Commissioning Gateway Review Report
Additional Stage 2 Information
Family Support Commissioning Review – 11- 18

Contains:-
Service Mapping and Analysis

REVIEW OVERVIEW

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Service Review Title:	Family Support Continuum – 11 – 18 Section

3.0 Service Assessment

3.1 The rationale for mapping

3.2 As highlighted in this report the impact and success of this element of the Commissioning Review process, is the complex interaction and interdependencies of a whole system involving a wide range of services, provided by organisations across all sectors.

3.3 In order to support the review of these services and processes it is essential to map out all of these services and explore and analyse these interactions to ascertain whether they are effectively joined up around the young person and family. As the preceding sections highlight, this will be carried out utilising the Continuum of Need model.

3.4 However, when conducting this mapping it is also imperative to consider other key models that interact with the Continuum of Needs to ensure we are able to map and understand the interactions in as realistic a way as possible.

3. 5 This review has undertaken this challenge via the age group of the child involved in the family, due to the fact that the interacting systems are so different for children and young people at different ages. This is further evidenced by the varying national guidance and frameworks that exist for different age groups.

3.6 This section of the Commissioning Review will separate the age groups into two sections to enable effective mapping of services and systems. These will be the 11 to 16 age group and the 16 to 18 age group.

3.7 Rationale for 11 – 16 age group

3.8 Within the 11 to 16 age group it is essential that the Family Support Continuum of services is considered alongside the Graduated response that our school systems in Swansea operate. Our schools and the wellbeing processes in place through our schools is critical in the development of preventative approaches and the wellbeing of young people and their family. Therefore the mapping of services for this review has mapped these processes alongside each other. Fig.1.1 show's a visual representation of how these services and processes work alongside each other.

3.9 Further commentary of the model also describes the brokerage and panel processes which currently operate across the system and a visual representation of these can be seen in the Appendix 1.1.

3.10 The following sections then analyses the context, culture, systems and structures which exist on the mapping document utilising a signs of safety approach.

3.11 For the 16 to 18 age group it is essential that the Family Support Continuum is visually mapped out against the Engagement and Progression's 5 Tier Model as within this age group it is the interaction between these two models that is essential to understand how services interact to provide appropriate support.

3.12 Again, further commentary of the model also describes the brokerage and panel processes which currently impact across the mapping, with a visual representation located in Appendix 1.2

3.13 The following sections then analyse the context, culture, systems and structures which exist on the mapping document again utilising a signs of safety approach

3.14 In addition a further section will give an overview and analysis of the transition process between the age groups.

3.15 It should also be noted that although the mapping considers the interactions of all services and processes not all of these will fall within the scope of this review. Any services that are highlighted in Green mean that they are included within the scope and therefore recommendations could directly affect the service and or the commissioned funding that they receive. The analysis and options for change will therefore be more focussed around those services within scope, although some of the analysis maybe general to all parts of the mapping or system. Again it is essential to understand any potential changes within the context of the wider mapping.

3.16 Based on the mapping below the following services were identified as being in scope for this review:

  ➢ Young People Services Evolve Level 2 and 3 Teams
  ➢ Elements of the Young People Services Evolve Targeted and Specialist Team
  ➢ Families First Commissioned element of support for Ethnic Minorities
  ➢ Families First Commissioned element of support for Young Carers
  ➢ Western Bay Youth Justice and Early Intervention Service (WBYJ&EIS) Prevention Service Arrangements

3.17 The mapping work and analysis section was conducted through a series of extended workshops with the Commissioning Team (Young People and Family Sub Group). All members of the group contributed to the exploration and analysis of the mapping. Despite a significant investment of time to the task, the complexity of the interaction between these systems would require a more thorough and systematic approach to give a valid and robust analysis. The views do highlight

some of the key issues highlighted by stakeholders and will enable option development for the purpose of this review.

3.18 Fig 1.1 is shown on page 4.

- **Fig 1.1 Mapping of services for 11 to 16 age group combining the Family Support Continuum Model with the Schools Graduated Response Model (Number of Young People in System)**

Swansea's Continuum of Support for ages 11 to 16

Education Based Graduated Response

		1	2	3	4
		Mainstream School	**School Action**	**School Action Plus**	**Education Other Than At School (EOTAS)**
		No additional in school needs identified Personal and Social Education (PSE) Curriculum School Admissions ERW Challenge Advisors	Pastoral Support & Individual Education Plans (IEP's) School in house provision (eg. nurture groups/Chase, Pace, Owls etc) School commissioned external provider Work based training Reduced/alternative timetable & curriculum	Behaviour Support Team (Individual behaviour plans IBP's) Education Psychology	Step Ahead - Mental Health & Emotional Difficulties Arfyrn (8-14) - Social, emotional & behavioural difficulties (SEBD) Brondeg (14 - 16) - Social, emotional & behavioural difficulties (SEBD) Pathways (14 - 16) - Social, emotional & behavioural difficulties (SEBD) Out of county placements
		Statements - 1:1 support in mainstream classes (The authroity maintains 33 specialist teaching facilities in 29 schools for pupils with moderate, severe and complex needs) Education Welfare Service - all pupils who fall below 80% in attendance			

Continuum of Needs

			Mainstream School	School Action	School Action Plus	EOTAS
1	**No Additional Needs**		Evolve Youth Clubs, Info-nation, Church based Youth Clubs, all Uniformed Groups(ie.scouts, guides, cadets), all sports clubs, music, art and dance groups. Council 360 Sports officers, Council Street Games Teams. *Please note this list is not exhaustive and offer is grouped into sections			
2	**Additional Needs > Single Issue Support**		The Exchange School Based Counselling Service, Community Adolescent Mental Health Service (CAMHS), Choices/Drugaid, Careers Wales, Domestic Abuse Hub, LAC School Support, Community Police, SNAP, Ethnic Youth Support Team(EYST), Western Bay Youth Justice Youth Offending Service, Play, YMCA Young Carers Service , Sexual Health and Digital Literacy Support, PREVENT			
3	**Complex Needs > Lead Work Support**		Support not required		SYPS Evolve Level 2 and 3 Lead Workers, Western Bay Youth Justice Youth Offending Service, Ethnic Youth Support Team (EYST), YMCA Young Carers Service, Jigsow, Family Wellbeing Team Joint Working with Team Around the Family, Parenting, Play	EOTAS Pathways Lead Workers, Western Bay Youth Justice Youth Offending Service
4	**Statutory Intervention >**		Social Work Intervention - Looked After Children - Pre 16 LAC Team, Children in Need (CIN) & Child Protection Register (CPR) - Area Social Work Teams Western Bay Youth Justice Youth Offending Service Case Management Young People with Disabilities - Child Disbaility Team			

What are we worried about	What's working well	What needs to happen
➢ All schools operate different systems for the graduated response ➢ Gaps in single issue support (emotional/mental health support, specialist adolescent parenting) ➢ Potential duplication of panels ➢ Attendance at some panels is not holistic ➢ Inconsistent use and practice for VAP Data across different services ➢ Capacity is an issue across all services, both for delivery and communication with partners ➢ The number of different strategic and working group requirements for services. ➢ Complexity of brokering the single issue support and mapping of the full offer ➢ Complexity of having level 2 and 3 lead work teams in YPS Evolve ➢ Understanding and clarity of co-working processes between statutory and prevention services ➢ Understanding and clarity of capacity and systems regarding mental health pathways ➢ Still a great deal of 'cold' referrals in the system as opposed to the practice of 'warm' handovers ➢ Still some trust issues between services regarding practice and competence ➢ Young people most in need may not	➢ Development of multi- agency meetings in schools ➢ Development of the VAP Data ➢ Tracking of young people up to the age of 18 ➢ Early identification of young people potentially going to be NEET ➢ Performance management processes are improving ➢ Development of joint brokerage process between YPS Evolve & WB Youth Offending Service ➢ Development of lead work practice ➢ Development of step down approach ➢ Embedding of the Team Around the Family approach throughout most services ➢ Embedding evidence based practice approaches such as MI, Solution Focussed developing in most prevention services. ➢ Embedding the SOS as a risk management approach across prevention services is developing well ➢ School attendance is showing a steady improvement in performance ➢ LAC numbers are showing a steady decline and therefore increase in performance ➢ Brokerage between organisations is being tracked and can demonstrate cross working across organisations.	➢ More specific alignment of resources to individual schools where possible ➢ Continued development of VAP Data and practice guidance ➢ Strategies or capacity to cover gaps ➢ Merge panels and streamline panel processes and paperwork where possible ➢ Ensure that appropriate professionals are always represented at panels. ➢ Greater co-ordination of cross cutting workforce development ➢ Alignment between overarching guidance for schools and family support. ➢ Greater Co-ordination between school wellbeing leads and processes and prevention and statutory wellbeing leads and processes ➢ Greater synergy and adoption of single assessment and performance measuring tools where appropriate ➢ Improved practice for brokerage/referral process including the sharing of data ➢ Continue to improve the co-production of work and systems between YPS and YOS ➢ Improved understanding and

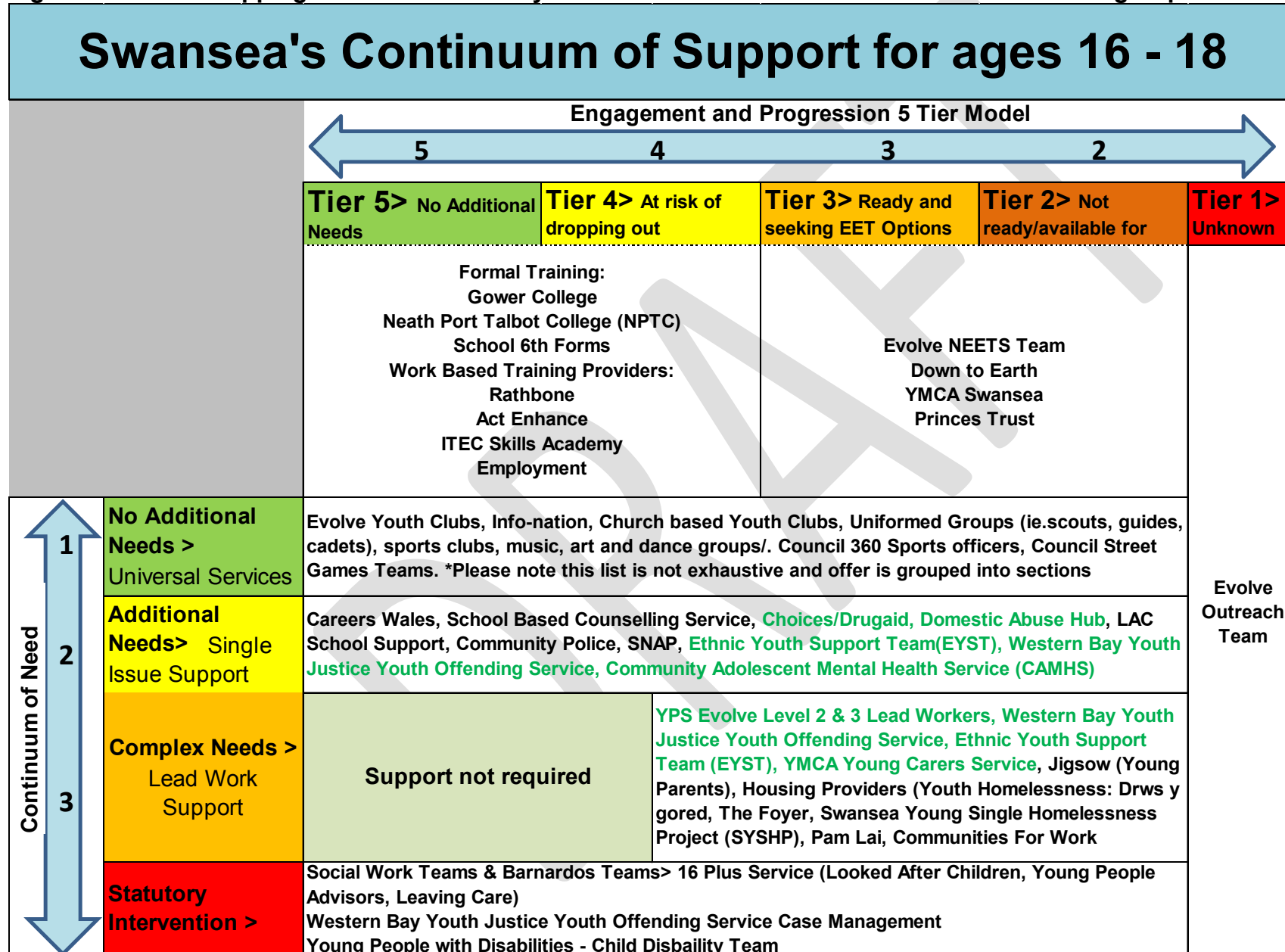|		
- receive consistency due to the system - Services within the system are changing so fast that it is hard for other services to keep up which can create barriers - Clarity regarding the differences between single issue support and lead work support - School moves happen outside of the context of a panel process and the quality practice varies - Cost benefit analysis of prevention approaches is limited - A large number of Management Information Systems are used by different organisations which creates issues for information sharing - Complexity of the CIN Data across the system - Ensuring that appropriate support levels and process are secured for the EOTAS Provision - Gaps identified in: Mental/emotional health provision, specific adolescent parenting support,		- practice for the stepping down of statutory cases, especially in relation to CIN cases - Specific alignment of resources and process for those who move into EOTAS Provision.

Complicating Factors
- The scope of this review is limited to those services in scope and therefore final options will be limited to those within scope of the review. This is further complicated by the fact that some of the services in scope only have certain elements of their service included. However, the mapping and wider analysis will enable this to take place within the context of the wider mapping and analysis and potentially influence these wider elements.
- The synergy between overarching strategies is not explicit, therefore certain aspects are not as joined up as they could be. This review will look at influencing small developmental steps and changes in order to continue improving this.
- There are significant barriers regarding professional language being used. For example, Education and Social Service policy

drivers are not explicitly aligned at a national level and therefore application of this varies in local contexts.

➢ There are complexities about the range of services and systems for different ages and the fact that families may have more than one child that are different ages.

➢ Young people who are the most vulnerable in the system have the greatest offer of support, but are also subject to more panels and the involvement of many different professionals. If this is not joined up, it can create instability during periods when consistency is the most important

➢ There are significant overlaps with other wider strategic reviews and Commissioning Reviews that need to be understood alongside this review. In particular this includes the current EOTAS Review and the pending ALN Commissioning Review.

➢ Many of the services identified in the mapping operate in very different structures which can make communication complex. Ie some services have regional frameworks, some have authority based structures. Ie. Health, YOS, Education have very different structures.

➢ Service and organisational cultures are often very strong and long standing and can provide significant barriers to strategic organisational change.

➢ Individual relationships can still play a key role is partnership development and therefore this needs to be understood within the system.

Swansea's Continuum of Support for ages 16 - 18

Engagement and Progression 5 Tier Model

5	**4**	**3**	**2**	
Tier 5> No Additional Needs	**Tier 4>** At risk of dropping out	**Tier 3>** Ready and seeking EET Options	**Tier 2>** Not ready/available for	**Tier 1>** Unknown

Continuum of Need			
		Formal Training: Gower College Neath Port Talbot College (NPTC) School 6th Forms Work Based Training Providers: Rathbone Act Enhance ITEC Skills Academy Employment	**Evolve NEETS Team** Down to Earth YMCA Swansea Princes Trust	
1	**No Additional Needs >** Universal Services	Evolve Youth Clubs, Info-nation, Church based Youth Clubs, Uniformed Groups (ie.scouts, guides, cadets), sports clubs, music, art and dance groups/. Council 360 Sports officers, Council Street Games Teams. *Please note this list is not exhaustive and offer is grouped into sections	**Evolve Outreach Team**
2	**Additional Needs>** Single Issue Support	Careers Wales, School Based Counselling Service, Choices/Drugaid, Domestic Abuse Hub, LAC School Support, Community Police, SNAP, Ethnic Youth Support Team(EYST), Western Bay Youth Justice Youth Offending Service, Community Adolescent Mental Health Service (CAMHS)	
3	**Complex Needs >** Lead Work Support	**Support not required**	YPS Evolve Level 2 & 3 Lead Workers, Western Bay Youth Justice Youth Offending Service, Ethnic Youth Support Team (EYST), YMCA Young Carers Service, Jigsow (Young Parents), Housing Providers (Youth Homelessness: Drws y gored, The Foyer, Swansea Young Single Homelessness Project (SYSHP), Pam Lai, Communities For Work
	Statutory Intervention >	Social Work Teams & Barnardos Teams> 16 Plus Service (Looked After Children, Young People Advisors, Leaving Care) Western Bay Youth Justice Youth Offending Service Case Management Young People with Disabilities - Child Disbaility Team	

What are we worried about	What's working well	What needs to happen
➢ Complexity of transition for most vulnerable learners ➢ Complexity of working across two very different sets of service mapping for staff ➢ Complexity of building relationships across complex service mapping ➢ WG's commissioning strategy has meant a regular change of providers which has disrupted relationships and processes ➢ Third sector orgs develop and receive funding in isolation of the system ➢ Communication between all partners ➢ There are significant differences between the interpretation of lead work roles ➢ There are significant differences in the pay levels between staff in identified lead work roles ➢ Poor information sharing with the Department of Work and Pensions (DWP) and job centre ➢ Changes to funding for University places may effect transition at 18 ➢ Overlap of various European Funded projects	➢ Embedding of the 5 Tier model to support co-ordination of appropriate support ➢ The tracking data of all 11 to 18 young people and ensuring that they receive an offer of support ➢ The brokerage process between Careers and YPS Evolve ➢ The development of co-ordination between all post 16 lead work providers ➢ Development of ESF Funding Bid to increase capacity and reduce gaps ➢ Partnership working of most organisations via NEET Board ➢ Tier 1 unknown tracking is consistently the best in Wales ➢ The co-location and co-production of a new one stop shop and 16 plus service currently being developed. ➢ WBYJ&EIS has significant capacity to support the ETE agenda ➢ WBYJ&EIS has utilised voluntary paid work experience to great effect ➢ Continuing trend of lower numbers of young people Not in Employment, Education or Training at both local and national levels	➢ Specific lead work arrangements for 16 plus services ➢ Continue to build the process of 'warm' handovers via the brokerage process ➢ Continue to build on the identification and brokerage process for school leavers ➢ Continue to develop specific arrangements for EOTAS Pupils ➢ Continue to develop the Cam Nesa European funding bid ➢ Inclusion of all partners in monthly cluster meetings ➢ Joined up bids and liaison via SCVS ➢ Mapping of over 18 services and brokerage routes

Complicating Factors

- Uncertainty of European funding
- Changes to the Communities First funding will have an impact on the arrangements of employment programmes but this have not yet been clarified
- Changes to Post 16 services offer lots of potential to join up services more effectively, but the NEET aspects of this have not yet been prioritised

Analysis of the brokerage routes and system that take place at the transition point aged 16

- TAF Referral Routes
- Evolve Brokerage route for schools
- Young Carers single referral route
- EYST single referral route
- WBYJ&EIS – referral route
- WBYJ&EIS – R & R Panel
- SEN Panel
- EOTAS Panel
- No formal process for Managed School Moves
- CARAT (Front Door to Child and Family Services) Multiple individual step up/step down processes
- CAMHS via clinical routes only – GP, EP, A&E,
- Post 16 – Cluster meetings - Careers

What are we worried about	What's working well	What needs to happen
- Duplication of processes - Mixed understanding of terminology – ie referral/brokerage	- Front door connection with services - Evolve Brokerage route with	- Ensure synergy with EOTAS Project Team to reform panel arrangements - Simplify and join panels where

➢ Ability to track and monitor performance across the whole system ➢ Some systems working in isolation of one another ➢ Poor attendance from services at panels due to capacity issues ➢ The correct representation and information is available to all panels	secondary's has been developing well ➢ Evolve performance reporting demonstrates robust measures for brokerage ➢ Carat/front door has developed robust performance measures	appropriate ➢ Ensure appropriate representation on panels ➢ Ensure groups link into other reviews to support the synergy between panels and shares mapping and knowledge

Complicating Factors

➢ Some panels and brokerage routes are being considered in other reviews ie. ALN & EOTAS
➢ Disability has another set of processes which need to be reviewed alongside these. Again these are being looked at through other reviews ie Disability Review & ALN Review
➢ Some organisations are subject to regional boards which make the decisions ie.YOS & CAMHS
➢ Regional arrangements may not fit, as these services are arranged very differently across different authorities