

PLYMOUTH CITY COUNCIL

Subject:	Co-operative Children and Young People's Services
Committee:	Cabinet
Date:	11 November 2014
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Strategic Director for People)
Author:	Judith Harwood, Assistant Director for Education Learning and Families
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Key Decision:	Yes
Part:	1

Purpose of the report:

The purpose of this report is to seek Cabinet's endorsement of an updated Business Case that sets out how Plymouth City Council, in conjunction with partners, is to take forward Co-operative Children and Young People's Services in line with the priorities set out in the Plymouth Children and Young People's Plan 2014-2017¹, and the Outline Business Case, approved by Cabinet on 15th July 2014.

The Cooperative Children and Young People's project, within the Integrated Health and Wellbeing programme, will develop and deliver new models of working with schools, health partners and other agencies who work with children and families in order to create cooperative, collaborative and effective services that are integrated and sustainable. Inequality and disadvantage will be a focus and issues identified by the Fairness Commission will be tackled through a new way of looking at system leadership and collective ownership of long standing challenges.

The outcomes from the project are:

- The prioritisation of delivering an enhanced prevention and early intervention capability. Children, young people and families will feel and be safe, achieve more through education, be healthier and have access to meaningful employment. They will be treated with dignity and respect. They will feel they have control over the services that meet their needs and personal outcomes.
- The improvement of educational outcomes for all and raising aspiration through an enhanced and integrated way of delivering school to school support and school improvement.

¹ Not yet approved by Cabinet and in draft

- The extension of school organisation and support services through the creation of cooperative trading companies, where assets can be distributed to meet need.
- The development of community learning and support for neighbourhoods through the creation of a cooperative joint venture between Plymouth Adult and Community Learning Service (PACLS) and voluntary sector organisations.
- The creation of a Co-operative Local Authority Trading Company: the healthy, local, school food co-operative in the light of school funding reforms. The co-operative trading company, through its partners as shareholders, will work to deliver efficient, economic, viable and sustainable services, committing budgets to provide fair access to services for all and for the benefit of all.

The Brilliant Co-operative Council Corporate Plan 2013/14 – 2016/17:

The propositions made in this business case align to the Plymouth City Council Corporate Plan by working co-operatively to meet the objectives of creating a Caring and Pioneering Plymouth. It also aligns to the Health and Wellbeing Board's vision of achieving integration by 2016, as decided in June 2013.

This project will support the Corporate Vision through:

- Being **pioneering** in developing and delivering quality, innovative, brilliant services with our citizens and partners that make a real difference to the employability, health and well-being of the residents of Plymouth through challenging economic times.
- **Growing** Plymouth through learning and community development, creating opportunities for vulnerable people to develop, making us and them stronger and more confident as a result.
- Putting citizens at the heart of their communities and work with our partners to help us **care for Plymouth**. We will achieve this together by supporting communities, help them develop existing and new enterprises, redesign existing services which will in turn create new jobs, raise aspirations, improve health and educational outcomes and make the city a brilliant place to live, to work and create a future for all that reflects our guiding co-operative values.
- Raising aspirations, improving education, increasing economic growth and regeneration people will increase **confidence in Plymouth**. With citizens, visitors and investors identifying us as a “vibrant, confident, pioneering, brilliant place to live and work” with an outstanding quality of life.

Read more: <http://www.plymouthherald.co.uk/50-pledges-Plymouth-Council-vows-light-landmark/story-21254488-detail/story.html#ixzz36yTnC7nz>

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Transformation resources will be required for the duration of the project. These should be internal where possible and so will rely on staff being temporarily released from other areas of the organisation.

Requirement for Corporate Support (Legal, HR, Finance, etc.) will need to be managed due to the current high volume of requests for their support.

Project costs should be equally split between CCG and PCC where appropriate.

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:

The proposals strengthen our approach to both Child Poverty and Community Safety by focusing on early intervention and prevention and giving every child the best start to life. In line with our Co-operative commissioning principles, the approach adopted aims to build both community and individual capacity. Children living in families affected by poverty will feel the benefit of improved family health and wellbeing which directly and indirectly affects economic stability and resilience. Taking an integrated approach to a strong, self-improving school system, will support 'closing the gap' between Free School Meal and non-Free School Meal children.

No specific Health and Safety Issues have been identified.

The project will follow the Risk Management Strategy set out for Transformation Programmes and Projects by the Portfolio Office.

Equality and Diversity

Has an Equality Impact Assessment been undertaken? Yes

When considering this proposal it is important to have due regard to the public sector equalities duties imposed upon the Council by section 149 Equalities Act 2010 to

- Eliminate unlawful discrimination, harassment and victimisation and
- Advance equality of opportunity between people who share a protected characteristic from those who do not and to
- Foster good relations between people who share protected characteristics and others

The relevant protected characteristics for this purpose are: (a) age; (b) disability; (c) gender reassignment; (d) pregnancy and maternity; (e) race; (f) religion or belief; (g) sex; (h) sexual orientation.

Compliance with the duties in this section may involve treating some persons more favourably than others.

A programme wide, detailed, equality impact assessment has been carried out and will continue to be updated through this process.

Recommendations and Reasons for recommended action:

It is recommended that Cabinet approve the Business Case that sets out how Plymouth City Council, in conjunction with partners, is to take forward Co-operative Children and Young People's Services in line with the priorities set out in the draft Plymouth Children and Young People's Plan 2014 – 2017.

In doing so, we will be responding to a number of challenges and opportunities and ultimately, improving the experience of children, young people and their families in Plymouth.

Approval will ensure the implementation of the following:

1. Early Help capability
2. Targeted Services
3. New School Improvement System
4. Knowledge, Intelligence and Planning
5. Traded Services
6. Youth Services

Alternative options considered and rejected:

'Do Nothing'

This option has been considered, however, it has been rejected due to partners being committed to improving services and outcomes for individuals and communities; and to the significant and time-critical budget pressures facing Plymouth City Council and NEW Devon CCG.

A number of options were considered in the Outline Business Case and the design of the subsequent recommendations has been developed considerably. During the design process, further, more detailed options have been considered. These have mainly been around the type of delivery vehicle (in-house, outsource, joint venture, LATC and the partners involved) that should be formed. Detailed analysis has indicated that each situation is unique and different legal entities are appropriate for the individual circumstances of a spin out of a Council function. These are discussed in more detail in the Full Business Case section of this report.

Published work / information:

Corporate Plan 2013/2014 – 2016/2017, Report to City Council, ²nd July 2013.
<http://www.plymouth.gov.uk/mgInternet/documents/s48110/Corporate%20Plan%20Full%20Council%2022.07.13.pdf>

The Brilliant Cooperative Council Three Year Plan, Report to City Council,
'6th September 2013.
<http://www.plymouth.gov.uk/mgInternet/documents/s48110/Corporate%20Plan%20Full%20Council%2022.07.13.pdf>

NHS NEW Devon CCG Five-year Strategic Plan (draft), 4 April 2014
<http://www.newdevonccg.nhs.uk/who-we-are/what-is-clinical-commissioning/commissioning-framework/100925>

The Brilliant Cooperative Council Three Year Plan, Report to Cooperative Scrutiny Board,
'6th October 2013.
<http://www.plymouth.gov.uk/modgov?modgovlink=http%3A%2F%2Fwww.plymouth.gov.uk%2FmgIntenet%2FieListDocuments.aspx%3FCId%3D1071%26amp%3BMid%3D5544%26amp%3BVer%3D4>

Transformation Programme, Report to Cabinet ²5th March 2014, including the IHWB Outline Business Case.
<http://www.plymouth.gov.uk/mgInternet/documents/s53610/transformation%20cabinet%20march%222014%20final%20MCv1%202.pdf>

Plymouth Children and Young People's Plan 2011 to 2014, Published by Plymouth City Council, May 2011
http://www.plymouth.gov.uk/pcypt_plan_20112014.pdf

Draft Plymouth Children and Young People's Plan 2014 to 2017**Background papers:**

None

Sign off:

Fin	mc1415 .53	Leg	2061 5/lt	Mon Off	DSV/20 615/291 014	HR	ER2- 29.1 0.14	Assets	GP/3 1101 4	IT	GP/3 1101 4	Strat Proc	GP/ 311 014
Originating SMT Member: Judith Harwood (Assistant Director for Education, Learning and Families)													
Has the Cabinet Member(s) agreed the contents of the report?										Yes			



Business Case

Programme Name:	<i>Integrated Health and Wellbeing</i>		
Date:	31/10/14	Version:	1.0
Project:	Co-operative Children and Young people's Services		
Author:	Judith Harwood		
Owner (SRO):	Carole Burgoyne and Jerry Clough		

Document Control

VERSION HISTORY: (version control e.g. Draft v0.01, v0.02, v0.03 Base line @ v1.0)

Version	Date	Author	Change Ref	Pages Affected
1.0	31/10/14	Joe Davies	Final Publication	

FILE LOCATION: (Final version base lined @ v1.0, v2.0, v3.0)

Location	File Address	Date

QUALITY REVIEWERS: (General QA and accuracy)

Name	Position	Signature	Date
Subject Matter Expert	Joe Davies		
Portfolio Office	Les Allen		
Business Technical Architect	Rob Cole		
Programme Accountant	Guy Marshall		

SIGN OFF:

Position	Name		Date
Cabinet Member	Councillor Sue McDonald		
Senior Responsible Owner	Carole Burgoyne & Jerry Clough		
Portfolio Office	Les Allen		
Business and Technology Architecture	Rob Cole		
Portfolio Accountant	Guy Marshall		

REVIEW AND APPROVAL PROCESS:

This report has been reviewed and approved in accordance with the guidelines of the Transformation Portfolio Board and those governing the submission of reports to Cabinet for approval.

EXCEPTIONS/WAIVERS

Detail waiver/ exception	Requested by	Reason	Agreed by	Decision ID
None				

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Preface: Transformation background and overview

An introduction to Plymouth City Council's Transformation Programme Context

2002-12: A Decade of Improvement

The City of Plymouth has had an extraordinary journey over the past ten years. A decade ago, it had a reputation as a city of low aspiration with a lack of vision, weak financial and strategic planning, poor relationships between agencies, and service delivery arrangements that did not meet the needs of all of its citizens. An acknowledgement of the determined and sometimes inspired effort that was then made to improve the city came in 2010 when the Council was voted 'Highest Achieving Council of the Year' by the Municipal Journal. Behind that accolade, foundations had been laid by successive political administrations of a clear, ambitious vision for the city, sound financial management arrangements, the development of strong strategic partnerships and a determined focus on the improvement of service delivery. The Council has acknowledged and embraced its role as a key player in influencing the broader city and regional agenda, driving economic growth and making coherent contributions to broader policy-making.

Drivers for Transformation:

The Brilliant Co-operative Council with less resources

On its adoption of a new Corporate Plan in July 2013, the council set the bar still higher, to become a Brilliant Co-operative Council. This 'Plan on a Page' commits the Council to achieving stretching objectives with measurable outcomes, and also sets out a Co-operative vision for the Council, creating a value-driven framework for the way that it will operate as well as the outcomes that it is committed to achieve. The Corporate Plan was developed using the principles of a Co-operative Council. It is a short and focused document, but does not compromise on its evidence base, and was co-developed with the Cabinet of the Council, before being presented in person by members of the Corporate Management Team to every member of staff throughout the council at a series of 74 roadshows. The positive results of this commitment to strong communications and engagement were evidenced by 81% of council staff responding to the workplace survey conducted in October 2013 agreeing that they understand and support the values and objectives set out in the Corporate Plan.

OUR PLAN THE BRILLIANT CO-OPERATIVE COUNCIL



CITY VISION
Britain's Ocean City
 One of Europe's most vibrant, waterfront cities where an outstanding quality of life is enjoyed by everyone.

CO-OPERATIVE VALUES
 One team serving our city

<p>WE ARE DEMOCRATIC</p> <p>Plymouth is a place where people can have a say about what is important to them and where they can change what happens in their area.</p>	<p>WE ARE RESPONSIBLE</p> <p>We take responsibility for our actions, care about their impact on others and expect others will do the same.</p>
<p>WE ARE FAIR</p> <p>We will be honest and open in how we act; treat everyone with respect; we will champion fairness and create opportunities.</p>	<p>WE ARE PARTNERS</p> <p>We will provide strong community leadership and work together to deliver our common ambition.</p>

OUR OBJECTIVES Creating a fairer Plymouth where everyone does their bit

<p>PIONEERING PLYMOUTH</p> <p>We will be pioneering by designing and delivering better services that are more accountable, flexible and efficient in spite of reducing resources.</p>	<p>GROWING PLYMOUTH</p> <p>We will make our city a great place to live by creating opportunities for better learning and greater investment, with more jobs and homes.</p>	<p>CARING PLYMOUTH</p> <p>We will promote a fairer, more equal city by investing in communities, putting citizens at the heart of decision-making, promoting independence and reducing health and social inequality.</p>	<p>CONFIDENT PLYMOUTH</p> <p>We will work towards creating a more confident city, being proud of what we can offer and growing our reputation nationally and internationally.</p>
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THE OUTCOMES What we will achieve by this plan

<ul style="list-style-type: none"> ■ The Council provides and enables brilliant services that strive to exceed customer expectations. ■ Plymouth's cultural offer provides value to the city. ■ A Council that uses resources wisely. ■ Pioneering in reducing the city's carbon footprint and leading in environmental and social responsibility. 	<ul style="list-style-type: none"> ■ More decent homes to support the population. ■ A strong economy creating a range of job opportunities. ■ A top performing education system from early years to continuous learning opportunities. ■ Plymouth is an attractive place for investment. 	<ul style="list-style-type: none"> ■ We will prioritise prevention. ■ We will help people take control of their lives and communities. ■ Children, young people and adults are safe and confident in their communities. ■ People are treated with dignity and respect. 	<ul style="list-style-type: none"> ■ Citizens enjoy living and working in Plymouth. ■ Plymouth's brand is clear, well known and understood globally. ■ Government and other agencies have confidence in the Council and partners: Plymouth's voice matters. ■ Our employees are ambassadors for the city and the Council and they are proud of the difference we make.
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#Plymouth
www.plymouth.gov.uk/ourplan



The economic, demographic and policy environment affecting public services is accepted as the most challenging in a generation. At the same time as an ageing population is placing increased demand on health and social care services, the UK is facing the longest, deepest and most sustained period of cuts to public services spending at least since World War II. The Council's Medium Term Financial plan identified in June 2013 funding cuts of £33m over the next three years which, when added to essential spend on service delivery amount to an estimated funding shortfall of circa £64.5m from 2014/15 to 2016/17, representing 30% of the Council's overall net revenue budget.

The Council has shown remarkable resilience in addressing reduced funding and increased demand in previous years, removing circa £30m of net revenue spend from 2011/12 to 2013/4 through proactive management and careful planning. However the Council has acknowledged that addressing further savings of the magnitude described above while delivering the ambitions of the Corporate Plan will require a radical change of approach.

Review of existing transformation programmes

The council commissioned Ernst and Young in June 2013 to:

- Examine the council's financial projections and provide expert external validation of our assumptions about costs and income in the medium term
- Review the council's existing transformation programmes and provide a view as to whether they will deliver against the Corporate Plan
- Provide advice as to how the council might achieve the maximum possible benefit through a revised approach to transformation

Ernst and Young validated the council's current Medium Term Financial Plan based on projections and assumptions jointly agreed, and judged it to be robust, taking into account the complex financial landscape and changing government policy.

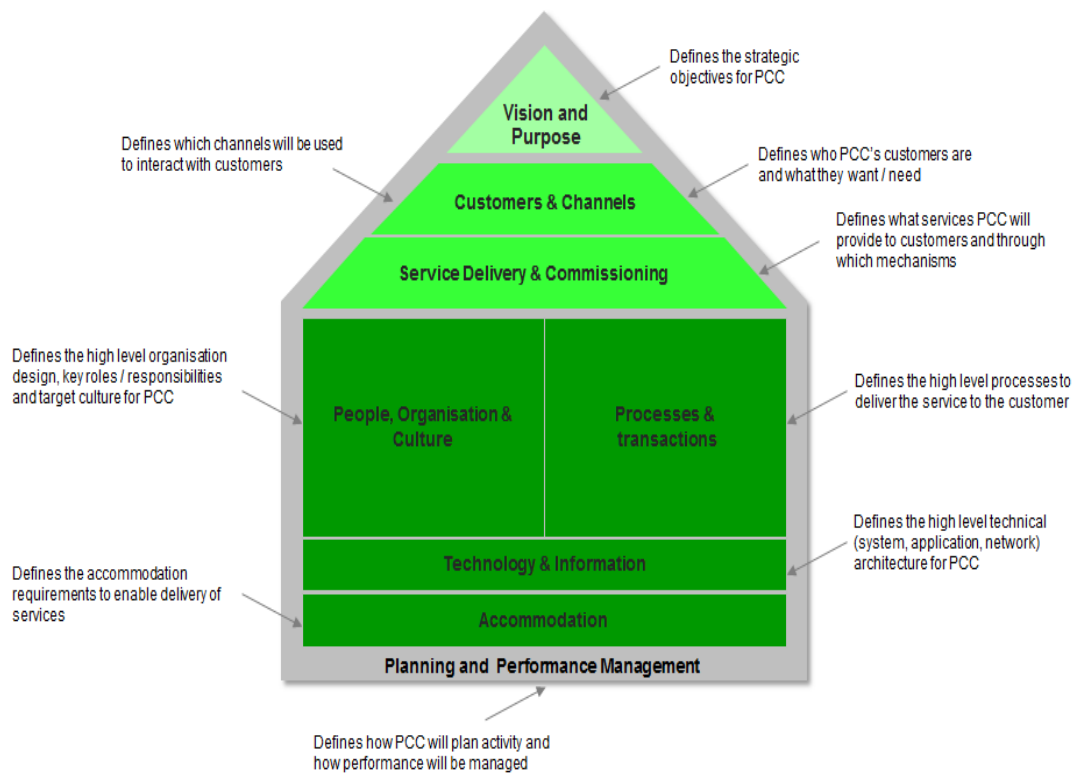
The council has initiated a number of far-reaching and ambitious change programmes over 2012-13 to address the twin aims of addressing financial constraints and improving service delivery. These include:

- Investment in Customer Transformation and Core ICT infrastructure (Cabinet approval September 2012)
- ICT Shared Services: DELT (Cabinet approval October 2013)
- Redevelopment of the Civic Centre and future accommodation requirements (Cabinet approval September 2013)
- Modernising Adult Social Care Provision (Cabinet approval January and August 2013)
- Co-location with Clinical Commissioning Group at Windsor House (Cabinet approval January 2013)

In addition to feedback and advice about individual programmes, the Council received advice that has been carefully considered, and which has informed the overall design of the Transformation Programme and the content of the business cases for the five programmes.

Vision and Direction: The Blueprint

The Council has responded to concerns that, despite strong support for the Corporate Plan from both officers and members, there was a lack of clarity about how the Corporate Plan translates into practical action and a danger that the council might be attempting to 'do the right things, but in the wrong way'. After significant consultation with Members and over 100 staff from all levels and disciplines within the organisation, the Council's vision for the Brilliant Co-operative Council has been translated into a Blueprint which describes the capabilities which the Council will need in the future. These capabilities will be commissioned by the council and will result in services being delivered by the Council and a variety of other organisations operating across the public, community and voluntary and private sectors. The components of the Blueprint are illustrated below:



To inform the development of the main components of the Blueprint, a number of principles have been developed co-operatively with Members, senior officers and staff to ensure that the values set out in the Corporate Plan guide how the Blueprint is developed.

Governance and Oversight

The council has also responded to advice that governance and oversight arrangements for transformation projects would benefit from being strengthened. Whilst ensuring that the council's existing constitutional arrangements for decision making are unaffected, a number of bodies have been put in place to ensure a co-ordinated approach is taken to oversight of the Transformation programme. The detail of the transformation governance arrangements were considered by the council's Audit Committee on 13 March 2014 and can be summarised as follows:

Members

- The Members Transformation Board provides executive ownership and accountability for the Transformation Portfolio, chaired by the Cabinet Member for Transformation and comprising the individual Cabinet Members aligned to the five programmes
- The Transformation Advisory Group builds cross party dialogue, understanding and consensus on Transformation, and is chaired by the Cabinet Member for Transformation, comprising the Shadow Leader, Chair of the Co-operative Scrutiny Board and an additional ruling group Member.
- The Co-operative Scrutiny Board and Panels are aligned to the Transformation Board and programmes that match their terms of reference

Officers

- The Transformation Portfolio Board co-ordinates the delivery of the Blueprint, prioritises decisions within and between programmes, ensures effective engagement, ensures overall resourcing and delivery of the programme and recommends Programme Business cases and exceptions. It is chaired by the Chief Executive and comprises Senior Responsible Officers for the Programmes, the Transformation Director, engagement leads, finance and HR Responsible Officers and the Head of the Portfolio Office
- Programmes are led by a Senior Responsible Officer, who is accountable for the successful delivery of the programme, achieving desired outcomes and realising expected benefits and is responsible for chairing the Programme Board and leading the Programme
- Each project within the five Programmes is led by a Project Executive who is accountable to the Senior Responsible Officer for the successful delivery of the Project, and chairs the Project Board.
- The Portfolio Office provides co-ordination and support across all the programmes and projects and ensures that sufficient capacity and capability is in place to deliver the overall programme.

I. Executive Summary

I.1 Current Situation

The population of Plymouth is set to grow and we are experiencing an increasing strain on Children's Services, especially in the numbers of children requiring a Child Protection Plan. The relationship with schools continues to change, with more funding going to schools. The consequence of these changes is the need to work in a co-operative manner with partners in health, education and the third sector, to ensure the more efficient and effective provision of services.

Increasingly, the emphasis will be on the early provision of less intensive service supports, working in a multi-disciplinary, multi-agency, family-focussed way, which will prevent situations from becoming critical and requiring expensive, statutory service responses.

I.2 Benefits and Capabilities

The benefits and capabilities that the project will deliver include:

- Reduced costs of service provision
- Reduction in expensive, statutory provision of services
- Increased educational attainment
- Increased resolution of issues affecting families
- Improved partnership working
- Creation of centralised data repository of contact with children and young people
- Increased level of community involvement

I.3 Strategic Fit

This project is aligned to the values of the Brilliant Co-operative Council through its consultation on the proposed new ways of working with external agencies, partners and customers, taking responsibility for improving outcomes for children and young people; delivering services which assess all customers in a fair and honest way; and working in an integrated way with our partners to deliver services.

The Early Help approach, which will be implemented across all of the departments in scope, will prioritise prevention and thereby reduce health and social inequality whilst using Council resources more efficiently. This approach is being driven by a desire to continue and improve on our existing high level of social responsibility.

Through recognising each child and young person as an individual with a unique combination of need, and providing an action plan that matches these needs, services will be more flexible and efficient, resulting in a greater level of accountability with reducing resources.

Working with partners and other agencies, the emphasis will be on building the capacity of individuals and communities to provide self-help. The review of Youth

Services is instrumental in this approach, creating a significant number of community helpers, receiving coaching and mentoring by PCC staff.

The implementation of a Co-operative Children’s Partnership Board will provide governance to a set of new entities that bring together appropriate and willing partners. These will share management responsibilities and pool budgets, and will result in improved educational achievement from early years through to adulthood.

The project is part of the IHWB Programme and is aligned to its strategic principles of:

- Helping individuals to stay well and achieve their potential
- The integration of health, care and education services
- The personalisation of support
- A family approach, where appropriate
- Increasing capacity through integrating with our partners

1.4 Scope

The project consists of the following work streams:

- Early Help – the transformation of care provision
- New organisational entities
- Cluster model
- Trading Services
- Co-operative commissioning

1.5 Financial Summary

The table below is a summary of the expenditure and savings for the project over three years. It demonstrates the value to the Council of undertaking the project in order to achieve the service quality and financial gains that will contribute to the Council’s strategic objectives.

	Yr 1 £	Yr 2 £	Yr 3 £	TOTAL £
SUMMARY INFORMATION (ANNUAL)				
PROJECT COSTS	289,702	322,963	0	612,665
OTHER COSTS	0	0	0	0
TOTAL COST	289,702	322,963	0	612,665
CASHABLE BENEFITS	450,000	621,000	1,009,000	2,080,000
Cumulative NET COST(-) / BENEFIT (+)	+160,298	+458,335	+1,467,335	+1,467,335

The benefits shown above do not include savings from the reduction in overheads as these are being counted within the CCO Programme. In this way,

the CCYPS project is enabling the delivery of benefits as well as being directly responsible for the delivery of the above.

1.6 Recommendations and Decisions Required

It is recommended that approval is given to the implementation of the following:

- Early Help capability
- Targeted Services
- New School Improvement System
- Knowledge, Intelligence and Planning
- Traded Services
- Youth Services

2. Case for Change

The case for change was comprehensively documented in the Outline Business Case, however, it is summarised below.

The population of Plymouth is estimated to grow by 4.7% by 2016 and the increase in numbers of children is likely to put a further strain on education, health and social care services in the future. There has also been a significant increase in the number of looked after children subject to a Child Protection Plan and it is anticipated that this trend will continue without intervention and change.

The relationship between the Local Authority and the schools of Plymouth is responding to the changing national picture. With funding continuing to go directly to schools and the academisation of many schools, PCC retains many of its statutory functions and strategic responsibilities, whilst having fewer resources to intervene when necessary or champion the wider issues of inclusion, employability and aspiration.

The Munro Principles, which establish how local authorities and their partners, should provide services to children and young people (early help, family support, the provision and measurement of effective help etc) are an integral part of the design work being undertaken on this project.

For services to be effectively and efficiently delivered in the future, it will be necessary to work in a co-operative manner, which will build capacity and deliver on the Munro principles.

There continues to be a financial imperative to reduce costs of service delivery.

The Children and Families Act 2014 was designed to give greater protection to vulnerable children and has reformed the systems for adoption, looked after children, family justice and special educational needs.

The Government has also transformed the system for children and young people with special educational needs, including those who are disabled (SEND), so that services can consistently support the best outcomes for them through commissioning and working in a more integrated way.

The Act, together with the guidance within Working Together to Safeguard Children 2013, emphasises the importance of early help as a means to provide a more timely response to children, young people and their families, which focusses on a coordinated approach to improve outcomes. Within Plymouth, there is a wide recognition that better information for families, good communication across agencies and coordinated planning will enable us to use our resources to better effect in order to support children, young people and families when difficulties arise. We already have a strong system in place to deliver the Common Assessment Framework (CAF) but this now needs to be expanded into a whole system approach to develop an Early Help offer and pathway.

The Early Help review will create a pathway from the point of early identification. It will include the early help assessment of need and provision of early help services which are delivered in a coordinated way. A tracked pathway will mean that there will be a clearer understanding of the need within families, including a chronology of early help support. This provides staff with the essential information to support effective planning and allocation of resources.

The services included within the Early Help offer are wide but it is recognised that there is not a shared understanding across families or workers about the range of support that can be accessed to contribute to a plan. Early Help can draw on universal services, family and parenting programmes, support for children with additional needs, and more targeted services for substance misuse, alcohol and domestic abuse. Developing a more coordinated approach to planning and the provision of support services, will improve family functioning and build capacity within the family to become more able to address their own difficulties and use the support services available within the City.

2.1 Current Situation

The Project is continuing to develop the detailed design for all work streams in order to ensure implementation will take place as early as possible. The detailed design is aligned to the PCC Enterprise Architecture and the design described in the Outline Business Case. It is also ensuring:

- Alignment with our Brilliant Co-operative Council Plan
- Escalating demand for children's social care services is minimised
- Prevention is used as a way of driving down higher end demand
- Improved outcomes from targeted support
- Alignment of resource, particularly with schools and health partners, leading to improved outcomes
- Reducing resource wherever possible, without a detrimental effect on service provision

- The creation of a stronger, more resilient market of service provision

2.2 Benefits and Capabilities

The benefits and capabilities for the project are described below.

Early Help

- Reduction in expensive, statutory provision of services
- Increased elimination of issues for children and young people
- Increased educational attainment
- Increased resolution of family issues
- Creation of a centralised data repository of contact with children and young people

Cluster Implementation

- Reduced costs to the Council through management reductions and increased capacity being delivered through partners
- Co-operative working with key partners through improved services to the child or young person
- Increased educational achievement

Youth Services

- Increased level of community involvement through trained volunteers, community development and joint delivery
- Reduction in funding requirements through integrated management and delivery
- Increased level of Preventative and Targeted Support
- Improved offer for particularly vulnerable groups e.g. Care Leavers and service alignment and response to recommendations from national learning such as the Jay Report
- Increased opportunities for Young People to have involvement in the decisions that affect them

Trading Services

- Service subsidies eliminated
- Surplus for re-investment created
- Increased efficiency of workforce

The financial benefits will be achieved through a combination of the following:

- Reduction in management posts
- Increased revenues
- Elimination of subsidies
- Increased productivity
- Reduction in salary and other costs from new recruits

3 Strategic Case

3.1 Scope

The purpose of the Co-operative Children and Young People's Services Project is to establish, guided by a set of principles, a system that will improve outcomes using fewer resources. A range of co-operative entities for service delivery will be enhanced or created and governed by citywide partnerships and cooperation.

Within the People Directorate, functions from the following departments are affected:

- Education, Learning and Families
- Homes and Communities
- Children's Social Care
- Adult's Social Care (Disability and Day Care)

As a result of this project, changes to these departments will include the functions that they perform, the processes that they use to deliver their operational services, some elements of the technology used and an overall reduction in their operational budget.

The project is governed and guided by the Independent Health and Well-Being Programme. The People Directorate Review, an IHWB Programme-level activity will also have an impact on the subsequent organisational structure for the departments in scope.

On 15th July 2014, Cabinet approved the Outline Business Case for this project and since that time, progress has been made in all areas of activity. This Business Case will provide an update on that progress, providing assurance that the benefits previously outlined are on track to be achieved and to seek approval for further work to be undertaken in order to fully implement the project scope.

This will be achieved through the following projects:

- Transformation of care provision for children and young people through co-operating with other departments and agencies to provide co-ordinated:
 - Information, advice and guidance
 - Early Intervention & Prevention
 - Intense and statutory activities with a re-configured CSC
 - The integration of Family Support within CSC
 - SEND services
 - Provision of Youth Services
- New organisational entities:
 - Education Catering – JV with schools (included for reference as Educational Catering will be implemented in January 2015)
 - PACLs – JV with Shekinah and YMCA (included for reference as PACLs is subject to a separate Cabinet Report)
 - Others as developed through design work
- Cluster model with new governance
 - Teaching and Aspiration (a new system of school improvement)

- Knowledge, Intelligence and Planning
- Community and Extended support
- Increased trading with schools
 - To improve effectiveness and resilience
 - To produce a surplus for re-investment
 - To eliminate subsidies
- Co-operative Commissioning
 - A city-wide implementation of multi-disciplinary and multi-agency commissioning of services for children, young people and their families

3.2 Strategic Fit

This project is aligned to the values of the Brilliant Co-operative Council through its consultation on the proposed new ways of working with external agencies, partners and customers; taking responsibility for improving outcomes for children and young people; delivering services which assess all customers in a fair and honest way; and working in an integrated way with our partners to deliver services.

The Early Help approach, which will be implemented across all of the departments in scope, will prioritise prevention and thereby reduce health and social inequality whilst using Council resources more efficiently. This approach is being driven by a desire to continue, and improve on, our existing high level of social responsibility.

Through recognising each child and young person as an individual with a unique combination of needs, and providing an action plan that matches these needs, services will be more flexible and efficient, resulting in a greater level of accountability with reducing resources.

The design work undertaken on Family Support and Early Help has established the principle of integrating some teams within an existing service structure which covers related functions. The Family Support Review work is at an advanced stage due to the urgency associated with completing service change to respond to growing demand and rising costs. It remains aligned to the overall principle and philosophy around integrating all Early Help functions but, due to the size and scope of this piece of work, the design work is progressing at an accelerated rate. It is generally the case that Phase One of this transformation will manage the internal changes required to bring functions together. Phase Two will commence integration with external partners and Phase Three will complete transformation once the delivery vehicle for a comprehensive and co-operative Early Help function is understood and agreed.

The current Family Support design document is included as Appendix I.

Working with partners and other agencies, the emphasis will be on building the capacity of individuals and communities to provide self-help. The review of Youth Services is instrumental in this approach, creating a significant number of community helpers, receiving coaching and mentoring by PCC staff.

Through adopting an approach, which recognises a continuum of need and consequently provides a continuum of support, children and young people will be kept safe and confident that, when they require help, it will be provided to them.

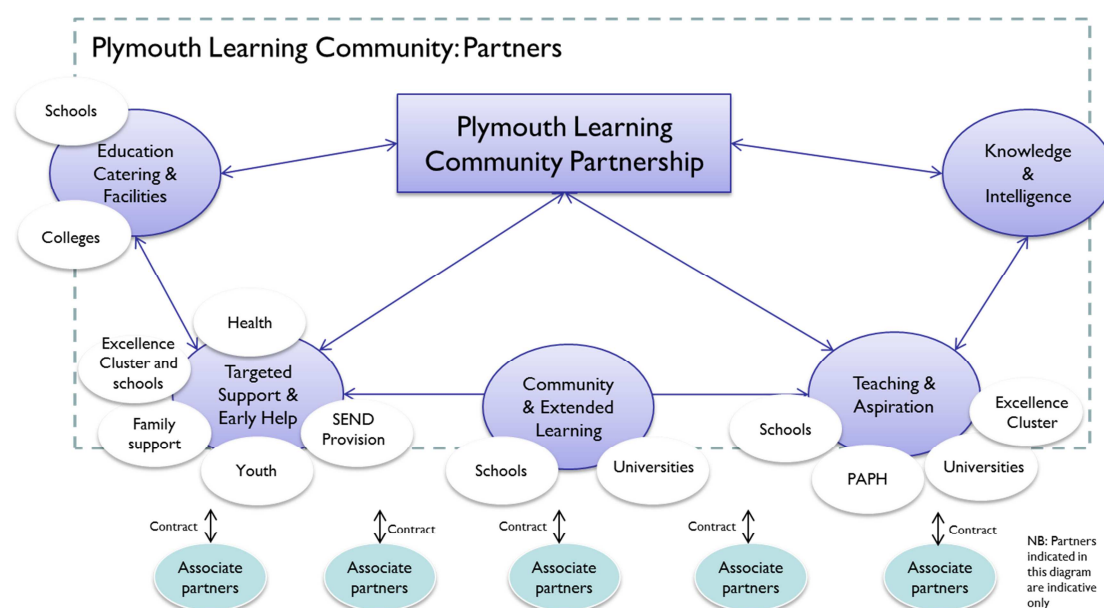
A significant new entity will be a Local Authority Trading Company (LATC) similar to that which has been established for Educational Catering. This LATC will incorporate many of the current functions within ELAFS and will receive its revenues from two major sources; the schools' purchasing of their services; and the Council's commissioning of their services.

An overarching element of governance which will be implemented towards the end of Phase One will be the Co-operative Children's Partnership Board. This will have the following key responsibilities:

- Quality Assurance of service provision across Plymouth
- Provision of strategic leadership on the types and capacity of service provision

In this way, PCC will continue to exercise their strong, strategic influence on the provision of services to the children and young people of Plymouth.

The diagram below demonstrates how the project will eventually integrate PCC and third sector organisations in the delivery of services.



The project continues to work with government agencies in the pursuit of excellent practice. The early intervention and prevention approach is being developed in conjunction with the Early Intervention Foundation, through exchanging practical ideas about achieving outcomes. The successful implementation of the SEND project has applied the philosophy of early intervention and is regarded as a pilot for the directorate's approach to Early Help.

The current PCC day and respite services for adults are inside the scope of the CCYPS Project and it is envisaged that benefits can also be realised from the integration of these services, together with its related functions, with the Children's Integrated Disability Service (CHIDS). In this phase of transformation it is recommended that the strategy is formed that describes a seamless pathway for users and their families. It is anticipated that from April 2015 PCC staff can begin to operate as one integrated disability team whilst work is undertaken to understand how best to deliver an improved offer to users.

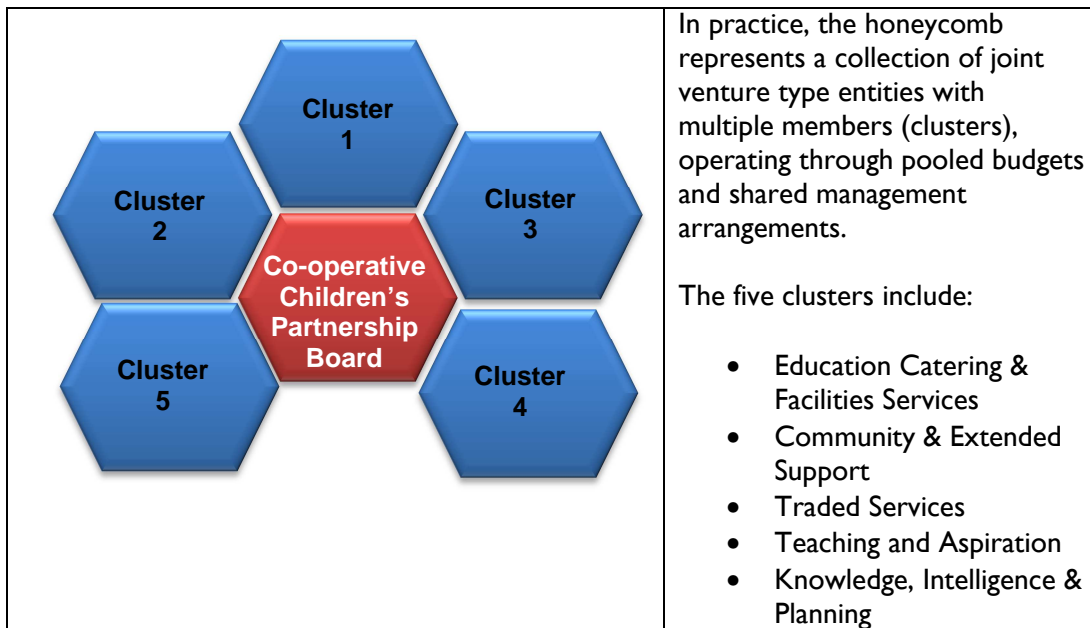
Work has already begun to ensure that our key partners of the Police, Health and Education are fully engaged with the new, co-operative approach to service provision.

Schools are in the process of transferring their Early Intervention resource into the CiC owned by schools (PAPH CiC). This resource is called the Plymouth Excellence Cluster (PEC) and provides support, upon request, to primary schools in the city. It is funded by schools through the DSG and backed by a decision by the Schools Forum. It comprises over 70 staff and they offer learning mentors, therapists, family support workers, educational psychology (in partnership with PCC) and a range of other behaviour support and preventative interventions.

In the last two years the relationship and working arrangements between PEC and PCC has very much improved and we anticipate that the future service will be an integrated one. It will not possible to achieve full integration in this phase of transformation and design work will continue whilst the Early Help offer is created in parallel. Operationally, the offer will continue to be joined and work will be done to establish the commissioning need and intent that will service the city's needs. It is also critical, from a PCC and family perspective, that the Early Help offer is not restricted to age or stage.

The Police continue to be engaged with the project, participating in the CSC Pilot and Youth Services reforms in particular. They are also involved in the on-going design work for Early Help and their active participation in the notification of issues and their resolution is anticipated.

The contacts with Health colleagues continue to strengthen and they will be involved in the detailed design discussions that are a precursor to implementation. It is anticipated that they will be significantly involved in the overall delivery of Early Help, in particular, through the establishment of one or more of the Clusters.



The project is part of the IHWB Programme and is aligned to its strategic principles:

- Helping individuals to stay well and achieve their potential
- The integration of health, care and education services
- The personalisation of support
- A family approach, where appropriate
- Increasing capacity through integrating with our partners

The detailed design that has been developed to date has been validated by the Transformation Portfolio Enterprise Architecture team and is fully aligned. The Project Team, in conjunction with the Programme Team, have undertaken extensive collaboration with other programmes in order to ensure that they are not replicating work being undertaken elsewhere and are informing them of the changes that are being implemented which will affect other programmes. For example, the establishment of the Educational Catering and the PACLs joint venture have an impact on the corporate centre and therefore will require the CCO and Customer Management programmes to take these impacts into account.

In addition, the organisational design that results from the project will also be aligned to the overarching design of the People Directorate Review with its emphasis on a strong separation between commissioning and delivery.

3.3 Assumptions

The Project implementation and benefits plans are based on a set of assumptions, which include the following:

- Implementation Assumptions
 - The organisation has the capacity to undertake this level of transformational change in challenging timescales
 - Appropriate technology will be available within the implementation timescales
 - The business design is implementable

- There is sufficient change management capacity within the Council
- Benefits Assumptions
 - There is adequate commercial experience in the Educational Catering and PACLs joint ventures
 - Appropriate overhead reductions can be achieved
 - The integration of service provision with our partners will release additional capacity

3.4 Strategic Risks

The strategic risks, which have arisen since the approval of the Outline Business Case and are being actively mitigated against, are as follows:

- Whilst our partners are engaged with the change principles, they will require a change to the way that all parties operationally organise themselves, which can be challenging
- The success of co-operative working will be dependent upon high quality information management, which is difficult to achieve in our implementation timescales
- There is little financial data on the effects of early intervention and prevention in reducing the incidence of high needs provision and therefore a balancing of costs
- Schools are required to be more proactive both in respect to children and young people and to other schools. They may not have the experience or capability to fulfil these new roles, notwithstanding training, coaching and mentoring by the Council and other partners

3.5 Constraints and dependencies

The project has the following constraints and dependencies:

- Organisational design changes introduced by the People Directorate Review
- The need for alignment with the organisational design of the Customer Services Transformation Programme
- The organisational design that the CCO introduces for the corporate centre

4 Options Appraisal

The Outline Business Case examined a number of options based around the level of integration of the Council with its partners in delivering the outcomes from the project. Options appraisal has subsequently been limited by the parameters within the Outline Business Case and has been at the detailed design level.

A number of options were considered in the Outline Business Case and the design of the subsequent recommendations has been developed considerably. During the design process, further, more detailed options have been considered. These have mainly been around the type of delivery vehicle (in-house, outsource, joint venture, LATC) that should be formed. Detailed analysis has indicated that each situation is unique and different legal entities are appropriate for the individual circumstances of a spin out of a Council function. Other options appraisals have included the detail of phasing and the sourcing of corporate support services.

The detailed design is available for review if required.

6. Benefits Realisation

The benefits associated with this project are both financial and non-financial and are both general to all of the work streams and specific to some. These are all identified below:

Educational Catering

- Co-operative working with schools to ensure that all schools can deliver their obligations regarding Free School Meals
- ICT, HR policies and finance systems which are appropriate to a commercial organisation
- Opportunity to increase service provision beyond catering to schools

Early Help

- Reduction in expensive, statutory provision of services
- Increased elimination of issues for children and young people
- Increased educational attainment
- Increased resolution of family issues

Cluster Implementation

- Reduced costs to the Council through management reductions and increased capacity being delivered through partners
- Co-operative working with key partners creating improved services to the child or young person
- Increased educational achievement

Youth Services

- Increased level of community involvement through trained volunteers, community development and joint delivery

- Reduction in funding requirements through integrated management and delivery
- Increased level of Preventative and Targeted Support
- Improved offer for particularly vulnerable groups e.g. Care Leavers and Service alignment and response to recommendations from national learning such as the Jay Report
- Increased opportunities for Young People to have involvement in the decisions that affect them

Trading Services

- Service subsidies eliminated
- Surplus for re-investment created
- Increased efficiency of workforce

The non-financial benefits will be a mixture of actual performance indicators and proxy indicators where it is not possible to directly measure the effect of change.

The financial benefits are discussed in detail below.

7. Financial Case

The Benefits Realisation section has described how the outcomes for children and young people will be improved and how the significant financial savings will be achieved. This section describes the costs of implementing the changes necessary and how they are justified in relation to the benefits that generated.

The table below is a summary of the expenditure and savings for the project over three years. It demonstrates the value to the Council of undertaking the project in order to achieve the service quality and financial gains that will contribute to the Council's strategic objectives.

	Yr 1 £	Yr 2 £	Yr 3 £	TOTAL £
SUMMARY INFORMATION (ANNUAL)				
PROJECT COSTS	289,702	322,963	0	612,665
OTHER COSTS	0	0	0	0
TOTAL COST	289,702	322,963	0	612,665
CASHABLE BENEFITS	450,000	621,000	1,009,000	2,080,000
Cumulative NET COST(-) / BENEFIT (+)	+160,298	+458,335	+1,467,335	+1,467,335

The financial benefits will be achieved through a combination of the following:

- Reduction in management posts
- Increased revenues

- Elimination of subsidies
- Increased productivity
- The enablement of the reduction in overheads
- Reduction in salary and other costs from new recruits

There is a maximum of £125K capital costs involved in the project.

The financial summary above has been derived through the following process.

Each of the projects was matched against their appropriate categories of savings and a potential saving calculated. The savings were calculated on the costs of employees (salaries, on-costs and overheads) for both staff and managers. The savings were subsequently validated by corporate finance staff in order to ensure that they have not already been allocated to other activities. The savings were then allocated into different financial years through an analysis of when these benefits were likely to occur.

The activities of all of the work streams were analysed and therefore they include budgets from the ELAFS, CSC and Homes & Communities departments. As a sensitivity check, the total savings were calculated as a percentage of the overall employee costs and this resulted in an overall reduction of 2-3%.

8. Management Case

The design of the Co-operative Children and Young People's project is aligned to the following Business Principles:

- Provision of Services to children and young people from pre-birth to, where appropriate, 25, in a consistent and coherent manner
- Co-operation with Health and Education partners in the provision of services
- Development of the School Improvement capability across the city
- A family approach to helping children & young people
- Enable services to be commissioned by the Council and traded with schools where appropriate
- Creation and development of a Memory of the Child
- Well publicised, easy to access gateway to the provision of multi-agency, partner based services
- Triage by experienced professionals
- Clear responsibility and accountability to deliver services in accordance with the needs of the children and young people.
- Emphasis on early intervention and prevention
- Team around the Child and Family
- Create a stronger, more resilient market of service provision
- The right service provider, internal or external, commissioned or purchased, will always be chosen
- Fewer, specialist-skilled teams with lower thresholds of access within PCC
- Flexibility of support plan

- Measurement of the effectiveness of intervention
- Whilst:
 - Managing the balance of supply and demand
 - Ensuring Safeguarding and Child Protection are paramount

These principles have been used to sense check the design as it has been developed. As a consequence, the design will result in a coherent business system to be implemented which is linked to the defined benefits and objectives sought.

The key elements of design that reflect this process are described below.

The introduction of the Knowledge, Intelligence and Planning cluster which will help to create a stronger market place.

The introduction of a trading cluster which will increase the efficiency and effectiveness of service provision.

The introduction of an Early Help capability will provide a highly visible means of accessing the Council and its key partners' services, aimed at reducing the need for intensive and statutory provision of services. A triage capability will ensure that all children and young people receive appropriate levels of support, from information, advice and guidance, through a multi-disciplinary, multi-agency, family-based action plan, to statutory intervention where required.

The Early Help capability will be introduced in three phases:

Phase 1 - PCC teams will embrace this culture

Phase 2 - The incorporation of Health into this way of working

Phase 3 – The incorporation of Education and other partners into this way of working

This approach which ensure that the level type and level of help is provided at all times. Monitoring of the effectiveness of the help and support provided will ensure that any additional, required help is provided if the issues and problems have not been alleviated by the initial action plan. The Early Help capability will also learn from the monitoring to ensure that future help is more tailored and effective.

The increase in trading of services will alleviate budget pressures, provide funding for re-investment and improve the effectiveness of service provision.

The technology that has been identified as a requirement is an integrated suite of: a customer relationship management system, a workflow system and a data repository. The IHWB Business Architect is undertaking a review of the requirements and matching them against existing PCC systems and those available in the market place. It is anticipated that there will be a phased implementation of the chosen technology, which will run in parallel with the phased introduction of the Early Help capability.

8.1 Project Plan

Project	Aug 14	Sept 14	Oct 14	Nov 14	Dec 14	Jan 15	Feb 15	Mar 15	Apr 15	May 15	Jun 15	Jul 15
Early Help												
Development of Design												
Develop Single Front Door												
Develop Central Resource Allocation												
Develop Triage System												
Develop Lead Professional												
Develop IT system												
Implementation of Early Help Cluster												
Traded Services												
Identify Services for Trading												
Development of Co-op dividend												
Agree Co-operative Governance Arrangements												
Design of new trading entity												
Implementation of trading entity												
Cluster Model												
Identify services for clusters												
Agree 3rd party partners												
Develop commissioning strategy												
Agree cluster governance models												
Spin clusters into new entities												
Youth Services												
Complete Phase 3 Transformation												
Phase 4												
Deliver Benefits												
Family Support												
Development of Design												
Identify teams for Transition												
Implementation												
Children Social Care Reconfiguration												
Design of new structure												
Training for common skill set												
Merging of new teams												
Education Catering												
Agree ownership with												

schools												
Design of Transition												
Spin out to new entity												
PACLS												
Design Transition												
Move from PCC accommodation												
TUPE to On Course South West												
On Course South West becomes legal entity												
Other Projects												
Develop School Improvement												
Agree citywide ambition and aspiration												
Establish children's commissioning function												

8.2 Key Milestones and Dependencies

Key Milestones	Due Date
SEND reforms become statutory	01/09/14
Draft Full Business Case	29/09/14
Cabinet Approval	11/11/14
Education Catering Live as new entity	10/12/14
PACLS relocates from corporate accommodation	19/12/14
Implementation of re-configured Children's Social Care	30/01/15
Creation of Traded Services entity from five clusters	01/04/15
PACLS TUPE into On Course South West	01/04/15
Implementation of Early, Preventative Help model	30/04/15
Implementation of Family Support Model	30/04/15
Completion of SEN review	01/06/15
Completion of Youth Services Review	01/06/15
Cluster model delivered through appropriate alternative entity.	01/06/15

The successful implementation of the project and the achievement of its benefits are dependent upon the following dependencies:

- The provision from the CCO Programme of corporate services to the clusters and other external entities where required
- The reduction by the CCO Programme of corporate services, including ICT, Finance, HR and accommodation in line with the reduced headcount that are directly employed by the people Directorate
- The introduction of business appropriate technology by the DELT Programme
- Successful alignment of the customer-facing elements of this project with the Customer Services Transformation Programme Team

8.3 Key Risk Analysis and Risk Management

	Description	Likelihood	Impact	Mitigation
2	Inability to identify a single IT system that meets all services requirements leads to an over complicated system which is difficult to use leading to frustration and mistakes from staff	H	M	Intensive analysis to be undertaken into IT capabilities so that a software programme can be identified at an early stage or that a programme can be designed
3	Lack of communication and engagement means the multi-agency/multi-team approach isn't supported by all parties leading to a lack of successful integration of teams	M	M	Comms and engagement strategy to be produced to ensure all parties are involved in creating the new service.

8.4 Quality Assurance

The quality of the products from this project will be measured and evaluated by peer review and the Project Manager. Subsequently they are submitted to the Project Board to ensure that their objectives have been achieved. They will also be submitted to the Portfolio Office for their assurance. Where relevant, products are submitted to the IHWB Programme Board.

Throughout the project the Senior Responsible Owner will evaluate the outputs and findings to ensure that the objectives meet the high level objectives of the mandate that has been received from the approval of Cabinet Reports.

Business Architects from the Portfolio Office will approve the detailed design to ensure that it is aligned with the Enterprise Architecture.

Financial benefits will be tracked throughout the project and assessed independently by the financial representative of the Portfolio Office.

Corporate Technology will be closely involved in any work streams that have an ICT implication to ensure that they comply with the strategic approach to ICT across PCC.

This document will be authorised by Project Board, Programme Board, the Portfolio Office, HR, Finance, Legal and ICT before submission to Cabinet.

8.5 Change Management

The following co-operative approach steps for change will be followed:

1. Preparing for change - Understand the current situation, the case for change, the future vision, consider what needs to be different
2. Designing the change - Involving others, working cooperatively, using co-design principles with stakeholders
3. Making the change - Use of change agents, monitoring progress, listening to feedback, use lessons learned, sharing success
4. Embedding the change - Ensuring the change is sustained and does not revert back to previous state, on-going measurements

The following will be applied within the change process:

- Strong positive leadership through change from outside the project team
- Robust stakeholder analysis
- Regular feedback and review e.g. engagement levels, workshop feedback, customer panels, change readiness survey etc.
- Relevant and tailored communications and engagement activity using the most appropriate mechanisms
- Consideration of co-design for change options
- Maximising opportunities for joined up and collaborative working between services, colleagues and partners

8.6 Communications and Engagement

Communications objectives

The following activities will be undertaken in the Communications work stream:

- Define the objectives and scope of CYPS communications. Produce a stakeholder and audience analysis.
- Define Key messages.

- Define the communication tools
- Define corporate Involvement
- Produce a regular feed into Portfolio Office and PCC
- Produce internal team communications
- Produce partner communications
- Evaluate effectiveness of communications

8.7 Framework and Methodologies

Programme Management Methodology.

Management of Portfolio, Managing Successful Programmes and Prince 2 methodologies will be used as tailored specifically for Plymouth City Council Transformation Portfolio through the Align Framework. See S:\Transformation\Portfolio Office

Judith Harwood

Assistant Director for Education, Learning & Families

Appendix I – Family Support Review

Review

1.0 Introduction

1.1 This review is part of the Children and Young People's IHWB Transformation Programme; it is closely linked to the Early Help and CSC projects within the programme. A phased approach has been adopted and this is the review of the targeted Family Support provision is phase one of the Early Help part of the programme.

1.2 Family Support aims to empower and enable families to take control over their lives and move forward in positive ways. It works in a holistic way; providing structured support for the whole family, using a diverse range of tools in order to:

- Develop stability of the family, aspirations, confidence and competence of adults in their parenting abilities;
- Helping improve relationships within the family to ensure safe, stable, and supportive families who are connected to their communities;
- Enable the emotional and physical wellbeing and development of children in the family and the life chances of the family as a whole.

1.3 Family Support has following characteristics:

- Family driven, meaning there is a true partnership with families;
- Comprehensive, flexible, and individualized to each family based on their culture, needs, values and preferences;
- Build on strengths to increase the stability of family members and the family unit;
- Utilise informal and formal family supports.

2.0 Scope

2.1 In Plymouth there is a wide offer of family support delivered by services across health, early years and schools as well as specialist support in services such as disability services.

2.2 The scope of the Family Support Review encompasses dedicated services for families currently delivered by Plymouth City Council (PCC), including Families With a Future (FWaF), Family Intervention Project (FIP) and FS elements of Children's Social Care (CSC) as well as posts in other PCC services delivering family support, including:

- Intensive Support Team (IST)(Youth Services)
- Intensive Family Support
- Integrated Early Years & Support
- Rapid Response
- Social Inclusion (FWaF posts)
- Family Intervention Project (FIP)

- Family Group Conferencing
 - Plymouth Parent Partnership (PPP) (parenting Support only)
- 2.3 The following areas have been out of scope:
- Children Centre Family Support
 - Parent & Child Placement Team
 - OAC Rooms
 - CHIDS FSWs
 - Adult Services – however clear link with commissioning plans for adult services
 - PPP Advice & information Services?

3.0 Local needs and demands

3.1 The review has undertaken an analysis and evaluation of local needs that has included data re

- Population, including deprivation, multi-occupancy and single parent households;
- CSC data, including referral rates, CP plans, and the reasons they are subject to plans, CinC;
- Troubled families/FWAF ;
- CAF and early help;
- SEND

3.2 Children's Social Care

- In 2013/14 there were 4776 referrals to Children's Social Care in, 71% (3391) of these proceeded to assessment. This represents an 18.9% increase in referrals from the previous year;
- There was also a 26.6% increase in the number of child protection plans in 2013/14 compared to the previous year;
- The main problems facing families with children subject to a Child Protection Plan were Domestic Abuse (29.5%), Unsafe Parenting (32.78%), Drug Misuse (7.4%), Alcohol Misuse (8.8%), Parental Mental Health Problems (12.9%) and at Sexual Risk from an Adult (6.1%).

3.3 Domestic Abuse

- Numerous studies tell us that in 65-77% of households where women and men are subject to domestic violence, children are also physically maltreated.
- In Plymouth, police are called to over 2000 domestic abuse incidents a year where children are present.

3.4 National Troubled Families Agenda - 2015 onwards

- Early start option – a further 363 more families will come into the programme by March 2015;
- This is anticipated to grow by 2,420 in the next five years;
- Crime, ASB, school absence, children who need help, worklessness & financial exclusion, domestic abuse and health problems are all now factors that signal inclusion into the programme;

- There is a requirement to implement a cost benefit tool for tracking outcomes.

3.5 Children with SEN

- There is a significant rise in children with BESD and ASC which is beginning to adversely affect school placements;
- Increased anxiety or lack of social understanding, which results in either self-harm or suicidal thoughts, outbursts of rage and anger which involve harm to others (often parents) and the police / social care becoming involved, or depression and withdrawal from usual activities / attending school.

4.0 Summary of the Family Support Review Analysis

4.1 Plymouth transformation team analysts have undertaken a review of the range of services providing family support looking at:

- Who is using the services – how many people and what is their need?
- When can they access the services – what are the thresholds?
- What are the outcomes for the families?

4.2 Each service can demonstrate that they have a clear eligibility and threshold for accessing the service; however outcomes and targets are not so clearly defined across all services. There is a high level of evaluation and outcome data for FIP, and impact has been evidenced within IST, and FGC services particularly in terms of reducing the need for some children and young people to come into care, and ensuring step down from CP plans. The payment by results data reflects impact for the families within the identified FWAF cohort. However it was not possible to identify impact of specific aspects of the work across all teams and service areas.

It was also clear that it was not always the case that different services knew when others were, or had been involved.

4.3 In order to have evidence of the success and impact of Family Support Services in Plymouth, the outcomes from the journey of the child and family needs to be measurable across all services. This should include ease of access by performance monitoring teams and management to the outputs. This is currently not consistently evident.

4.4 The range of referral points, acceptance criteria and separate service offer creates a complex picture for families, and other professionals and practitioners negotiating these thresholds in order to receive the support they need.

5.0 Workforce Engagement in the review

5.1 A series of workshops with managers and with frontline staff have taken place.

The workshops focussed on improved outcomes that the service will prioritise.

5.2 The managers agreed a mission statement for the family support service:

‘To provide the right support at the right time so that children and young people grow up in a safe and loving family. Families experiencing difficulties and problems will be enabled and supported to can equip their children to be resilient and confident.’

5.3 Staff across all services included within the scope of the review were invited to a series of workshops held in September that were tasked to consider the following recommendations:

- A uniform approach to assessment and care planning to include clear outcome monitoring;
- A training programme and tool kit is created for Family Support, ensuring a range of evidence based interventions;
- The current workforce also has a range of specialisms to meet a range of presenting need, held at the moment in different service areas which might be better utilised across the Family Support service;
- Future Service Offer

5.4 Common themes from the workshops included:

1. There are a large number of tools available to support workers undertaking assessments and reflecting the voice of the child/young person. Some tools are universally used in all service areas and some are only used by individuals or single services. A review of the current tool kit and recommendations for moving forward to have a consistent tool kit for all services.
2. Currently all staff receive training and mentoring before undertaking assessments. There is a risk to new joiners and refresher training for current staff as the availability of training has been reduced.
3. There was not full confidence that all services can evidence the success of targeted outcomes for children, young people and families. Reviews and monitoring work are undertaken; however the tools and data recording systems differ across the service areas. It is not possible to identify re-referrals between the services.
4. Current access to specialisms across the family support services varies depending on teams.
5. Preference for a centralised case recording system. Currently the different service areas are unable to access each other’s databases and this causes silo working, duplication and an overlap of support. It was strongly felt that this is a key issue that’s needs addressing in order to improve the family support service.
6. Breaking down barriers and working together with partners and other agencies. Develop better agreements for sharing of information with professionals, sharing of resource data and cross agency working. It may be that systems currently under review (e.g. Holistix and/or Capita One) could be utilised here.
7. The current timescales for working with families needs to be more flexible. Work can be restricted to up to 8 weeks, 12 weeks or a long term approach of up to 12 months depending on the service area. The advantage of long term working with families is the ability to build relationships with each

family member. Alternatively some families don't need to have long-term support, therefore a more needs led approach rather than time led approach is appropriate. This is aligned to the concept of the continuum of care.

8. Improving the management of crisis response to cope with the increase in demand:

- Rapid response balanced against carrying caseloads;
- Understanding the access points for crisis, police or CSC OOH';
- Vacant posts not recruited against therefore loss of resource.

6.0 Recommendations

6.1 A single outcome framework for Family Support. This needs to be further developed in response to a greater understanding of need and consultation with families and stakeholders.

6.2 A single point of referral to Family Support, and a single coordinated response to ensure that families get the right response at the right time. This should link to the Early Help single front door.

6.3 A single assessment and care planning model to include clear outcome monitoring. This will ensure a consistent offer for families, underpinned by best practice.

6.4 A training programme and tool kit is created for Family Support, ensuring an evidence based offer of a range of interventions that can demonstrate outcomes for families.

6.5 Services are configured to create a clear and effective offer that reduces the risks of families "falling through the cracks". This can best be achieved through bringing together all of the teams, within the scope of the FS review, under one management structure.

6.6 The service will build on assessments and interventions that already evidence direct impact and therefore improved outcomes.

6.7 The service develops an outcomes framework that includes:

- Improving the ability of vulnerable parents to prioritise their children, keeping them healthy and protect them from harm;
- Application of consistent affection and setting of boundaries, including those in separated and reconstituted families children;
- Preventing children and young people requiring a Child Protection Plan;
- Improved relationships and the reduction of conflict within families;
- Increased parental ability to manage behaviour difficulties
- Increased aspiration across the whole family, including
 - ✓ Improved family stability and reduction in chaotic and harmful behaviour
 - ✓ Improvement in family financial management
 - ✓ Reduction in debt

- ✓ Improved engagement in education, training or employment for both adults and children.
- ✓ Reduction in persistent absenteeism, fixed term and permanent exclusions
- Prevent intergenerational poor outcomes, ensuring positive transition to adulthood
 - ✓ Prevention of homelessness, including youth homelessness
 - ✓ Reduction in crime and anti-social behaviour within families
 - ✓ Reduction in anxiety, anger, self-harm and depression for young people
 - ✓ Increased coping mechanisms for dealing with stress and distress

6.8 That the service uses a performance framework using suggested KPI's that will include the numbers of

- children prevented from entering the care system
- children where decisions in respect to permanency outside of the family are made in a more timely fashion due to evidence provided from family support
- Reduction of repeat referrals to children's social care
- families where there is a reduction fixed term, permanent exclusions and persistent absenteeism for all children in the family
- young people at risk of youth homelessness living safely with family, relatives or friends
- Number of families where there is a reduction in domestic abuse incidents (121a) in the family
- families at risk of homelessness retaining their tenancy
- families where there is a reduction in anti-social behaviour incidents
- families where there is a reduction in criminal activity committed by young people
- families where parents and young people post 16 are engaged in training and education or employment

6.9 Agreed and common thresholds and referral criteria as set out below.

6.10 For brief interventions, mediation and parenting programmes:

- Families who have inconsistent and unclear parenting skills or hostile and rejecting relationships with their children, where there is significant impact upon children and young people's outcomes that cannot be managed by Early Help services.
- Young people at risk of homelessness.

6.11 For more intensive family support, where the Family Support Worker becomes the lead professional:

- Those for whom brief interventions and parenting programmes have not improved outcomes and where children's behaviour problems are escalating, including those with repeat fixed term exclusions and entrenched persistent absenteeism problems or young people becoming homeless.

- Families have chaotic and/or dysfunctional behaviour and/or erratic or neglectful parenting that is having a significant impact of children and young people’s outcomes, including problems with parental:
 - (i) Domestic Abuse
 - (ii) Substance Misuse
 - (iii) Mental Health
 - (iv) Long term unemployment
 - (v) Offending
- Families are involved in high risk (dangerous, abusive or reckless) anti-social behaviour or offending behaviour that is having a negative impact on the community or may result in them losing (or has resulted in them losing) their home.

7.0 Structures and Potential Efficiencies

7.1 The proposal means that, if agreed, there will be a bringing together, and integration of: IST, Family Support Teams, Intensive Family Support, Integrated Early Years & Support, Rapid Response, FWAF, FIP, and FCG, within one service area. There will be a continuum and range of support until ‘step-down’, or step up if more formal interventions are required, careful and measured handover to relevant service (i.e. CSC, ASC, NHS, and PCH etc.).

7.2 This proposal would require staff to change the way they currently deliver services and where they currently ‘sit’ in relation to their teams and management. It is anticipated there would be no changes at this stage to existing Role Profiles. However, a review of role profiles is recommended in due course.

7.3 The management structure would need to be reviewed and ratios of Manager to Direct Reports agreed. A flatter structure might be more effective in completing tasks and projects faster, but may not put in place desired (or statutorily required) supervision.

7.4 Organisational analysis will be required once the strategic direction and shape of the People Directorate has been determined.

7.5 Savings will come from the following measures:

- Reduction in senior and frontline management costs currently set against the troubled families grant;
- Review of funding practitioners working with the troubled families cohort of families that are not currently funded through the grant;
- Review of services commissioned through the troubled families grant
- In the medium to longer term savings will be achieved, that will ensure sustainable business model, as outcomes impact on numbers of referrals to CSC.

7.6 The extent of management efficiencies and savings will also be contingent on the outcome of the People Directorate Review.