen community capacity. A multi-agency Steering Group has been established to oversee local planning and delivery and includes representation from partners such as Police, YMCA, Harvey Girls, CAB, Burton Albion Community Trust, VAST, East Staffordshire Borough Council and a local GP practice. Establishing the pilot in Shobnall provides the opportunity to build on the locality study undertaken in the latter part of 2015 by East Staffordshire Borough Council on behalf of the Local Strategic Partnership. This included extensive consultation with individuals and organisations working within the ward and some preliminary resident engagement. It also included high-level mapping of existing community assets.

22. The pilot is focused on the development of a sustainable approach to bringing statutory, community and voluntary sector services together to provide an effective and accessible 'touch point' for families. This may be a physical or virtual approach, or a combination of the two. The emphasis will be on effective coordination of local activity and specifically early identification of those families in need of early help and/or who would benefit from preventative activities. There will also be a focus on shaping local activity so that it is tailored to local needs and priorities that address root cause (such as unemployment and social isolation), as articulated by residents. The pilot will also seek to develop the way in which professionals within universal services work with communities to facilitate engagement and build resilience, capacity and skills within the local community, including closer partnerships with the community and voluntary sector, development of peer support models and outreach approaches.
23. As a result of the collaborative approach that has been taken within East Staffordshire to establish this pilot an extended period of mobilisation is required. This is already important learning for the programme as it makes clear that if we are to co-design effectively we need to ensure that we build in time to support this approach.
24. The Steering Group is currently focusing on planning an extensive programme of resident engagement over the summer to fully understand local need and priorities. Consideration is also being given to the development of a local volunteering programme, working with local community and faith groups to identify and access alternative funding streams to support pilot activity, and responding to local priority issues as they emerge such as the threatened closure of a small local park. These activities and intelligence will shape the direction of the pilot and the measures that will be used to determine impact.
25. Shobnall Parish Council has been engaged and it is hoped they will take an active role within the pilot to strengthen the sustainability of the approaches developed. Whilst partners have agreed to utilise BRFC funding to support the pilot where necessary, rather than a large up-front investment this will be used as an enabler to overcome barriers and strengthen local assets, investing in both human and physical capital as required e.g. provision of training to volunteers, communications, improvements to premises/equipment etc.

Lichfield

26. The Lichfield pilot is focused on the development of community-based solutions to support families with babies and pre-school-age children. The emphasis is on identifying and working with families where there are known lower level risk factors and where earlier and less formalised intervention has the potential to have a significant longer term impact; and subsequently reduce demand for specialist services. The pilot is targeting the Burntwood area and through a collaborative approach will build on the innovative practice that has developed through Spark CIC and the Burntwood (virtual) Childcare Hub. The initial design of the pilot focused on the following key activities:
 - a. Co-produce local solutions with community organisations to increase participation in Tier 1 and Tier 2 activities
 - b. Co-produce a local process to data capture activity and participation levels in a broad range of activities
 - c. Source appropriate technology to capture activity appropriately & proportionately
 - d. Raise awareness of Early Help Assessments (EHAs) in community organisations

- e. Training and support for community organisations in the use of EHAs
 - f. Development of a “How to” toolkit to assist community activists who are passionate about a high quality “early years” offer to support their own communities
27. Following a successful bid to the LGA/Design Council led ‘Design in the Public Sector Programme’ the pilot continues to evolve particularly around the business model and the commercial tools that can be used to design for success.
28. This pilot does not have a designated ‘start date’ ,it is following a gradual process of building intelligence and developing ways of working that will deliver a sustainable approach to community-based solutions that address root cause and prevent families’ needs from escalating to a point where statutory intervention is required.
29. Recent activity has included:
- a. Developing data sharing protocols to identify ‘at risk families’
 - b. Ethnographic research with families who do and do not access local services to understand motivations, barriers, benefits etc.
 - c. Using existing volunteer capacity to identify ‘seeking’ families who require support and ‘sharing families’ who can mentor and support them to find their own solutions through positive networks in the community
 - d. Exploring options to develop the knowledge of the local early years workforce around support networks that exist within the community.
30. Performance measures have been agreed and baseline data obtained from which impact can be measured on an ongoing basis. Similar to Cannock, the pilot will also utilise the Upshot programme to collect output and outcome data that will be used to monitor and evaluate activity on a regular basis.

Newcastle

31. The vision underpinning the Newcastle pilot is to enable early action through access to the right information at the right time to help children and families, and those who support them, to make decisions about their lives.
32. The primary focus of the pilot is therefore on the creation of an ‘Intelligence Function’ which has the necessary capability to collect, analyse, store, share and update information with a variety of partners, enabling early targeted action for children and families in Tiers 1 and 2 of the children and families system. Through this early and targeted action families will become more resilient and develop the capacity and capabilities to effectively manage their needs, thereby reducing the requirement for high cost statutory services.
33. The ability to respond to identified needs will be dependent upon the availability of the right support for families. The development of Community Capacity/Social Action will be a key component of this pilot and the work with the New Economics Foundation is likely to inform how this is progressed.
34. The Project will also work with the existing Girl Power Project which is currently delivered in a school setting. Girl Power aims to provide early help and targeted support to young people at risk of Child Sexual Exploitation. The focus will be on testing the

potential to extend delivery of the project and develop an improved sustainability model through exploring alternative funding options. The development of the information sharing function in a school environment should also help to identify potential candidates for the developed programme moving forward.

35. The pilot is being developed and delivered through a partnership approach with Staffordshire Police, Newcastle Borough Council and local Schools. A multi-agency Steering Group has been established and is meeting regularly. The focus to date has been on exploring the direct benefits of the pilot to ensure that there is real baseline data and that all outcomes are measurable.
36. Seven work streams have been established:
 - a. Information Governance
 - b. Data
 - c. Technology & Accommodation;
 - d. People, Organisations and Partnerships;
 - e. School; Processes and Change;
 - f. Girl Power.
37. A series of targets have been set for delivery including the introduction of family information sharing meetings in at least one school by September 2016 and across a school cluster by April 2017; development of an Information Sharing Protocol by December 2016; and the identification/creation of an information sharing solution/system accessible by multi-agency partners by April 2017.

South Staffordshire

38. The pilot has been designed to bridge the gap between school and community support, embedding BRFC and Early Help principles by tackling root cause through a whole family approach before issues escalate.
39. The pilot will test and measure how families can seek support within their communities at a very early stage. The pilot will initially focus on one school cluster. Key partners are the five primary schools within the cluster and local voluntary and community sector organisations. The primary schools have recognised the need to work more closely together to share information and resources however there is inequity of available resource across the cluster. The schools do not have the capacity to adopt a 'family' approach and have very little knowledge of community focused solutions. The pilot will support closer working; sharing resources and commission a Tier 2 family support navigation service.
40. The scope of the pilot has now been defined and an outline design is in place. Partners are continuing to work together on the more detailed elements of the approach. The project will highlight the needs of families, and rather than refer in to statutory services, the commissioned Tier 2 service, through a network of volunteers, will support families to seek support within their community.
41. There will be close working relationships with voluntary and community sector, with a focus on exploring funding opportunities to develop community services in line with family needs. Schools have indicated that if the pilot is effective in supporting families

and has positive outcomes for their children, they may sustain the Tier 2 service through Pupil Premium. Discussions are taking place currently with schools and the intention is to commission a Tier 2 service by September 2016. Appropriate performance measures have been developed that will evidence the outcomes delivered for families and the impacts in terms of reductions in demand for more specialist services.

Stafford

42. The Stafford Pilot which has developed through a partnership approach, is seeking to build on, existing innovations and examples of good practice such as Multi-Agency Centres in Schools in Tamworth (MACs) and Room 21 in Leek. It will continue to embed BRFC principles at a local level and complement the Police 'Safer Schools' initiative.
43. Five schools have been engaged to participate in the pilot including primary and secondary schools and a Pupil Referral Unit. This enables a key focus to be placed on the transition points that district partners identified as having the potential to impact on emotional wellbeing, specifically:
 - a. Early years
 - b. Developing a positive relationship with the family that will endure through their schooling
 - c. Transition to high school
 - d. Creating continuity of family support across a cluster
 - e. Children leaving school.
44. The pilot will establish a systematic programme of Tier 2 support for children, young people and families where no agency is formally intervening. The support will initially operate and be accessed from a centre within the school environment. It will provide capacity to identify and contain issues at an early stage within an environment that feels safe and non-threatening for the child and their family.
45. The centre will be a place where young people and their families can seek information, advice & guidance, access support and be signposted or directed to appropriate services or resources. This includes those with a focus on preventative work. Support may be coordinated via an Early Help Assessment where this is needed as a family may require a holistic approach to assess their needs and establish the root causes of any difficulties they are experiencing.
46. The pilot will include work with the voluntary sector and community to ensure they have a role in capturing intelligence, identifying gaps and co-producing/setting up projects/services as needed and to tackle root causes. External providers will also form part of the centre/network offer. There is an expectation that the pilot will support the school to facilitate the integration of the voluntary sector providers and the local community in achieving the goal of coordinated support.
47. The pilot will also consider the possibility of, and options for, specific Tier 2 roles to work across the system to deliver and co-ordinate support for families navigating the network. Delivery will commence in two schools in September 2016 and plans in place to launch in the remaining three at a later date. Performance measures have been agreed by partners and baselines have been established which directly correlate to the schools involved in the pilot.

Staffordshire Moorlands

48. The Staffordshire Moorlands pilot is focused on the Leek North ward and has been developed to complement and enhance existing and planned activity in the District which is being coordinated and governed through the Moorlands Together Partnership. This includes the extension and outreach of Room 21 and the development of a Food Co-operative.
49. Room 21 has been operating successfully within Leek High School for a number of years and has a strong evidence base in terms of its impact on addressing needs at an early stage and in reducing demand for specialist services.
50. The Food Co-operative has been designed to promote community engagement through sustainable food production whilst also tackling local priorities such as reducing obesity. A procurement process is underway to appoint a delivery partner for the Food Co-operative.
51. The third element of activity for which BRFC funding has been utilised is a community early intervention service which will utilise the principles of BRFC to build resilience within families through a key work approach.
52. A local organisation has been commissioned to deliver the early intervention service. The service will take a proactive approach to working with families who are not yet in receipt of services but are displaying early indicators/root cause factors which may suggest their needs may escalate in the future. Key partners in the district including schools, health visitors and school nurses were asked to undertake a mapping exercise and identify families within the ward that may fit the criteria for the service. This work was completed in early May.
53. The service will work with 20 families at any one time and a control group will be established to evidence impacts and outcomes. Early Help Assessments will be used to understand families' needs and ensure a coordinated approach to addressing these at a community level. Delivery is due to start in June 2016.
54. There will be connectivity with the Food Cooperative as those families worked with by the service will be supported and encouraged to undertake peer mentoring and to volunteer within the developing Food Co-operative. This will support sustainability of outcomes and the development of increased community capacity. Appropriate performance measures have been developed that will evidence the outcomes delivered for families and the impacts in terms of reductions in demand for more specialist services.

Tamworth

55. The Tamworth pilot builds upon existing examples of successful partnership working within the Borough and the principles that underpin this, specifically BRFC and Multi Agency Centres (MACs). The MACs are virtual/conceptual multi-agency centres providing generic and specific support and information through a range of partners for young people and their families. The pilot will seek to develop this approach, widening its reach and supporting a reduction in demand for specialist services through three main strands of activity:

- a. Deliver comprehensive targeted family support to include the delivery of evidenced based parenting programmes and transitional support and/ or transitional support groups for children entering secondary school, working in close collaboration with the schools pastoral teams providing a joined up and seamless service. (Early Intervention).
 - b. Adopt a whole family approach, to provide holistic family support to children, young people and their families delivering effective co-ordinated support, building family resilience, aspiration, tackling roots causes, promoting personal responsibility and empowerment.. Helping families to help themselves to seek the right support, at the right time from their support networks and communities. (Preventative approach).
 - c. Promote and support the development and delivery of integrated practice within the Multi Agency Centres (MACs) (Integrative approach).
56. Acting as a catalyst for all of the above will be a new Tier 2 Family Support Service which will commence in September 2016. This service will provide family support through the provision of co-ordinated and tailored packages of care to children and families who have been identified as requiring additional support. The Provider will work closely with secondary schools and primary schools and key partners where appropriate to ensure that the right support is co-ordinated and provided for the family, thereby preventing needs from escalating.
57. The Provider will also be required to promote and engage with communities and private, voluntary and independent sector partners to integrate the contribution of these organisations into the MACs. This will enhance the range of low-level community support that is available to children and families, removing any barriers to access and stimulating increased community capacity.
58. Two Academy High Schools are fully engaged and have each agreed to contribute match funding in Years 1 and 2. In Year 2 of the pilot a further three Academy High Schools will be engaged, each committing match funding. As the pilot has been developed through a partnership approach building on BRFC principles additional funding has also been approved in the form of BRFC district payment by results budget. Appropriate performance measures have been developed that will evidence the outcomes delivered for families and the impacts in terms of reductions in demand for more specialist services.

Learning to Date

59. Whilst each of the districts has developed its own approach that is tailored to the local context there is undoubtedly a number of commonalities and consistent core themes across the pilots:
- a. All seek to build on and embed the principles of BRFC and Early Help to improve outcomes across the system.
 - b. Six of the district pilots are focused on developing a sustainable and coordinated pathway for families who require Tier 2 support, or are indicating that they may require support at this level in the near future.

c. All of the approaches are multi-agency and include a focus on developing community capacity and building resilience so that families can be effectively supported in and by their communities, thereby reducing demand into Tier 3 and 4 services.

60. At this stage and in their current form the pilots have not been tasked with delivering a specified level of cost-savings or cost-avoidance. However, we do know that providing effective support at the earliest point possible for families in a measured and joined up way prevents the need for high cost interventions, ultimately reducing the level of spend that is required across the system. Therefore, if the pilots do prove to be effective we would expect to see a reduction in demand for costly statutory and specialist services.
61. The performance measures and data collection systems for each pilot will seek to capture the impact of pilot activity, not only in terms of the outcomes achieved for families but also the impact on demand for specialist support. The local and central governance arrangements that have been put in place will ensure an appropriate level of scrutiny and challenge. They will also provide an opportunity to share and respond to learning from the pilots as and when it emerges.
62. There is a clear understanding of the pressing need to deliver system wide change quickly and safely. Our response to this is to ensure that each pilot is managed through a dynamic process. Where approaches begin to demonstrate evidence of effectiveness we will act quickly to understand and implement the opportunities to scale and spread. Conversely, should any elements of pilot activity be failing to deliver the intended outcomes, action will be taken to re-focus activity, based on an understanding of what works, or in some cases delivery may cease altogether.

Conclusions

63. Significant learning has already been generated through the process of developing the programme of pilot activity and this learning will continue to shape the approach going forward both corporately and for the Children's Transformation programme. This includes identifying the existence and ease of accessing relevant 'live' data that provides an accurate 'system-wide' overview. This is now being explored in further detail to ensure there is the capability to accurately assess progress and impact on an ongoing basis.
64. A further area of learning is an understanding that changing the principles and practice that underpin the Children and Families System will be a gradual process. It cannot happen without the ongoing commitment of communities and partner organisations, all of whom have their own priorities and natural pace of progress. However, the time taken and activities delivered in developing and mobilising the pilots has provided an excellent foundation and demonstrated the importance of building on existing strengths such as BRFC.
65. The strong partnership approach has been crucial in terms of sustainability with many pilots securing match funding from partners and/or a commitment to considering how alternative funding sources could be utilised in the future if the pilot proves successful. This is as a direct result of the collaborative approach to designing the pilots, whereby they have the potential to meet the objectives of a range of partners in terms of

improving outcomes for children, young people and families, at the same time as reducing demand for services.

Community Impact

A Community Impact Assessment for the Children and Families' Transformation has been completed (last updated January 2016) which will be updated as needed when initiatives are implemented.

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Appendices/Background papers:

Appendix A – Family System Vision

Appendix B – Pilots Overview

Appendix C – Preliminary CIA Approach

Appendix D – Children, Young People and Families Transformation Programme Scrutiny Report – 8th June

Appendix E – Intelligence Function

Appendix F - Pilot Activity Mapped to Capabilities

Appendix G – Model Implementation 2016/17

Appendix H – Children's Transformation Programme Structure