

Family Support Commissioning Review – Over 11's

Stage 3 – Benchmarking Comparison Report for Family Support Services

1.0 Introduction & Purpose

1.1 Stage Three of the commissioning review is a benchmarking and authority comparison exercise to explore and analyse best practice across.

2.0 Summary of process

2.1 Research undertaken by the members of the Young People and Family Sub Group has provided an overview of models being used and developed across parts of Wales and England, it utilises the National Benchmarking work for Youth Services and gives further insight into the models currently being developed in Cardiff, Rhondda Cynon Taf, Bridgend, Gloucester and Surrey. These authorities were selected due to their similar urban environments and due to working relationships that have enabled access to these authorities and organisations. Aspects of models in more rural authorities have also been given due consideration where relevant.

2.2 It is extremely problematic to directly compare or benchmark such a wide range of services as in both Wales and England as the way in which these services are structured and titled varies considerably, thus leaving any direct benchmarking with extremely low validity. Accordingly, the key findings have a significant focus on the structure, focus and culture of these service areas in different local authorities, providing highlights of significant factors and examples of potential best practice from across England and Wales.

2.3 The summary of key findings from our comparators:

- All areas are exploring models of greater integration between services that work with young people and families.
- A critical factor in the selection of services that have greater levels of integration appears to be their structural location within the organisation. For example, youth services that sit within an education directorate tend to have very school focussed integration and sometimes no arrangements with their Child and Family Services.
- Brokerage is a key issue in all models, although many areas still have very informal targeting and brokerage processes. The joining up of different brokerage routes has taken many different forms across authorities with no one area appearing to have mastered the perfect combination.
- Scotland have taken a very interesting approach with the Government driving a National Framework called the Getting It Right For Every Child (GIRFEC) Model. The model promotes some very innovative and integrated practices, but issues in Scotland have related to the varying ways in which

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authorities have adopted and embedded such a top down approach. This variety has slowed the implementation of the programme down.

- Schools can provide a useful platform to engage with children, young people and families as the vast majority have to interact with school, however this has meant that there is often a very complex set of various panels and processes around schools that are often too cumbersome and complex. A number of authorities including Cardiff and Newport and brought a number of their school panels together to drive efficiencies and co-ordination. These have included their SEN, Managed School Moves and EOTAS Panels which then seek to have full representation from all key stakeholders. Aspects of these mergers have had a positive impact, but none appear to have solved all of the issues associated with these panels.
- Three authorities in Wales have merged their Youth Services and Youth Offending Services, which are Pembrokeshire, Carmarthen and Wrexham. These are all at early stages of integration and in some cases still managed as separate services, but they appear to have made efficiencies in their prevention work and have benefitted by sharing practice, improved brokerage and use of resources.
- Gloucestershire County Council has developed a very different model, where, over the course of 10 years they have matured a commissioning relationship with an organisation called Prospects. Their initial steps commissioned the Youth Service, Youth Offending and Careers services to the service. Following steps have seen their, Looked After Children Services, Leaving Care Services, Homelessness Services, NEET and Youth Employment Services and a variety of Health Services all commissioned into the Prospects organisation.
- Other models in English authorities offer slightly more cautionary tales, where failures in the commissioning process have resulted in the complex procedure of bringing services back in house.
- All authorities reported significant issues around the access for CAMHS services, although some areas such as Gloucester have different arrangements in place that have helped alleviate some aspects of this.
- Most YOS models in Wales have established positive and formalised arrangements with their substance misuse provider, but there is more mixed access, alignment and outcomes for wider prevention services.
- There are lots of examples in all authorities of evidence based practice parenting models and approaches, but there are very few that have developed significant adolescent specific parenting models. Powys utilise the Take 3 model for adolescent parenting, which follows a very specific set programme. The limitations of this type of approach is the motivation of adolescent parents to commit to such a structured programme.
- Where common risk frameworks (ie Signs of Safety), assessment framework and brokerage processes had previously rolled out across multiple services,

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it does appear to have enabled a faster pace of structural service integration. ie Gloucester shared that they felt the lack of an agreed risk framework lead to several years of slowed progress in some key areas.

2.5 Critical factors currently identified in Swansea

- The development of young people and family services within the structure of a People Directorate, under Poverty and Prevention but alongside Education and Social Services has meant that the development and current integration of services has had a balance of perspective between those two major stakeholders, which could be considered as healthy. This is not common across other authorities in Wales.
- The development of the targeted lead work role with a whole family approach within Young People Services has been a bold and innovative development, it has driven a culture of multi-disciplinary staff with a specialism for working with young people, but firmly rooted in a whole family context, adopting and adapting Swansea’s Team Around the Family Approach.
- Embedding the Signs of Safety/Wellbeing Approach as a risk management framework with leading support from our Child and Family services is beginning to pay dividends and raise the ability of services to manage proportionately complex risk appropriately and safely.
- The regional approach to Youth Justice has been very innovative and the economies of scale afforded within the regional approach support a structure that maintains a huge knowledge and skill base in a very specialised area of work.
- However, despite the many positives it also means that there is still scope for greater levels of integration across services and directly with both Education and Social Services, especially in relation to brokerage of services, partnership working and practice development.
- Swansea still has a wide range of panels, processes and brokerage routes that are not yet effectively joined up in their thinking.
- Schools can still be faced with too many separate offers of support from internal and external organisations, a number of authorities, such as Newport and Rhondda Cynon Taf have developed brokerage models that demonstrate areas of greater integration. For example the merger of SEN, Managed Move and EOTAS Panels with buy in from all key stakeholders and school based multi agency meetings.
- The front door of Child and Family Social Services and the Child and Family Area teams can face similar issues in brokering services and stepping down cases. The early help model within Bridgend creates a single gateway which can simplify the access and brokerage of services to get to the right service.
- Although many areas have integrated services at a structural level, often services still keep individual identities and therefore have not yet realised the

Comment [EG1]:

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full potential of integration. This appears to depend upon the cultures within those service areas, the change management processes adopted and the time for these models to mature. Team and management cultures vary significantly across the services which can make integration a very difficult process

- A critical factor influencing the cultures are the professional background and grounding, which can often appear to be threatened by more integrated models. Value, pay and grading then add complexity to these perceived issues. Swansea has made significant steps in integrating multi-disciplinary teams where appropriate, but many of these issues are still underlying.
- It is also important to recognise that integration has a tipping point, whereby certain areas of knowledge, function and expertise are lost due to a lack of support or complexity of roles.
- There are positive brokerage arrangements developing between the TAF Team who work in Early Intervention and the Young People Services which offer foundations to be built upon, to ensure that these processes are accessible to all services.
- As the mapping exercise has highlighted, Swansea still has a number of gaps in relation to provision for young people and families. These gaps include support for the parents of adolescents, mental and emotional health for young people.

2.7 Conclusions

Key factors for consideration in the development of the Options:

- Greater integration between services – ensuring all services are joined up around children, young people and their family.
- Simplified brokerage processes – ensuring that all services can be accessed easily and do not trap families between services due complex criteria and inflexible processes
- Joint workforce development across service areas – utilising common frameworks can support service to integrate more easily and for best practice to be shared
- Solutions for any identified gaps in provision
- Improved performance management demonstrating direct links to outcomes

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3.0 Individual Authorities

3.1 Cardiff City Council

Youth Service, Youth Offending Service & Other

Key factors:

- Large number of full time staff in Youth Service
- All Qualified Youth Workers
- Teams split into two main areas. One area does targeted prevention work. One area focuses on more open access youth work interventions
- Located in the education department – strong links with education and schools.
- Staff aligned to specific schools
- Most schools have a co-ordinated multi agency meeting
- Support an integrated panel dealing with statements, managed school moves and EOTAS.
- Joint management information system with Careers (Cognisoft)
- Strong partnership with careers
- No step up step down process in place between Social Services Area Teams or Front Door.
- No specific risk management framework currently in place
- Cardiff Youth Offending Team runs separately in Social Services. Very low levels of integration between the service areas.

3.2 Monmouthshire

- Teams split into 3 areas - Open access and projects, Face2Face and education (Pre and Post 16)
- Open access employ 16 FTE and support the following functions; Youth Centres, Youth Clubs, Targeted work in schools, Outreach sessions, Targeted work (including ASB), Duke of Edinburgh Award, Monmouthshire Youth Council
- Face2Face employ 6 FTE and support the following functions; Secondary school counselling (Statutory), Primary school counselling, including play and art therapy, Family therapy, Clinical supervision
- Education (Pre & Post 16) employ 11 FTE and support the following functions; Pre 16 - School-based (Inspire to Achieve)
Post 16 - Inspire to Work (Jan 17), Work-Based Learning, Supporting People work in hostels, Youth Work Apprenticeships
- Located in Enterprise directorate – strong links with leisure and tourism services

3.3 Torfaen

- The service is located in the council's Communities Service unit along with Adult and Community Learning and Torfaen Training
- 33 FTE and 1 service manager support learning co-ordination, provision co-ordination and Trainee Youth Work apprenticeships
- 4 Youth Centre - standard youth club activity then partnerships with YOS / TYPSS / FF / Bron Afon (Go girls) Young Carers / Clubs

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- Detached Response Team
- In Schools Support KS2, 3 and 4- KS2 – transition programme into secondary school, KS3 target 1:1 and small group support for young people at risk of disengaging from school, KS4 as KS3 but nationally recognised qualifications and alternative curriculum programme.
- Disability and Social Inclusion - Support for young people with disabilities 18+ with life skills and informal learning opportunities, day times, evenings and holidays, Youth offending service bespoke support for 1:1 small groups with a view to social reintegration
- Health and Wellbeing and Physical Activity - Canoeing, mountain biking, football, go karting, scooter and skating, traverse wall, camping and residential's
- D of E – D of E open awards centre (only 1 in Torfaen) Deliver d of e to targeted and at risk group like schools and young carers
- Volunteering and Apprenticeships and Partnerships

3.4 Caerphilly

- Grouped with Adult Education, Community Focussed Schools and Engagement and progression
- Shared space with Inclusion services, including Educational Welfare, Educational Psychology, Libraries
- 2 FTE Managers, 7 FTE Grade 10 Coordinators, Circa 50 FTE or substantive staff, 160+ p/t staff
- 6 Centres
- 27 youth clubs
- Service supports an Information team, Communities First youth work, Families First work, 'Alternative' education/NEETs project, Youth and Junior Forum and Electronic media

3.5 Carmarthenshire

- Staffing numbers 83 posts (including two seconded officers) equating to 73 members of staff.
- A link nursing post is also provided by CAMHS (a day a week).
- The service also utilises volunteers who assist in the delivery of key aspects of work and provides for student placements.
- Universal Support Team – adventurous outdoor activities and programmes; youth club provision; supporting the delivery of the D of E Award; programmes of accredited learning; delivery of activities to support community safety and reduce anti-social behaviour;
- Targeted Youth Support Team (16-25years) – Detached, outreach youth work provision in the community funded by WG Families First to meet the requirements of developing Team Around the Family approaches, co-ordination role linked to the delivery of WG Youth Engagement and Progression Framework (targeted provision and support for young people at risk of becoming 'Not in Education, Employment or Training' (NEET).
- Targeted Youth Support Team (8-18 years) – Shared responsibility in the prevention of negative outcomes for young people, including offending behaviour and disengagement from education; Facilitates identification and intervention with children and young people across the spectrum of low to

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high need. Includes school-based youth workers based in all Carmarthenshire secondary schools and Coleg Sir Gar.

- Work is supported by WG Families First to meet the requirements of developing Team Around the Family approaches linked with WG Youth Engagement and Progression Framework.
- Youth Justice Team - Statutory Youth Justice Team functions . The Youth Justice Board for England and Wales monitor the performance of all Youth Offending Teams in Wales against seven performance indicators.

4.0 Examples of models from English Authorities.

4.1 Gloucestershire

Gloucester have taken a very strong commissioning approach to many areas of work within the authority. This has seen them develop a significant

History

- 2008 Prospects commissioned to manage young people's services, including Youth Service, Youth Offending Service and Careers
- Loss of grants meant a radical rethink of services for young people
- 2010 Refocused service to the most vulnerable
- Mix 60% Prospects-40% Gloucestershire County Council
- 2014/15 growing need to rethink again, recognition of the need to think differently for young people
- 2015 Children In Care over 11
- 2016 Social Care Plus

Commissioning

- Understanding what the problem is - what might be the ways to solve it?
- Ground the solutions in what works.....Evidence
- Beyond a contracting relationship.....strategic Partnership
- Integrated into Council Senior Leadership Team
- Complex finance/funding
- Jointly taking the opportunities - Innovation programme +

Key Elements and Challenges

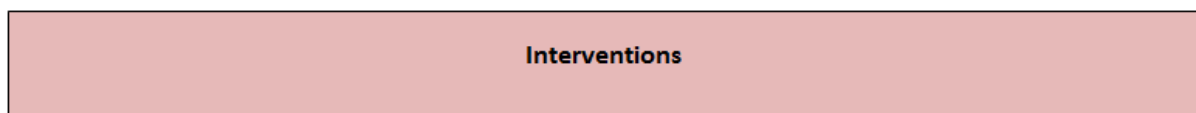
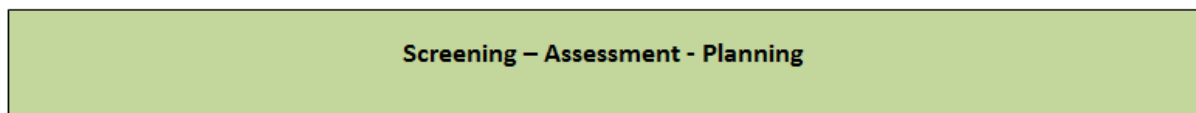
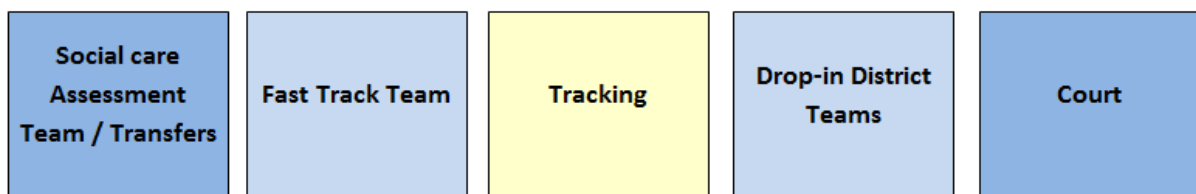
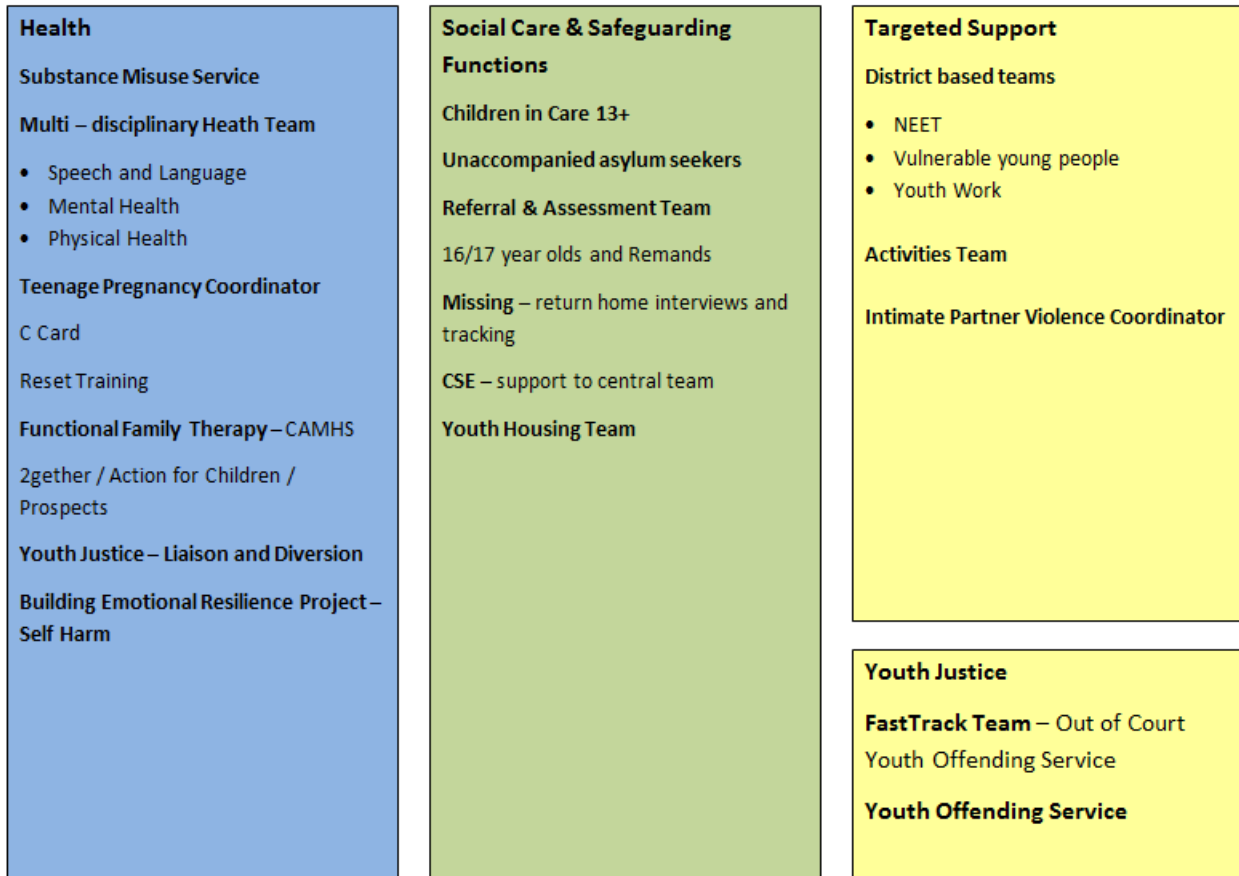
- Aspiration at the heart
- Young people and the context require us to think differently
- No single agency/profession can solve the issues
- Education is key
- Keep Safe
- Work with the messiness
- Live with some uncertainty

Workforce

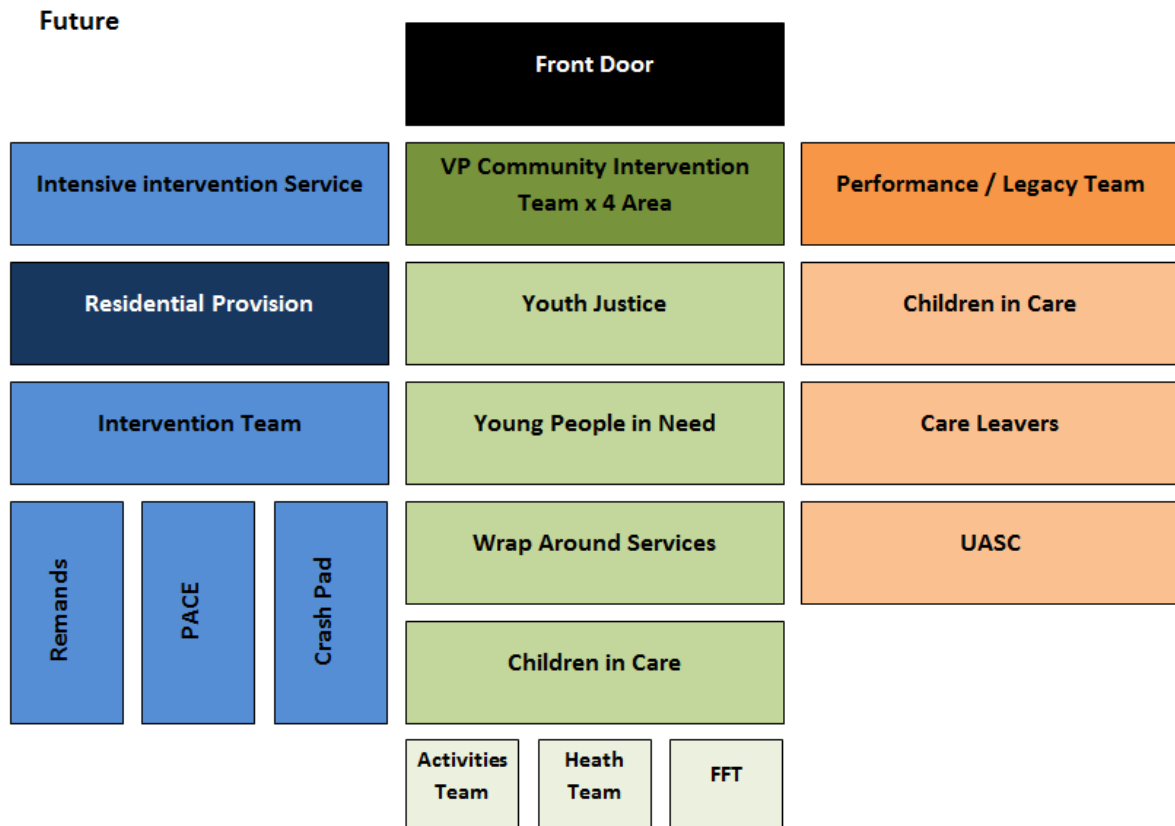
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- Getting the right mix of generic and specialist
- Valuing different expertise, experience and qualities
- Some staff are difficult to shift
- Engagement is a critical skill
- Unifying approaches
- It takes time and tears



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Surrey Youth Support Services

Key Features of the YSS

- Partnership - Council (education / care / justice), Police, Health, Probation, VCFS '
- Multi-disciplinary case management service
- Highly integrated 'multi-purpose' service
- Safeguarding, participation, health & well-being, justice

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What does the YSS do?

- Youth Justice
- Employment
- Mental health and well-being
- Adolescent Child in Need (inc. CSE)
- Homelessness
- Teenage parents
- Alternative learning programs
- Early Help

Theory of Change

- Relationships are the dynamo for change
- Restorative practice underpins relationships
- Participation, inclusion, engagement are key
- Build around needs of young people and adolescent development
- Integrated, one-stop shop | no wrong door
- Systemic – family, peers, education, employers, community
- Don't give up on young people

What do you get?

- NEET -40%: Unknowns -50%
- Lowest YJ first time entrants in country
- Reduced use of custody
- Reduced youth homelessness and B&Bs
- Council savings of £3m per annum

What makes us so special - Our USP?

- Informal/ diversionary
- Relationship based
- Integrated; reach across services
- Empowering
- Developing communities
- Building resilience
- Restorative/ values driven
- Developing skills & employability
- We don't give up!

Sounds easy...but

- Workforce development is challenging
- It's unfamiliar to inspectors
- It's not neat - follows VP not organisational boundaries - meeting YP needs not system's needs
- Requires mature relationships between partners

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- Needs perseverance -you can't give up on young people or partnership