

Open Report on behalf of Debbie Barnes, Executive Director of Children's Services

Report to:	Councillor Mrs P A Bradwell, Executive Councillor responsible for Children's Services
Date:	30 January 2017
Subject:	DfE Innovation Joint Funding Bid with Compass
Decision Reference:	I012681
Key decision?	Yes

Summary:

This report seeks to make recommendations regarding an Expression of Interest (EOI) submitted to the Department for Education (DfE) Innovation Fund by Lincolnshire County Council's Children's Services in partnership with Compass Outreach Services.

The proposal within the EOI is to adopt an Integrated Services Model between Social Care, Health and Public Health to deliver immediate and effective responses to address significant attachment and trauma needs of children, young people and their families/ carers. The service will also offer behaviour-management advice and support to services that support children and young people and their families, including foster carers. In addition, training programmes will be delivered to providers, foster carers and family members to help support children and young people on the 'edge of care' to ensure they are supported close to home in a sustainable manner.

As a result, Children's Services will see a reduction in risks and challenging behaviour; sustainment of a child or young person's placement in the most suitable environment, including immediate or wider family; an increase in the retention of foster carers; and an increase in the engagement of children and young people in education, employment and training.

A successful bid will bring £500,000 of additional monies into Lincolnshire to develop and implement the model and also provide additional support from Compass Outreach Service to embed the necessary infrastructure and 'culture-shift' required to deliver the service effectively.

The implications of a successful award will bestow upon the Authority the requirement to match-fund the service in Year 2 subject to successful completion and evidence of delivery of outcomes in Year 1.

The Executive Councillor is now asked, subject to award of funding by the DfE Innovation Fund, to approve the progression of the proposal to deliver the Integrated Services Model in Lincolnshire.

Recommendation(s):

That the Executive Councillor responsible for Children's Services:

1. Notes the submission of an Expression of Interest in DfE Innovation Funding and approves the making of such further applications as may be necessary to secure such funding;
2. Approves the adoption of the Integrated Services Model proposal set out in the Report, subject to award of funding by the DfE Innovation Fund;
3. Approves in principle the provision of £500,000 match funding in the second year subject to successful completion of the first year and evidence of the successful delivery of outcomes;
4. Delegates to the Executive Director for Children's Services, in consultation with the Executive Councillor responsible for Children's Services, authority to approve acceptance of the funding if successful and if necessary, establish the necessary framework to deliver the service outlined in the proposal, monitor progress in Year 1 and evaluate the requirement to fund and approve the funding of the model into Year 2.

Alternatives Considered:

1. Do nothing
2. Commission the service either independently or with partners
3. Pursue the joint bid with Compass

Reasons for Recommendation:

- Addresses the gap in services relating to supporting children and young people and their families/ carers experiencing attachment and/or trauma issues and/or behavioural concerns.
- Brings funding of £500,000 into Lincolnshire to develop and implement a new service.
- Provides the opportunity to develop a multi-agency response to the issues highlighted above with an element of shared risk and responsibility across the sector.
- Offers the opportunity to promote Signs of Safety (SOS) across organisational boundaries.
- Offers additionality in the form of free support from a dedicated organisation experienced in change-management in the area of therapeutic interventions.
- Promises to deliver a reduction in risks and challenging behaviour; sustainment of a child or young person's placement in the most suitable environment, including immediate or wider family; an increase in the retention of foster carers; and an increase in engagement of children and young people in education, employment and training.

1. Background

Compass Outreach Service, in partnership with Norfolk County Council (NCC) and Norfolk and Suffolk NHS Foundation Trust (NSFT), was successful in receiving funding in 2015 from 'wave 1' of the DfE Innovation Fund to work towards service integration across the social care, health, education and voluntary sectors in Norfolk. The stated aim of the service was to 'step-down' levels of need and associated costs by enhancing the level of support provided to the county's most vulnerable children and families.

Compass now intends to build on the success of the Wave 1 innovation projects in Norfolk (which delivered £3.9m worth of savings during the implementation and has been recommissioned by NCC and NSFT) and SOS through a collaboration of the two approaches to deliver multi-agency integration across the social care, education and health sectors in five other Local Authorities (LAs).

Lincolnshire County Council, due to its success in adopting and implementing SOS within Children's Services, is working in collaboration with Compass - along with Norfolk, Suffolk, Wakefield and West Sussex - to seek to access funding from Wave 2 of the DfE Innovation Fund to develop and implement an Integrated Services Model in the county.

Together with Compass, Lincolnshire County Council is seeking £500,000 of funding from the DfE to develop the model in Lincolnshire with Compass offering additional support in-kind to Children's Services to embed the necessary infrastructure and 'culture-shift' required within the whole sector to deliver the service effectively.

In return for the award of relevant funding, DfE will expect a comprehensive summary of the impact of the investment in the county together with a commitment – subject to satisfactory evaluation – to match-fund the project for a further year.

One integral element of the proposal will be to enhance collaboration between multi-agency partners in addressing the complex needs of children and young people in or on the edge of care, including attachment related difficulties and developmental trauma which often result in more children or young people in care; an increase in school exclusions; and a greater number of breakdowns in placements.

To facilitate this there is an ambition to extend the success of SOS across multi-agency networks to develop and implement a shared practice framework and language to enable a culture of trust, creativity and shared responsibility. This will enable the sector to more readily assess, share and manage risk effectively across social care, health and education.

The approach in Lincolnshire will seek to focus on the following three key areas:

1. Stabilisation of children and young people in foster care placements through the prevention of escalation of behaviours leading to placement breakdown whilst simultaneously providing dedicated training and support to foster

carers so they can utilise a range of models of intervention to manage behaviours and feel confident in fostering children in challenging circumstances, thereby improving children's emotional resilience, encouraging social stability and avoiding placement breakdown.

2. To work with the existing cohort of young people in 1:1 24/7 supported accommodation, using innovative approaches and a range of techniques to successfully engage with young people, towards behaviour settlement and change, leading to 'step down' into commissioned supported housing or help to broaden housing options such as the opportunity to return to the family home, where it is safe and suitable to do so.
3. To support young adolescents, and their families, who are on the edge of care to remain in the familial home through a range of intervention techniques to engage young people and their families resulting in behaviour change and/or de-escalation and develop the necessary resilience to manage behaviours in the future and maintain the sustainability of the family unit.

To achieve those aims and objectives, a multi-professional staff team will deliver an immediate, effective response - using a variety of evidence-based interventions - to address significant attachment and trauma needs as well as behavioural concerns. Lincolnshire will use a range of interventions built on authentic relationships work e.g. Cognitive Behavioural Therapy (CBT); educational and/or clinical psychology; social pedagogy; restorative practice; counselling etc. to young people living at home and/or in foster care placements and/or supported accommodation to avoid familial/ placement breakdown and/or manage transition to step-down provision.

The team will also offer behaviour-management advice and support to services who support young people (and families where young people are on the edge of care or have returned home); referrals to other specialist services; and/or signposting to associated support agencies. All of these interventions will be provided within the overarching framework of SOS to promote a shared understanding of safety and risk management.

In addition, training programmes will be provided for service providers who work with young people, including "train the trainer" programmes, and for foster carers, supported lodging providers, and family members of young people who are on the edge of care or have returned home to sustain placements in the most suitable, appropriate and cost-effective setting.

The investment in the specialist team will result in an increase in the number of children and young people being supported closer to home in a sustainable manner be that with families, foster carers or in 'general needs' supported accommodation.

A central tenet of activity will be to enhance the resilience of all users of the service, building confidence amongst the cohort to manage or reduce risk whilst moving forward in a positive way.

To monitor progress and evaluate delivery of outcomes, Lincolnshire proposes to focus on qualitative and quantitative measures in the following areas:

- Reduced risk – improving behaviours that reduce risk to the child or young person and their families or carers using a SOS scaled approach leading to reductions in escalation of need in terms of care, support and accommodation solutions.
- Additional support – partner agencies e.g. Police, Health, Youth Offending etc. report a reduction in support needs and/or intervention and/or recidivism. Measures may also include an increase in successful engagement with other agencies e.g. substance misuse services.
- Placement sustainment – children and young people achieve the outcomes identified in their support plan and 'move-on' into (semi-)independent living, step-down or familial living arrangements with no re-entry into high-cost accommodation placements. This should result in a reduction in the volume of expenditure on high cost placements.
- Foster carer retention – foster carers feel sufficiently well supported to enhance retention rates and enable recruitment of new foster carers through 'word-of-mouth' and marketing strategies. This should result in a reduction in the volume of expenditure on independent sector placements.
- Engagement with education, employment and training (EET) – levels of attendance and engagement will increase alongside a reduction in the number of NEET children and young people engaged with the service.

Evaluation of outcomes within these domains will enable the Local Authority to determine the success of the project financed through the DfE Innovation Fund and decide whether to match-fund the project in Year 2.

Alternatives Considered:

1. Do nothing - this means neither pursuing the proposal beyond the EOI stage nor consideration of commissioning independently or in partnership.
2. Commission the service either independently or with partners – source equivalent funding from within Lincolnshire County Council or seek to influence partners to (jointly) commission.
3. Pursue the joint bid with Compass – develop and implement the proposed service, subject to a successful bid, utilising funding from the DfE Innovation Fund.

Option 1 – Do Nothing

This means neither pursuing the proposal beyond the EOI stage nor consideration of commissioning independently or in partnership.

Advantages

- No additional costs or resource issues associated with developing and implementing the proposal or commissioning a service.

Disadvantages

- Does not address the gap in services relating to supporting children and young people and their families/ carers and foster carers.
- Does not offer the potential for cost avoidance of escalation of placements and/or preventing children on the edge of care being taken into care.
- Does not promote the use of SOS across organisational boundaries in Lincolnshire.
- Does not promote a multi-agency response and element of shared risk and responsibility in supporting children and young people and their families/ carers and foster carers.
- Does not provide additionality in the form of free support from a dedicated organisation experienced in change-management in the area of therapeutic interventions

Option 2 – Commission the service either independently or with partners

This means sourcing equivalent funding from within Lincolnshire County Council or seeking to influence partners to jointly commission the proposed service.

Advantages

- Addresses the gap in services relating to supporting children and young people and their families/ carers and foster carers.
- Not bound by the terms and conditions of the DfE Innovation Fund.
- Partners may be more focused on successful development and implementation if directly investing in the proposed service.

Disadvantages

- Requires £500,000 worth of funding to be found within Lincolnshire which could be utilised for other services.
- Likelihood of longer timescales to delivery if requires influencing of partner agencies to invest in such services.
- Does not provide additionality in the form of free support from a dedicated organisation experienced in change-management in the area of therapeutic interventions.

Option 3 – Pursue the joint bid with Compass

This means developing and implementing the proposed service, subject to the success of the bid, utilising funding from the DfE Innovation Fund.

Advantages

- Addresses the gap in services relating to supporting children and young people and their families/ carers and foster carers.
- Offers the potential for cost avoidance of escalation of placements and/or preventing children on the edge of care being taken into care.
- Does not require upfront funding of £500,000, which can then be utilised for other services, to develop and implement a new service in Lincolnshire.
- Opportunity to develop a multi-agency response to the issues highlighted above with an element of shared risk and responsibility across the sector.

- Opportunity to promote SOS across organisational boundaries.
- Offers additionality in the form of free support from a dedicated organisation experienced in change-management in the area of therapeutic interventions.

Disadvantages

- Additional costs or resources required to help develop the proposal and ensure successful implementation.
- Bound by the terms and conditions of the DfE Innovation Fund.
- Partners may not be as focused on successful development and implementation as not directly investing in the proposed service.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation
- Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:
 - Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
 - Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

An Impact Assessment has not been completed relevant to this report as approval is still being sought from the DfE Innovation Fund regarding the proposed bid. The next stage will allow the Authority to more readily formulate its proposals and collaborate with partner agencies to clarify the detail of the approach. An Impact Assessment will then be considered as part of any development of the proposal beyond the initial EOI stage.

However, it should be noted that the hypothesis behind the EOI is that there is currently a clear gap in services and the introduction of multi-agency response within an Integrated Services model will only prove beneficial to groups with protected characteristics and, indeed, Lincolnshire as a whole.

Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

The proposal within the EOI contributes to the following themes within the JSNA:

Be Healthy

The cohort likely to be in receipt of the service will include some children and young people with issues such as substance and alcohol misuse, offending behaviours and mental health problems. The support offered will empower children and young people and their families to address such issues as they move towards independent living, step-down services and/or return to familial settings. Those children and young people will be offered tailored support, including opportunities for education and training, leading to enhanced future prospects.

Stay Safe

One of the primary focuses of the service is to provide children and young people, along with family and carers (where applicable), with a safe and stable environment in which to address the behavioural concerns or attachment and trauma issues they may be facing, The support offered will help stimulate resilience keeping children and young people and their families safe from harm and enhancing opportunities for living successfully and independently in the community.

Enjoy and Achieve

A key part of the proposal is to enable children and young people to enter and/or maintain education and training opportunities. Individual support plans will be tailored to meet the needs of children and young people with regard to education and training. The service will support children and young people to attend educational establishments and often give them the chance to maintain their

educational commitments whilst making the transition to independent living.

Positive Contribution

Individual support plans are predicated on meeting the needs of the children and young people with the individual 'voice of the child' active in creating those support plans and the outcomes to be achieved. The service will also empower children and young people and their families to maximise the use of universal services, where appropriate, that are available locally.

Achieve Economic Wellbeing

Through recognising the importance of and focusing on maintaining and enhancing education and training opportunities, the service will help children and young people and their families to enhance future employment prospects.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The proposal will help to ensure that support is provided to those most at risk as a result of attachment or trauma issues that may lead to concerning behaviours such as substance misuse and/or offending.

The service will seek to offer a secure and stable environment for children and young people and their families to address such issues and behaviours, potentially reducing involvement in crime and disorder.

3. Conclusion

Moving ahead with the proposal beyond the EOI stage and underwriting the commitment, subject to satisfactory evaluation, to match-fund the project in Year 2 provides Lincolnshire with a clear opportunity to bring additional investment into the county. This will help address a gap in service through the promotion of a multi-agency response with a shared language, shared culture, shared risk and shared responsibility.

Funding from the DfE Innovation Fund offers a (largely) risk-free opportunity to develop and implement an Integrated Service model to the county at no upfront cost to the Authority. Additionally, it offers the opportunity for dedicated support from Compass, an organisation nationally recognised in managing and delivering change across the sector in the field of therapeutic interventions.

4. Legal Comments:

The Council has the power to receive and provide the funding referred to in the Report and to deliver the services in the integrated way proposed.

The decision is consistent with the Policy Framework and within the remit of the Executive Councillor if it is within the budget.

The considerations to be taken into account by the Executive Councillor are set out in the Report.

5. Resource Comments:

The recommendation in the report to pursue the joint bid with Compass will bring in new monies (£0.5m) to Lincolnshire to adopt a multi-agency integrated service model that will aim to support children and families in stabilising placements and mitigating the need for higher cost placements. The recommendation will offer opportunities for cost avoidance by placements being escalated and savings, which is important in a challenging financial environment for the Council.

The Local Authority will be required to match fund in year 2 of £0.5m upon the success of the programme, which has been earmarked from flexible use of capital receipts – this meets the criteria provided by the DCLG, namely integrating public facing services across public bodies to generate savings or to transform service delivery.

Children's Services will consider the overall effectiveness of the programme to service users and the financial implications before considering whether to embed the service into Lincolnshire permanently. A sufficient lead in time will be required for such a decision and funding beyond year 2 will need to be secured to deliver the service model moving forward if the decision is made to continue with the service.

6. Consultation

a) Has Local Member Been Consulted?

n/a

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

This Report will be considered by Children and Young People Scrutiny Committee on 20 January 2017 and the comments of the Committee will be reported to the Executive Councillor before the decision is taken.

d) Have Risks and Impact Analysis been carried out?

No

e) Risks and Impact Analysis

An Impact analysis will be carried out should the bid be successful in receiving funding from the DfE.

7. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Mark Rainey, who can be contacted on 01522 554053 or mark.rainey@lincolnshire.gov.uk.