

Local Members' Interest
N/A

Safe and Strong Communities Select Committee – Monday 16th January 2016

Children and Families System Transformation Programme

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 review the progress of the Pilots, and where appropriate, to note the impact and agree the next steps.
3. Comments of the Select Committee will be reported to the Programme Board and will inform the planning and management of the Pilots going forward.

Report

Background

4. The Children and Families System Transformation Programme continues to address the challenges identified within the children's social care system and the broader children's system. To achieve the benefits of demand reduction, improved outcomes for children and families, increased personal resilience and all available resources are fully utilised, a way forward has been agreed through the Families Strategic Partnership to implement the system transformation through a place-based approach, which is referred to later in the report.
5. Our goal is to create a new relationship between Staffordshire families and the organisations which support them. The aim is to create a balanced partnership where organisations help families and communities to build skills and confidence so that they can effectively support themselves and one another within their own community.
6. To help us achieve this goal, a number of pilots were initiated by the District Commissioning Leads, working locally with partners across Staffordshire to explore and test the delivery of different aspects of the Children's Transformation Model. Pilot activity has intentionally 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.

7. Whilst not prescriptive the following criteria were provided as a framework for pilot design:

- 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. Involves the community/parents/children
- l. Support services and community working together at a local level

Place Based Approach

8. We have now started to model the next phase of the transformation, which will consider the future design of the children and families system from tier one through to tier four services within a given location, which will consider the existing pilot activity in an area. The place based approach has been described in detail in the paper to this committee in December 2016.

Review of the Pilot Projects

9. In July 2016 the Committee was updated on the current position of the pilots. The purpose of this report is to update on the progress since July 2016. Appendix A summarises the aims, activity and outcomes of each of the pilots to date.

Cannock

10. 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 aim of the pilot is to 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'. In turn this supports children and families when issues are arising to prevent escalation to Tier 3 services. The scope for the project has been developed through a collaborative approach with partners and subsequently there has been agreement to utilise Building Resilient Families and Communities (BRFC) district payment by results funding to extend contracts by a further 12 months, should the pilot prove successful.
11. Implementation of the Cannock pilot began in October 2016 when the providers were appointed their key workers. West Chadsmoor Family Centre (WCFC), based in Chadsmoor, has been commissioned to support 75 families in the Chadsmoor ward and Community Engagement Support Services (CESS) a Community Interest Company (CIC) has been commissioned to support 50 families in the Western Springs ward of Rugeley. The key workers have attended 'outcome star' training and one key worker has attended the key worker training. Both training courses are provided by Staffordshire County Council and enable the organisations to work within the BRFC model. The

outcome star training enables the key worker to visually capture the strengths and weaknesses of a family in their own words at the time of working and then after the intervention, to capture the progress made.

12. The computer software UPSHOT has been purchased enabling the providers to record their work. This system provides accurate data that can be shared with providers where appropriate and used to inform local need or support future funding bids as an evidence base.
13. Since October 2016, WCFC has been working with five families and CESS with two families. All of the families have been selected from areas where the local support team receive the highest demand in referrals. Whilst the families are still being supported by the providers, there are already signs of success. Most notably two families which were particularly isolated and were not utilising any services, including the universal service offer, are now engaged with the pilot. This engagement has given them the confidence to access appropriate services and to begin volunteering by setting up her own weekly group at the family centre.
14. In addition to case work support, WCFC has created a pathway into a local school to enhance the school pastoral care offer. This is leading to more timely and appropriate interventions. Two referrals have been accepted since this process started. The referrals have also been made via the Early Help Assessment (EHA) which has meant the number of EHA's held by partners is also increasing.
15. The pilot is on track to support the 125 families within the next twelve months.
16. To date the pilot funding has been committed on the two key workers, one from WCFC and one from CESS, and the computer software UPSHOT at a cost of £4,900.

East Staffordshire

17. The concept for the East Staffordshire pilot has been developed through a collaborative approach with partners including statutory service providers within the public sector and community and voluntary sector.
18. 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 upon building resilient and self-supported communities and families and developing skilled and supportive communities within the Shobnall Ward.
19. It is doing this through a 'grass roots' approach by 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. 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.
20. The report in July highlighted that the East Staffordshire pilot would need an extended period of mobilisation. This is important learning for the programme as it evidences that

if we are to co-design effectively we do need to ensure that we build in time to support this approach.

21. The pilot will also increase the number of volunteers in the area and following a recent engagement event there is now potentially 90 people who may offer their time to volunteer. The next steps for the pilot are to build on the volunteer offer and provide training. The East Staffordshire pilot aims to have an on line support service once the needs for the area have been identified. The relationship with the local parish council is being developed to provide a pathway to support and drive the pilot over the next two to five years.
22. The pilot will also work with the out of work families to support them into education, employment or volunteering. To date, £4,000 has been spent on marketing and engagement. Additional support for this engagement process is also being provided through the VCSE contract, with providers helping to complete a long term delivery plan.

Lichfield

23. 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 is building on the innovative practice that has developed through SPARK CIC and the Burntwood (virtual) Childcare Hub.
24. Since the Select Committee paper in July 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 year's workforce around support networks that exist within the community.
25. The UPSHOT computer software has been purchased at a cost of £4,900 and is being used to collate output and outcome data. This will be used to monitor and evaluate activity on a regular basis and will form part of the Early Help Offer evidence for Ofsted reporting.
26. Significant progress has been made since the July report, early indications evidence that the pilot has engaged (reached) 170 families with under 5 year olds in the household from the Burntwood area. This has also included families from out of the reach area, in Norton Canes, Cannock Chase and also families that would not have travelled to the Children's Centre in Lichfield.
27. Research highlighted that some families did not like or wish to use a 'free pass' as they felt stigmatised so this was identified as a barrier to accessing the service. Therefore

SPARK CIC has created their own membership form which will also be a registration form for the children's centre. SPARK will be given £3 per family, per session from the pilot fund to cover the costs of funding the 'free pass' this is an incentive to support vulnerable families whilst not 'stigmatising' families. To date 78 vulnerable families have attended the centre, £1,100 will be paid to SPARK for evidence based engagement with these families at the SPARK Centre.

28. The current spend of the Lichfield pilot is minimal and reflects only the cost of the computer software and reimbursement of the SPARK card. There are no paid functions or posts, as the pilot relies heavily on volunteer time and support. Notice has been served on the Boney Hay Centre due to rental costs and the pilot team will support SPARK's exit from the school. Future funding will be generated via funding bids which will also be supported via the pilot team.

Newcastle

29. 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.

30. The original remit of the pilot was to focus 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.

31. 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 has informed how this is progressed.

32. The Project is working 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.

33. The pilot is being 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.

34. Activity since July 2016 has focused upon the Girl Power project and the development of this group to ensure delivery is sustainable. Work has begun on improving information sharing within the school arena to support the identification of young girls considered most vulnerable. To achieve this, there is on-going dialogue with schools and partners who contribute to the development of the pilot. This work is also closely aligned with the proof of concept Intelligence Function work stream of the Children's Transformation System.

35. Information Sharing was highlighted in July as an area which would be progressed and a national contest (the Tenshi Challenge) has been launched to identify a start up company to provide an innovative digital solution for high level information sharing across partners which will identify a mechanism for engaging families in decisions around their low level needs. The evaluation of this competition (facilitated by the Tenshi organisation) will be completed in late January 2017, with a solution being available in April 2017. This solution aims to enable schools to have informed conversations with families around the earliest help.
36. Girl Power aims to further deliver a service, over twelve months, with groups of 8 young girls in 8 sessions. Early indications have shown that the current cohort of girls have received positive interventions. Case studies have shown that one individual in an abusive relationship is now accessing support and has a safety plan agreed with the school. Another young person who suffered a close family bereavement and was a witness to domestic abuse is also accessing services that previously they were not. In most cases, the key theme suggests young people are less vulnerable by the creation of a pathway of support. To support the girl's group expansion, Kildgrove High School has commissioned a space within the new school building to accommodate children and family multi-agency conversations
37. There is the potential for the remit of this pilot to change following a review of the proposals around the Place Based Approach.

South Staffordshire

38. This 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 is testing and measuring how families seek support within their communities at a very early stage, and initially focuses upon one school cluster. Key partners are the four primary schools Landywood Primary, Glenthorne Primary, Cheslyn Hay Primary, Moat Hall Primary within the cluster and local voluntary and community sector organisations.
40. The primary schools recognised the need to work more closely together to share information and resources and the pilot is supporting closer working, sharing resources and will commission a Tier 2 family support navigation service.
41. Since July 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 tier 2 service has now been commissioned and training was completed in late September.
42. The anticipated number of referrals from the school had been lower than expected and a new referral form has been developed which is more accessible. Two further engagement sessions have been held at the school and a number of partners attended with the aim of informing families and organisations of their services. This has formed part of a collaborative approach to the early help offer.

43. Initially, due to the lower than expected referrals, it was considered whether the geographical area covered by the pilot's initial remit could expand. The impact of the new referral form and engagement activities has been an increase in referrals; therefore there is no capacity currently for expansion (for example into Huntington and Hatherton). This may be reviewed in the future, dependent on changes in capacity.
44. The pilot will also be engaging VCSE support to complete a sustainability plan over the next quarter to maintain the pilot support if it is successful.

Stafford

45. The Stafford Pilot has continued to develop through a partnership approach building 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.

The pilot aims to 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.

46. Since July two schools (Stafford Manor and Doxey Primary) have now been selected to deliver this pilot and are at different stages of progression. The co-ordinator, funded via the pilot, commenced employment on 31st October 2016, and has begun the process of working with families. Progress data will be available at the next reporting period.
47. Stafford Borough Council is continuing to support the pilot via the Safer Communities Partnership, providing financial support for room set up and aligning the priorities with the School Programme.

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. The District Pilot is not operating in isolation but as part of a wider programme of activities to improve outcomes for children, young people and families in Leek North.
49. The Food Co-operative has been designed to promote community engagement through sustainable food production whilst also tackling local priorities such as reducing obesity. The Food Co-operative will be formally launched in December 2016; however the initiative is already operational, supported by partners from across the Moorlands and volunteers, including pupils from Leek High School. External funding has been secured via the Moorlands Together Partnership to sustain the project.
50. 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.

51. Visyon, a local organisation, has been commissioned to deliver the Early Intervention element of the District Pilot. Visyon supports the emotional health and well-being of children, young people and their families through the provision of a range of services, including one-to-one therapy, group work, mentoring, therapeutic play and family support work. Visyon have a dedicated District Early Intervention Pilot Worker and are currently recruiting an additional worker.
52. The Family Intervention Worker will work alongside the Visyon Early Intervention Pilot worker and will have two key functions:
 - a. To provide analysis and reports on the Leek North Early Intervention Pilot;
 - b. And the post holder will also carry a BRFC caseload from across Staffordshire Moorlands to improve outcomes for families.
53. The service is working with families who are not yet in receipt of services but are displaying early indicators/root cause factors which suggest their needs may escalate in the future. The provider has also been asked to encourage families that they work with to volunteer and help other groups like the Food Cooperative in Leek.
54. During cohort one, the service received fourteen new referrals, twelve of which were accepted. The provider facilitated ten visits to families, one case was closed, three children were offered a one to one session, and four referrals were made to external agencies. Six cases required liaison with schools and the provider facilitated 120 family support activities.
55. Measurable outcomes based on the Family Outcome Star will be used to measure the impact of the early intervention family support provision. Five families in the first cohort have partially achieved their desired outcomes. And one family has completed one of their desired outcomes
56. To date there has been a slower than expected number of referrals to the service; this has been attributed to the timing of marketing the project to families (due to school holidays) and because only four schools and one nursery were originally in scope. As a result of this, all Leek schools are now eligible to make referrals. Referrals from health colleagues are particularly low and further discussions have been held to try and encourage this.
57. As part of the wider context, the District Pilot is seeking to support families into other community options, including the Food Cooperative Bank. In addition, families accessing the Food Cooperative for a set amount of time are currently provided Free Leisure Access to a local provider as part of the Moorlands Partnership.
58. 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

59. The Tamworth pilot is building upon existing examples of successful partnership working within the Borough and the principles that underpin this, specifically BRFC and Multi Agency Centres (MACs).

60. The Tier 2 Family Support Service, Malachi, has started and one dedicated key worker has been appointed and is taking referrals identified from the two schools. There was a delay between the start of the contract and referrals being received due to processes being developed between the schools and Families First for safe and effective information sharing. Two Academy High Schools are fully engaged and have each agreed to contribute match funding in Years 1 and 2. In year 2, negotiations will begin with a further high school who may wish to join the pilot.
61. As the pilot has been developed through a partnership approach building on BRFC principles additional funding has also been approved through the BRFC district payment by results budget. The current £30k has been committed on commissioning the family support service. 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.
62. There are currently 15 families allocated to the provider and progress will be reported at the next reporting point.
63. The Tamworth pilot will develop alongside the place based approach taking into account the critical success factors for all agencies within the district.

Emerging Learning

64. There have been data issues – the correct data is not necessarily currently collected by partner organisations to enable progress to be demonstrated.
65. Anecdotal evidence is proving to be informative in ensuring that the correct families are supported.
66. Community engagement takes time to deliver outcomes and time is required to engage the support of all the stakeholders necessary for a successful partnership approach.
67. The pilots are requiring new/existing organisations to bid for work and also to work in different ways. It is taking time to grow and re-shape the market to meet these new functions.
68. The pilots have evidenced the importance of working collaboratively and the need to recognise the full picture of activity within a locality so that the pilot is not developing its service offer/ delivering activity within a vacuum / silo.
69. The importance of making use of all available communication channels and opportunities; some of the pilots have used large scale engagement activity successfully, others have made effective use of social media
70. The importance of listening to existing service providers and volunteers, and building upon success rather than creating and investing in something new.

Conclusions

71. Since the report in July to this Committee all of the pilots are now active and evidencing varying degrees of progress.

72. They are all demonstrating positive outcomes and where hard data is not yet available to support this, individuals who have benefitted from the pilots have been able to state how their lives have been improved.
73. Five of the pilots (Tamworth, Newcastle, Moorlands, Stafford and South Staffordshire) have indicated that they have incurred delays in the implementation of their work. A further two pilots (Cannock and Lichfield) which have been in place for longer are able to demonstrate positive outcomes at the end of this reporting period. The East Staffordshire pilot is endeavouring to develop from the grass roots a different culture and attitude to addressing the issues which arise within a community and it is recognised that will take time to grow and embed.
74. Working with partners and more closely with communities, families and individuals has meant that the pilots have had to be flexible in their approach to delivery and achieving outcomes. Therefore they have changed and flexed to meet local need and in some instances changed from their original design. In addition to this, the creation of the place based approach may mean that the pilots within two Districts (Tamworth and Newcastle) may evolve further
75. The strong partnership approach has been crucial in terms of the sustainability and 3 pilots (Tamworth, Newcastle and Stafford) have secured either match funding from partners and/or a commitment to consider further support to maintain the approach.

Link to Other Overview and Scrutiny Activity –

Pilot report – July 2016

Children's Transformation System report – December 2016

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Appendices/Background papers

Appendix A - Chart re progress data/baseline