

**Notice of a public Decision Session - Cabinet Member for Education, Children and Young People's Services**

**To:** Councillor Looker (Cabinet Member)

**Date:** Thursday, 25 October 2012

**Time:** 4.00 pm

**Venue:** The Guildhall, York

**AGENDA**

**Notice to Members – Calling In**

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by **4.00pm on Monday 29 October 2012.**

Items called in will be considered by the Corporate and Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00pm on Tuesday 23 October 2012.** Written representations received will be published on-line with the agenda papers for this meeting.

**1. Declarations of Interest**

At this point Members are asked to declare any personal, prejudicial or disclosable pecuniary interests they may have in the business on this agenda.

- 2. Minutes** (Pages 3 - 6)  
To approve and sign the minutes of the Decision Session held on 13 March 2012.

**3. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak at the meeting may do so. The deadline for registering is **5.00pm on Wednesday 24 October 2012.**

Members of the public may speak on:

- an item on the agenda
- an issue within the Cabinet Member's remit
- an item that has been published on the Information Log since the last Decision Session (*none have been published*)

**4. Development of a Looked After Support Service for York** (Pages 7 - 12)

This report describes the development of a specialist service for the support of looked after children. In particular the service will facilitate, at a single venue, supervised and assessed contact arrangements between looked after children and their parents.

**5. Children's Home Provision: Proposed Changes to Model of Delivery** (Pages 13 - 22)

This paper proposes a transfer of children's home delivery in York from the local authority to an external provider.

**6. Development of a Local Integrated Family Service** (Pages 23 - 40)

This report sets out the development of a new locality based Integrated Family Service (IFS). This new service incorporates a local response to the government's Troubled Families initiative whilst also serving a wider group of vulnerable families in the city.

**7. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Jayne Carr

Contact Details:

Telephone – (01904) 552030

Email – [jayne.carr@york.gov.uk](mailto:jayne.carr@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting

- Registering to speak
- Written Representations
- Business of the meeting
- Any special arrangements
- Copies of reports

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### **Holding the Cabinet to Account**

The majority of councillors are not appointed to the Cabinet (39 out of 47). Any 3 non-Cabinet councillors can 'call-in' an item of business following a Cabinet meeting or publication of a Cabinet Member decision. A specially convened Corporate and Scrutiny Management Committee (CSMC) will then make its recommendations to the next scheduled Cabinet meeting, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

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MEETING	DECISION SESSION - CABINET MEMBER FOR EDUCATION, CHILDREN AND YOUNG PEOPLE'S SERVICES
DATE	13 MARCH 2012
PRESENT	COUNCILLOR LOOKER (CABINET MEMBER)

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**17. DECLARATIONS OF INTEREST**

The Cabinet Member was invited to declare any personal or prejudicial interests she may have in the business on the agenda. None were declared.

**18. MINUTES**

RESOLVED: That the minutes of the Decision Session held on 13 December 2011 be confirmed and signed by the Cabinet Member.

**19. PUBLIC PARTICIPATION**

It was reported that there were no registrations to speak at the meeting under the council's Public Participation Scheme.

**20. APPOINTMENT OF LOCAL AUTHORITY (LA) SCHOOL GOVERNORS**

The Cabinet Member considered a report that provided information about the current position with regard to vacancies for Local Authority seats on Governing Bodies, listed current nominations for those vacancies, as detailed in Annex 1 of the report, and requested the appointment, or reappointment, of the listed nominees.

The Cabinet Member was pleased to note that there were currently only four vacancies for Local Authority Governors. She congratulated officers on the work that they were carrying out in recruiting governors, including supporting schools that were experiencing difficulties in appointing community and parent governors.

The Cabinet Member's attention was drawn to changes in legislation and the implications for school governance. A briefing on these issues would be arranged in due course<sup>1</sup>.

**RESOLVED:** That the appointment or re-appointment of Local Authority Governors, as proposed in Annex 1 of the report, be approved<sup>2</sup>.

**REASON:** To ensure that Local Authority places on school governing bodies continue to be effectively filled.

Action Required

1. Notify nominees and governing bodies of the appointments SP

**21. TRANSFORMING YOUTH SUPPORT SERVICES - PROGRESS REPORT**

The Cabinet Member considered a report that provided an update on progress in implementing the new strategic approach and Youth Support Services restructure agreed at the Cabinet Member Decision Session on 11 July 2011.

Officers explained that, although the intended timescales had not been achieved, good progress was now being made. Details were given of the consultation that had taken place, including a statutory 90 day consultation with the trade unions and employees and a meeting with the voluntary sector. Staff were continuing to deliver great services in spite of the process that was taking place.

The Cabinet Member stated that, in due course, she would welcome a more detailed briefing from officers regarding the York Youth Offer. The Cabinet Member requested that the briefing also include details of the arrangements that schools had put in place in respect of careers guidance<sup>1</sup>.

**RESOLVED:** That the update on Transforming Youth Support Services be noted.

**REASON:** To ensure that the Cabinet Member is updated on progress.

Action Required

1. Arrange briefing for Cabinet Member

PM



**22. CO-ORDINATED ADMISSION ARRANGEMENTS AND ADMISSION LIMITS FOR PRIMARY AND SECONDARY SCHOOLS IN YORK FOR SEPTEMBER 2013**

The Cabinet Member considered a report that sought approval for the City of York Council co-ordinated schemes and admissions policies for both primary and secondary schools for the 2013/14 academic year. The report also sought approval of the proposed individual school maximum admission limits for the academic year beginning in September 2013.

Officers confirmed that there had been no material change to the admissions policies that were presented, other than to reflect the requirement of the Education Act 2011 in respect of the oversubscription criteria being extended to include “previously looked after” children.

Consideration was given to the proposals for changes to school admission limits, as detailed in paragraph 15 of the report. At the request of the Cabinet Member, officers detailed the reasons and implications of the proposed changes.

- RESOLVED:
- (i) That the City of York co-ordinated schemes and admissions policies for primary and secondary schools for the 2013/14 academic year, as set out in Annexes B-E and R-T of the report, be approved.
  - (ii) That the proposed individual school maximum admission limits for the academic year beginning in September 2013, as set out in Annex A of the report, be approved<sup>1</sup>.

REASON: To meet the statutory requirements of the School Admissions Code of Practice.

Action Required

1. Notify schools concerned. Implement policies and admission numbers from Sept 2013 ME

Cllr Looker – Cabinet Member

[The meeting started at 4.30 pm and finished at 4.55 pm].

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**Meeting of the Decision Session – Cabinet  
Member for Education, Children and Young  
People**

**25 October 2012**

Report of the Director of Adults, Children and Education

**Development of a Looked After Support Service for York**

**Summary**

1. This report describes the development of a specialist service for the support of looked after children. In particular this service will facilitate, at a single venue, supervised and assessed contact arrangements between looked after children and their parents. These new arrangements will reduce the transport costs and create a centre of expertise in relation to children's contact needs.

**Background**

2. Every local authority has a statutory duty to facilitate contact between looked after children and their parents. Currently, in York, these arrangements are delivered by a variety of social care professionals in various settings across the city. For many of these workers this task is only one of a diverse range of duties they perform within their role. A review of these arrangements and the changing expectations of the courts who order much of the contact that is facilitated have highlighted the need for a more specialist and dedicated team to facilitate this contact.
3. This paper describes the development of a new dedicated Looked After Children's Support Service which would operate from a single venue. A new team comprising a designated manager with nine looked after children's support workers would be responsible for delivering high quality supervised contact time. This new arrangement will provide economies of scale in relation to staff time, the utilisation of buildings and savings in the cost of transport both for staff and parents attending the proposed new centre.

4. Through staff redeployment a new team has been established to commence this service in December 2012.
5. An existing council property on Nursery Drive has been identified as a potential site to locate this new service and a survey to assess the refurbishment and equipment costs of this venue has been commissioned.

### **Consultation**

6. There has been extensive consultation with all stakeholders including a reference group of staff undertaking this role. Feedback from these consultations has been incorporated into the planning for the service commencement in December 2012.

### **Options**

#### Option 1

7. The vacant building described at paragraph 5 could provide an excellent base for this newly established service. It will be easily accessible by parents from public transport and it will give a single base for the designated team. The cost savings will relate to optimum staff deployment in a single venue with greater space availability and staff travel expenditure.

#### Option 2

8. The service could continue to be provided from the many different children centres and other settings in which contact meetings are currently arranged. This ongoing arrangement would however involve the staff group undertaking a significant level of travel, which will waste staff time in unnecessary journeys. It will also inhibit the scope for a designated team to develop a team identity, from which greater economies of scale will flow.

### **Analysis**

9. The savings for option 1 are significant and will contribute to meeting the 2012-14 budget strategy of the council.

## **Council Plan**

10. The proposals relate to the following priorities in the Council Plan:
  - Protecting vulnerable people
  - Protecting the environment

## **Implications**

### **Financial**

11. Option 1 proposes the refurbishment of 6 Nursery Drive. The estimated cost to carry out the adaptations and refurbishment required is £248k. A capital grant of £58k has been identified which can be spent on this project. The remaining £190k would then be funded by prudential borrowing over a period of ten years.
12. This will require a revenue budget of approximately £29k. This will need to be earmarked within the ACE revenue budget, and funded by a further saving which is not currently in the budget process.
13. Option 1 would also contribute to the full achievement of a budget saving of £204k which has been identified from the re-organisation of the Looked After Children Contact Service over the years 2012/13 and 2013/14, and is already part of the authority's revenue budget for these two years.
14. Option 2 would not deliver the full saving required as there would be little or no saving in transport costs if the restructured service continued to be delivered from a number of separate locations across the city. In addition to the impact on the quality of the service the shortfall in savings is likely to be in excess of £40k.

### **Property**

15. The proposed building, 6 Nursery Drive, is currently a surplus property and, in accordance with the Council's Disposal Strategy, has been identified as having potential for re-use to provide a council service. If the building is suitable then this will take precedence over obtaining a capital receipt by selling on the open market.
16. The proposal also meets one of the key strands of the wider asset review being carried out by Asset and Property Management – reducing revenue costs by rationalising the use of assets.

17. If the building does not prove to be suitable for this use then it will be retained in the short term to see if it can deliver any other council or related service need resulting from the Asset Review. If there is no requirement then it will be disposed of to generate a capital receipt.
18. A feasibility study has, however, been undertaken to ascertain the suitability of the existing property and confirmed that it could be readily adapted to accommodate the required facilities, with ten family rooms proposed, together with reception, offices, two kitchens and baby change/toilet provision. Externally there is space for increased vehicle parking and separate outdoor family areas to the rear.

### **Other**

19. There are no HR, equalities, legal, crime and disorder or information technology implications to this report.

### **Risk Management**

20. The risk in the development of this service relates most to the location of the building. If it is not possible to identify and refurbish a council building from which to undertake this service, the economies of scale in the staffing of the service and travel costs will not be achievable.

### **Recommendations**

21. The Cabinet Member is asked to consider the establishment of the Looked After Children Support Service, with the improvement in service for children and their parents and consequent service efficiencies.
22. Option 1 is recommended subject to the approval of the Cabinet for the requested prudential borrowing, on the understanding that the revenue costs of this prudential borrowing be funded from the ACE revenue budget. The required budget will be found by making a further on-going revenue saving of £29k in ACE.

*Reason: The full effect of the service improvement will be achieved by agreeing to option 1 and a single designated site delivering both service improvement and efficiency.*

## Contact Details

**Author:**

Howard Lovelady  
Children's Social Care  
Adults Children  
and Education  
01904 555357.

**Chief Officer Responsible for the report:**

Eoin Rush  
Assistant Director (Children's Specialist  
Services)  
Adults Children and Education  
01904 554212

Peter Dwyer  
Director  
Adults Children  
and Education

**Report  
Approved**



**Date** 15.10.12

## Specialist Implications Officer(s)

Richard Hartle  
Head of Finance, Adults Children and Education  
554225

Philip Callow  
Head of Asset Management and Property  
553360

**Wards Affected:** List wards or tick box to indicate all

**All**

**For further information please contact the author of the report**

## Background Papers

None

## Annexes

None

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**Meeting of the Decision Session – Cabinet  
Member for Education, Children and Young  
People**

**25 October 2012**

Report of the Assistant Director, Children's Specialist Services

**Children's Home Provision: Proposed Changes to Model of  
Delivery**

**Summary**

1. This paper proposes a transfer of children's home delivery in York from the local authority to an external provider. The proposal is based on a review of our local placement usage over the past five years and a growing need for more specialist and diverse provision for fewer young people. The proposal helps to achieve significant budget savings whilst improving the council's ability to match local need with greater placement choice.

**Background**

2. Wenlock Terrace is the only City of York run children's home for children looked after by the local authority. It is a six-bedded modern unit with high quality facilities. The statement of purpose of the home is to provide care for young people for periods between 6-12 months by which time they would be expected to be returning to the care of their families or have moved to foster care.
3. Historically, whilst we have seen increases in the numbers of children in care, the demand for residential care placements has reduced. This is in keeping with our commitment to provide family based care for looked after children wherever possible. The closure of Bismarck Street children's home in 2006 reflected this changing pattern.
4. Within the agreed budget savings for 2012-14 was a requirement for £200k to be removed from the base budget for children's residential care. This proposal seeks to deliver these savings.

5. The views of the market have been gauged through an engagement event attended by 15 leading providers from private, charitable and social enterprises across the region. The event confirmed strong interest from this group, in bidding to deliver childrens home provision in York. All of these providers would have the ability to provide additional places out of York for children who could not be placed locally.
6. In summary, we are seeking to implement a model of delivery for children's homes which maintains the availability and quality of provision whilst reducing costs by £200k. We estimate that we will require a minimum of seven such placements split between local and out of city.

## **Project Scope**

### Links & Dependencies

7. Our early intervention and prevention strategy is designed to reduce the number of children requiring public care in York. The predicted impact of this strategy on the number of looked after children has been taken into consideration when calculating the future requirement for children's home beds.

### Summary Analysis

8. The proposal seeks to ensure a high quality provision that meets the changing needs of the city whilst reducing unit cost.
9. Our current arrangements include a mix of local provision at Wenlock Terrace and some spot purchased residential placements from external providers. The average weekly unit cost across both types of provision is currently £2,640. A review of the market suggests that the procurement of such an arrangement with a single external provide will significantly reduce these costs.
10. National benchmarking suggests that such costs are typically significantly lower than the above. This gives confidence that a new delivery model with external providers could deliver at least the expected £200k saving from the base budget.

11. These reductions must also be seen in the context of an overall reduced demand. However, within this reduced demand there is likely to be a need for a limited number of more specialist placements.
12. To test this model further and the predicted cost reductions it is necessary to go through a formal tendering process and this paper seeks agreement to pursue this activity. Soft market testing would suggest there will be significant interest from independent care providers.

### Known Risks

13. The key risks identified are as follows:
  - timescales – financial savings were required as part of the 2012-14 budget setting and any delay to implementation will impact on the council's financial position
  - reputational – whilst any options proposed will be fully considered in terms of the quality of care provided and the impact on young people and staff, any change to the nature of the service provision may bring strong views and publicity to the project

### **Ensuring Quality of Provision**

14. Any proposal for a potential transfer of our children's home service to an external provider must ensure that the delivery of a high quality and responsive provision is of paramount consideration.

### Ongoing Independent Monitoring and Scrutiny

15. In any tendering exercise our expectations on quality will be explicit and prominent.
16. Any newly provided service will continue to be regulated by national children's homes regulations. These require monthly independent inspections by a service manager from the local authority.

17. In addition Ofsted undertakes two in-depth unannounced inspections of all children's homes both council and privately managed. The national minimum standards of children's homes provision are the benchmark by which these monthly and bi annual inspections are undertaken. The major emphasis is upon the positive outcomes for looked after children, in relation to their safety, health, learning and overall emotional wellbeing. The LA will not enter into a partnership with any provider who is not rated by Ofsted as good or outstanding for the delivery of children's residential care in all of their existing homes.

#### Local Authority Oversight of Provision

18. Through formal contract monitoring, the department will continue to expect provision that is judged at least good or outstanding by Ofsted of the service.
19. Any instance of a diminution in the standard or quality of service will be addressed by contract monitoring as well as Ofsted scrutiny.
20. There will also be ongoing involvement of social workers and independent reviewing officers with all of the looked after young people placed in any new service provision.
21. Any newly provided home will in short be a place where significant number of key local authority officers will be regularly visiting to oversee the progress of individual children. These officers will set expectations about the unit's role with individual children and monitor progress against those plans. This will afford individual scrutiny of service quality and responsiveness to the departments stated expectations.
22. For all looked after young people, they will continue to enjoy links with the LA York based children's rights service to address any concerns on an ongoing basis.

### Members Visits

23. There are regular quarterly visits from three elected members to Wenlock Terrace children's home these would be continued as a stipulation of the contract after the transfer.

### Improved Placement Choice and Resilience

24. There will be significant benefits from seeking a block contract with a larger provider of children's homes places rather than the current spot contracts for out of authority placements. These include training opportunities, expertise, and succession planning for senior staff skilled in managing homes.

### **Consultation**

25. Staff at the children's home have been fully consulted about the proposals for savings in 2012-14. A small working group has explored options to reduce costs without recourse to external providers. This group has concluded that it is not possible to reduce costs sufficiently especially in light of current terms and conditions of staff.

### Trade Union

26. These proposals have been discussed with Unison.

### **Options**

27. Option 1 - York continues with current local, council provided children's home.
28. Option 2 - Transfer of local provision AND external beds to one organisation through commissioning.
29. Option 3 - Cease to make local provision and source all placements externally.

## **Analysis**

### **Option 1**

30. Council provided children's home and spot purchasing externally as required.
31. This affords limited scope to achieve the savings required as data for occupancy and unit costs indicate that the underutilisation of bed spaces in the children's home increases the unit cost for occupied beds. In short the current local demand for placements makes the maintenance of a six-bedded home run by the local authority inefficient.
32. Occupancy in 2008-11 was consistently 66% ie four beds occupied and two unoccupied.
33. 2011-12 indicated five beds occupied on average, but partially due to 0.5 bed nights per annum being occupied by out of authority young people (hence valuable income generation). The market for income generation (0.5 beds) added to the increased York occupancy (4.5 beds) in 2011-12 still results in an uneconomic unit cost circa £2640 per week per bed.

### **Option 2**

34. Transfer of local provision and our need for external beds to one organisation.
35. The unit cost per bed week is dependent upon the tendering exercise in two parts. The cost consists of commissioning four, five, or six beds from Wenlock Terrace with a new provider and the cost of externally purchased beds with a commissioned provider (instead of current spot purchase arrangement).
36. Any contract for the transfer of the service to another provider would be dependent upon the scope for the new provider to engage a significant proportion of the staff on their own terms and conditions, thus reducing the financial cost of TUPE on the transaction. This scope is dependent upon the level of current vacancies.

37. A tender document would require specific information about the staffing expected of the home, with clarity of the likely proportions of staff remaining on TUPE arrangements and the vacancy situation.
38. There is a significant number of current staff exploring VR under the current invitation from the council. The actual costs of VR for 50% of the staff will need to be considered in the “one off” costs to achieve long term efficiencies.
39. Research was undertaken in January 2012. It indicated that there are private providers, who would consider the running of a children’s home in York. Another Yorkshire local authority undertook a tendering exercise in 2011, resulting in 20 tenders. Initial soft market testing suggested that a provider would aim to make provision in a block purchase at a significantly reduced unit cost.

### **Option 3**

40. Cease to make local provision and source all placements externally.
41. Any decision about maintaining local provision will accord with the benefits that are generally evident for locally placed children.
42. York’s local extensive fostering provision (180 beds) is supported by the smaller availability of children’s homes beds (up to six beds) the recent Ofsted inspection of services for looked after children complemented the sufficiency of local looked after placement provision.
43. If local children’s home provision was to cease there is limited capacity in the private and voluntary sector to commission children’s homes places in the York, North Yorkshire or East Riding area. Provision is currently purchased in Manchester, Cumbria, Lancashire and West Yorkshire. For looked after children placed out of York/North Yorkshire, the continuity of multi-agency service provision is a great challenge particularly with reference to education and CAMHS provision.

### **Reasons not to Consider Options**

44. Option 1 will not achieve the savings requirement, as the scope for utilisation of spare capacity and income generation have proved to be limited.
45. Option 3 will not enable the council to continue to meet its sufficiency duty for looked after children's placements. It would fail to deliver access to the albeit limited number of local placements that we still require.

### **Council Plan**

46. These proposals contribute to the Council Plan priority:
  - Protecting vulnerable people

### **Recommendation**

47. It is recommended that the approach proposed in option two is progressed. A full tendering exercise would then proceed to scope a block contract with a provider to take over the running of the children's home and leasing of the building and the provision of a defined number of block purchased external placements.

*Reason: This option affords the scope for savings without any reduction in the quality of placements*



**Contact Details**

**Author:**

Howard Lovelady  
Group Manager (Resources)  
Children's Specialist Services  
01904 555357

**Chief Officer Responsible for the report:**

Eoin Rush  
Children's Specialist Services  
Adults, Children and Education  
01904 554212

Pete Dwyer  
Director of Adults, Children and Education  
01904 554200

**Report Approved**  **Date** 15.10.12

**Specialist Implications Officer(s)**

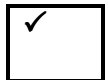
Rob Allan  
Commercial Procurement Manager  
552941

Richard Hartle  
Head of Finance, Adults Children and Education  
554225

Peter Cairns  
Legal Services  
551095

**Wards Affected:**

All



**For further information please contact the author of the report**

**Background Papers**

None

**Annexes**

None

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**Meeting of the Decision Session – Cabinet Member for Education, Children and Young People**      **25 October 2012**

Report of the Director of Adults, Children and Education

**Development of a Local Integrated Family Service (incorporating York's response to the national Troubled Families Initiative)**

**Summary**

1. This document sets out the development of a new locality based Integrated Family Service (IFS). This new service incorporates a local response to the government's Troubled Families initiative whilst also serving a wider group of vulnerable families in the city.
2. The Cabinet Member is asked to endorse both the approach and arrangements for the delivery of these new services.

**Background**

3. The national Troubled Families initiative provides additional funding, on a payment by results basis, for local services to work with 315 York families over the next three years.
4. To claim this funding the local authority has to first demonstrate specific improvements in these families' circumstances.
5. Families identified for this support must meet nationally prescribed criteria including:
  - a child or young person involved in youth crime and/or anti social behaviour namely youth crime and/or anti-social behaviour
  - school attendance issues
  - family worklessness

A fourth criteria, cost to the public purse and some local discretion, comes into play only if the first three criteria are met.

6. The opportunity to target and provide additional support to these families is welcome and work is already underway to identify those families whose needs might be met through this initiative.
7. A pilot service has already been launched with the former Catalyst Team (Family Intervention Project) trialling a local Troubled Families service.
8. Going forward, the model will build on what we know is working well locally and take into account recent national research.

*[Annex A shows how the new Integrated Family Service fits within our local pyramid of need.]*

9. The launch of this new Troubled Families initiative is timely. It links well with a number of other work streams across the wider children's services designed to keep families together and to reduce the need for children entering public care.
10. In York, we recognise that there are many more than the 315 families described by the governments formula who need additional support and intervention. These families include those where there are issues of domestic abuse, drug or alcohol misuse, mental health problems, homelessness and other factors causing distress.
11. Our local approach is to bring together all those services currently providing support to families. In this way we will create a single cohesive service arrangement which meets the needs of all vulnerable families whilst also meeting the requirement of the Trouble Families initiative.

### **The Proposed Structure**

12. The new structure will see the introduction of three teams located in areas of highest need but collectively serving the whole of York.

*[Annex B illustrates the staffing structure and Annex C the proposed locality boundaries]*

13. Each team will comprise of nine full-time-equivalent Integrated Service Practitioners and be led by an Integrated Family Service Practice Manager.

14. The teams will be supported by a health practitioner who will act as a consultant and a link to wider health services.
15. Careful tracking and measuring of outcomes for families is essential if the service is to demonstrate its impact and effectiveness. The Troubled Families payment by results model requires a particular level of data collation and analysis in order to draw down the national reward money. In the circumstances, a business support officer will also be appointed to support the service.
16. The overall service will be led by the integrated family service manager to whom the three practice managers, the health professional and the business support officer will report. This post will incorporate the Troubled Families 'Trouble Shooter' role (a role which is a funding requirement as set out by government). Administrative support will be provided to each locality team.

### **Partnership with the Wider Children's Workforce**

17. Each locality team will be supported by a multi-agency reference group made up of professionals and members of the local community. This panel will maintain the partnership input into this service within the locality, have an overview of the work of the locality team, and of data and outcomes and provide local intelligence to support the identification of troubled families and families with multiple and complex needs specifically those held within their own agencies.
18. The reference group will also look at some of the wider issues within the community and the root causes of many of the issues impacting on children and families well being.
19. The integrated family service practice manager will provide regular reports to this partnership.
20. Further work with partners will be ongoing in drawing professionals into the wider integrated family service teams with a view to professionals from other agencies being either co-located with the teams or working closely with them in other ways.

## **The Role of the Integrated Family Service Practitioner**

21. As lead practitioner, the Integrated Family Service Practitioner will:
- use the Common Assessment Framework [CAF] to carry out their initial assessment on all referrals building on any CAF or deemed CAF - that has already been completed. A new “Family CAF” is currently in development for this purpose.
  - develop a family agreement which is approved by every individual in the family according to their age and understanding. (Agreements will be made and agreed in an appropriate format so that every individual is enabled, wherever possible, to take part.)
  - draw up a whole family support plan, which includes targets for individual family members, including motivators and sanctions. The plan will build on family strengths and aim to develop resilience and independence to ensure sustainable change
  - co-ordinate the team around the child/family bringing in all of those services which might be appropriate to meet the needs of the children and the family. (These services might include Children’s Centres, Integrated Youth Support or other agencies such as schools, CAMHS, Health Visitors, IDAS, Home Start, Young Carers, other voluntary organisations etc.)
  - review family support plans on a regular basis with the family and team around the family, brokering additional support for the family according to need
22. Assessment, planning, intervention and reviewing will be a continuous process and will always be whole-family orientated with a focus on the individual needs of each child in that family context and that of the wider environment.
23. Intervention will commence immediately, whilst the assessment is ongoing, and will last as long as necessary, with up to around 12 months involvement.

## **Workforce Development**

24. An Integrated Family Service Task Group is currently working with the workforce development unit to draw up individual training needs assessments using the qualifications, skills and knowledge specifications for each post. These will be distributed to the

prospective Integrated Family Service staff in October with the analysis of training needs to take place at the beginning of November.

25. Individuals who have specific needs will be supported to undertake training.
26. The WDU Steering Group will ascertain where training for Integrated Family Service staff can be linked with other CYC or multi-agency training for example with the Youth Support Service or children's centres or the wider children's and adults' workforce.
27. The basic minimum requirement for all Integrated Family Service staff would be training in:
  - basic child protection awareness
  - Working Together 2010 (and 2012 when it is finalised)
  - integrated working
  - individual needs will be ascertained through PDRs and supervision

### **Recording and Reporting**

28. Case records would be kept on every child/family on an agreed database. The system used will need to have functionality to report on the progress of Troubled Families for payment by results purposes.
29. A number of external providers have submitted specifications for databases as a direct response to the government's Troubled Families initiative. These have proved to be either too costly or not up to the job or both.

### **Timescales**

30. The implementation of the new service is phased:
  - phase 1 – Troubled Families team 1 at York High School - already in place
  - phase 2 - Catalyst Central becomes Troubled Families team 2 – September 2012
  - phase 3 – Whole Integrated Family Service set up – three teams across the city. Early December 2012

- transition of staff and families throughout

## **Consultation**

31. Consultation has taken place with all staff in scope in line with the Council's change management guidance. There has also been extensive consultation with partner agencies in single and multi-agency forums.

Consultation with partner agencies continues.

## **Options**

32. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

## **Analysis**

33. The new Integrated Family Service would have the advantage of having the capacity to work intensively with those families whose children might otherwise become looked after or subject to other statutory interventions.
34. The aims and advantages would be:
  - good outcomes for children and young people as a result of intensive support.
  - a reduction in the number of referrals requiring statutory intervention from social care.
  - reduction in numbers of children who become looked after.
  - reduction in levels of youth crime
  - continuing improvements in school attendance figures
  - increased capacity at statutory level for those families who need it.
  - reductions in re-referral rates to statutory services.
  - increased resources to re-invest in prevention.



## **Council Plan**

35. The proposals relate to these priorities:

### Create jobs and grow the economy

36. The Integrated Family Service and specifically the Troubled Families initiative is focused upon supporting people out of worklessness and into employment or training. The service will work closely with others – JCP and the Future Prospect's European Social Fund project to name two – in order to achieve this. Local people in communities will be encouraged to support others in their communities and by doing so, increase their own confidence and capacity to be ready for employment.

### Build strong communities

37. The staff will work across localities but will become familiar with, and to, each community within those localities focusing particularly on those communities with the highest level of deprivation and need. They will work with families, extended families, friends, neighbours and the wider communities bringing in whatever services and support networks are identified with the families as providing the most useful support.

### Protect vulnerable people

38. The prime aim of the service is to work with those children and families who are in the greatest need and have escalating levels of vulnerability. Families who meet the Troubled Families criteria and who have multiple and complex needs will be identified through the Children's Front Door as recipients of the service.

## **Implications**

### **Financial**

39. The budget for the new Integrated Family Service has been formed from a number of budgets from the previously separate services that have been combined together, and is also supported by the new Troubled Families Grant from the Department for Communities and Local Government (DCLG), which has been confirmed for the three years from 2012/13 to 2014/15.
40. The Troubled Families Grant is made up of two elements, an upfront payment and a payment by results factor. The total grant

available to City of York is £1,052k over the three years. The grant is profiled over the three years based on the number of families the local authority expects to identify and work with each year, and has been agreed with the Troubled Families Unit at DCLG. To enable local authorities to staff up their teams the upfront payment is front loaded into the early years. The profile of payment is shown in the table below.

	2012/13 £000	2013/14 £000	2014/15 £000	Total £000
Up-front grant	330	240	96	666
Payment by results (at 100% success)	82	160	144	386
<b>Total</b>	<b>412</b>	<b>400</b>	<b>240</b>	<b>1,052</b>

41. The total budget for the service is £792k in 2012/13, £1,213k in 2013/14 and £1,241 in 2014/15. Budgets transferred into this team are £377k from the current Parenting and Catalyst Budgets and £306k from Family Support. The grant received in 2012/13 will not all be needed as the team is being staffed through the year, but any unspent grant can be carried forward to support the costs in future years.
42. It may be possible to source additional funding either nationally or locally in support of this programme, together with resources in kind from agencies with an interest in investing in the new service. Funding for resources for individual families will also be sought from charitable organisations.

### **Human Resources (HR)**

43. A full process of consultation with the staff affected by the restructure has been carried out followed by an assimilation process.
44. All staff in scope have now been offered a post in the new structure.
45. Redeployees in the redeployment pool have been considered for posts still vacant and any further posts will go out for recruitment.

### **Equalities**

46. An equalities impact assessment is being completed. There are no significant equalities issues.

### **Legal**

47. No significant implication.

### **Information Technology (IT)**

48. The likely database to be used by the Integrated Family Service will be the eTrak database which links with a number of other databases across the children's workforce. This was developed in-house for CA&A and can be adapted to meet the needs of the Integrated Family Service for both recording and reporting. A specification for this has been submitted to IT and development is underway.

### **Property**

49. Venues for office bases are being identified for each of the three teams in each locality they will serve. The team in the West of York will remain at York High School where the pilot is based currently. The team covering the North of the city will be based at Canon Lee. Options are being explored for the office base in the South East of the city.
50. These bases will require a minimum level of refurbishment which will have a cost attached but most of the office equipment and IT hardware will be found through the fall out from the move to West offices for city-based CYC staff.
51. The Integrated Family Service office bases will be in areas identified as having the highest levels of deprivation and need. Staff will become familiar with, and to, local communities and meet regular with service and community leaders. Staff will also work in other areas of their locality.

### **Risk Management**

52. It is important to ensure sufficient capacity in the IFS and this should be informed by:

- numbers of “Troubled Families” as defined by the “Troubled Families” guidelines and criteria but no less than 315 over the period of three years (including those cases held possibly by other services)
  - the number of cases to be transferred into the new service from the existing children’s social care Family Support Service
  - an analysis of the likely numbers of cases at Tier 2 which meet the agreed criteria for Integrated Family Service
  - levels of need in terms of intensity of work required with each family
  - skills, knowledge and experience of the workforce and individuals within the workforce
53. We would anticipate that the service will work with around 200 families per year, including Troubled Families, but this will be kept under constant review.
54. Some capacity issues will be addressed by the absence of some of the duplication which currently exists in service provision. For example many cases currently held by social care have input from a family support worker and from a Catalyst worker.

## **Recommendations**

55. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

*Reason: Rising numbers of looked after children and children subject to a child protection plan highlights the need for a new approach to working with families to prevent issues escalating to this scale. Evidence suggests that intensive work with families, outside of the remit of social care, can be successful.*

## Contact Details

**Author:**

Juliet Burton  
Service Manager  
Children's Advice and Assessment  
01904 554524

**Chief Officer Responsible for the report:**

Eoin Rush  
Assistant Director (Children's Specialist Services)

Pete Dwyer  
Director, Adults, Children and Education

**Report Approved**



**Date** 16.10.12

**Specialist Implications Officer(s)** None

*Finance*

*Mike Barugh*

*Principal Accountant – CBSS*

*01904 554573*

**Wards Affected:**

**All**



**For further information please contact the author of the report**

## Background Papers

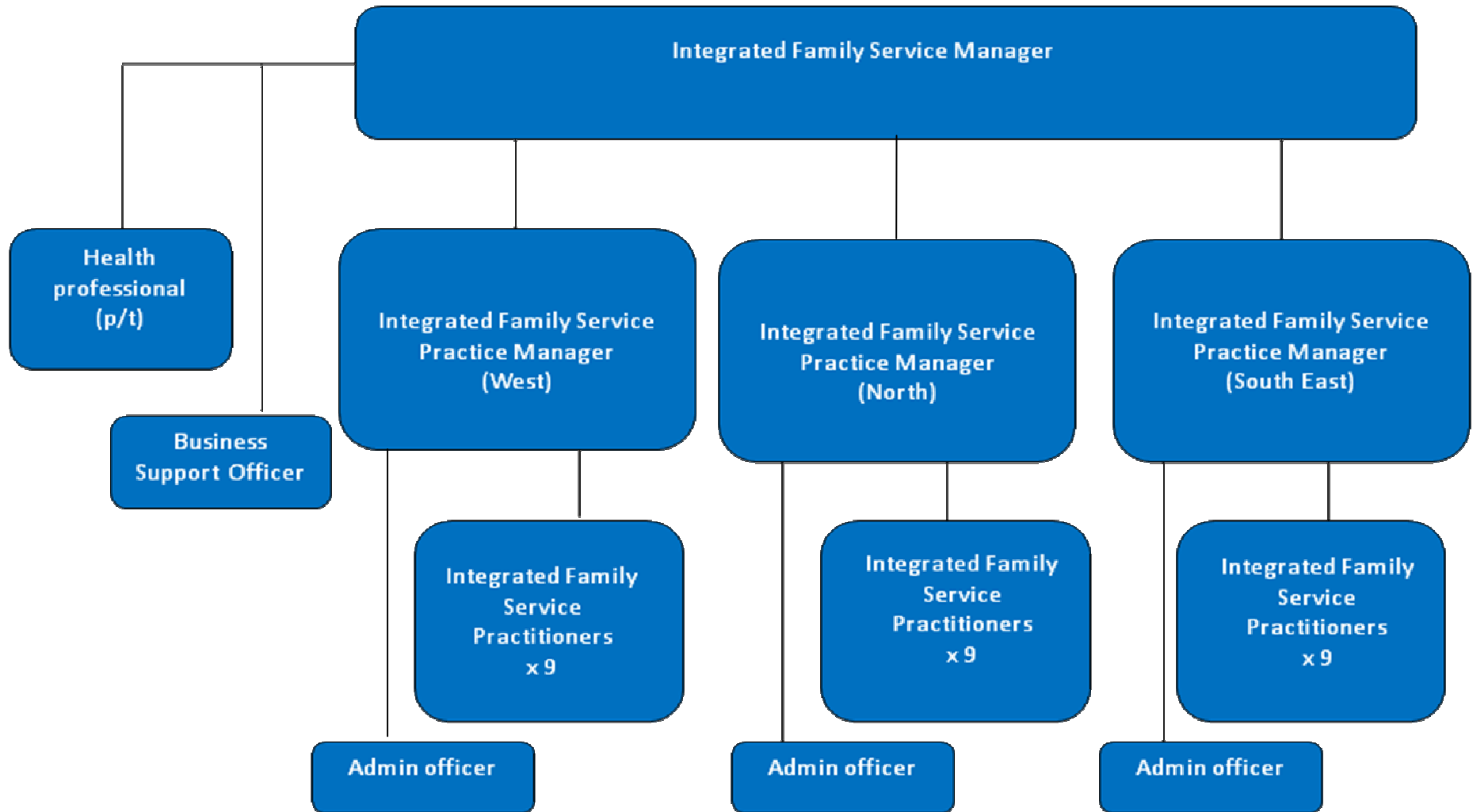
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## Annexes

- Annex A: Integrated Family Service structure
- Annex B: Level of intervention
- Annex C: Integrated Family Service localities

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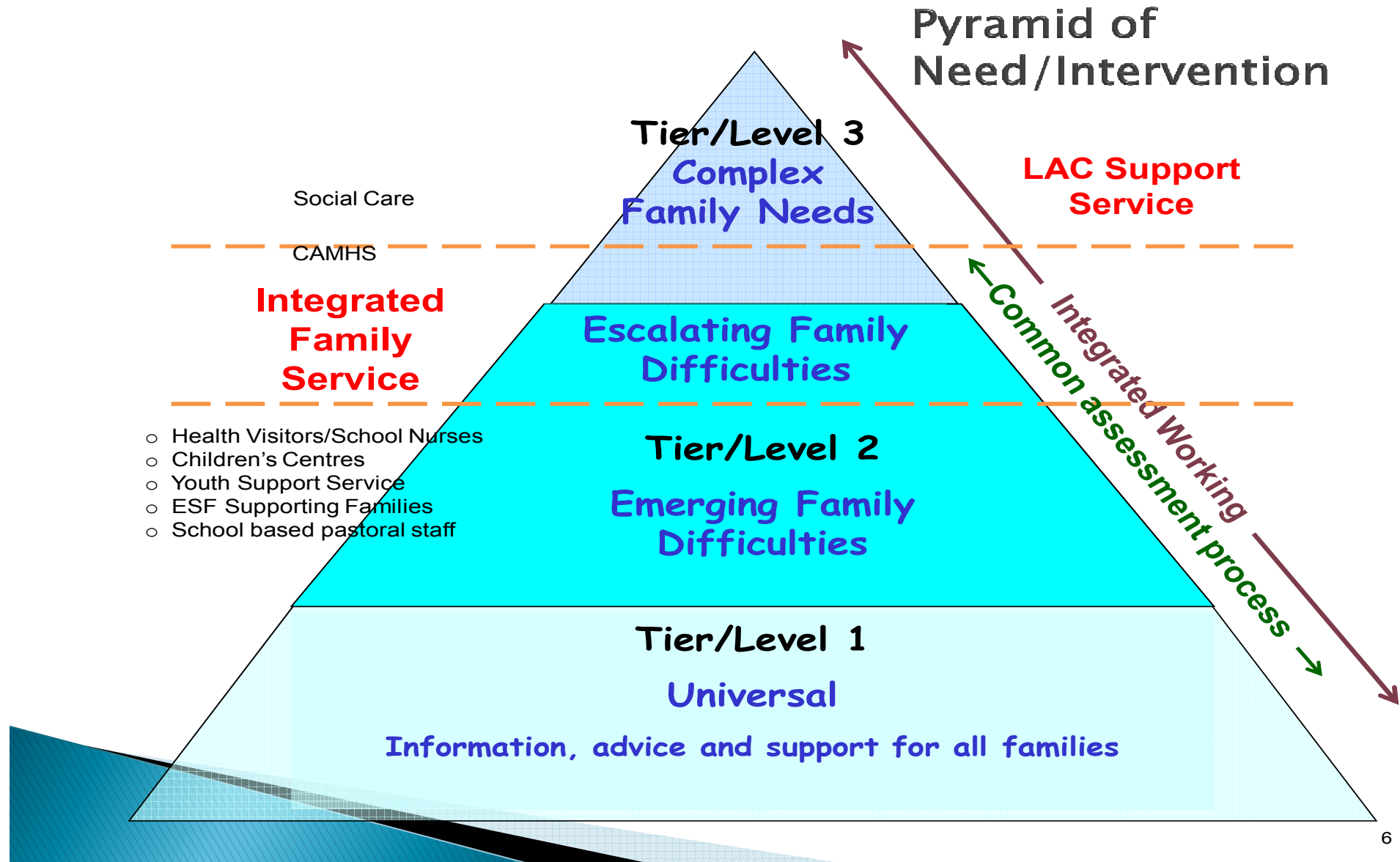
# Annex A: Integrated Family Service Structure



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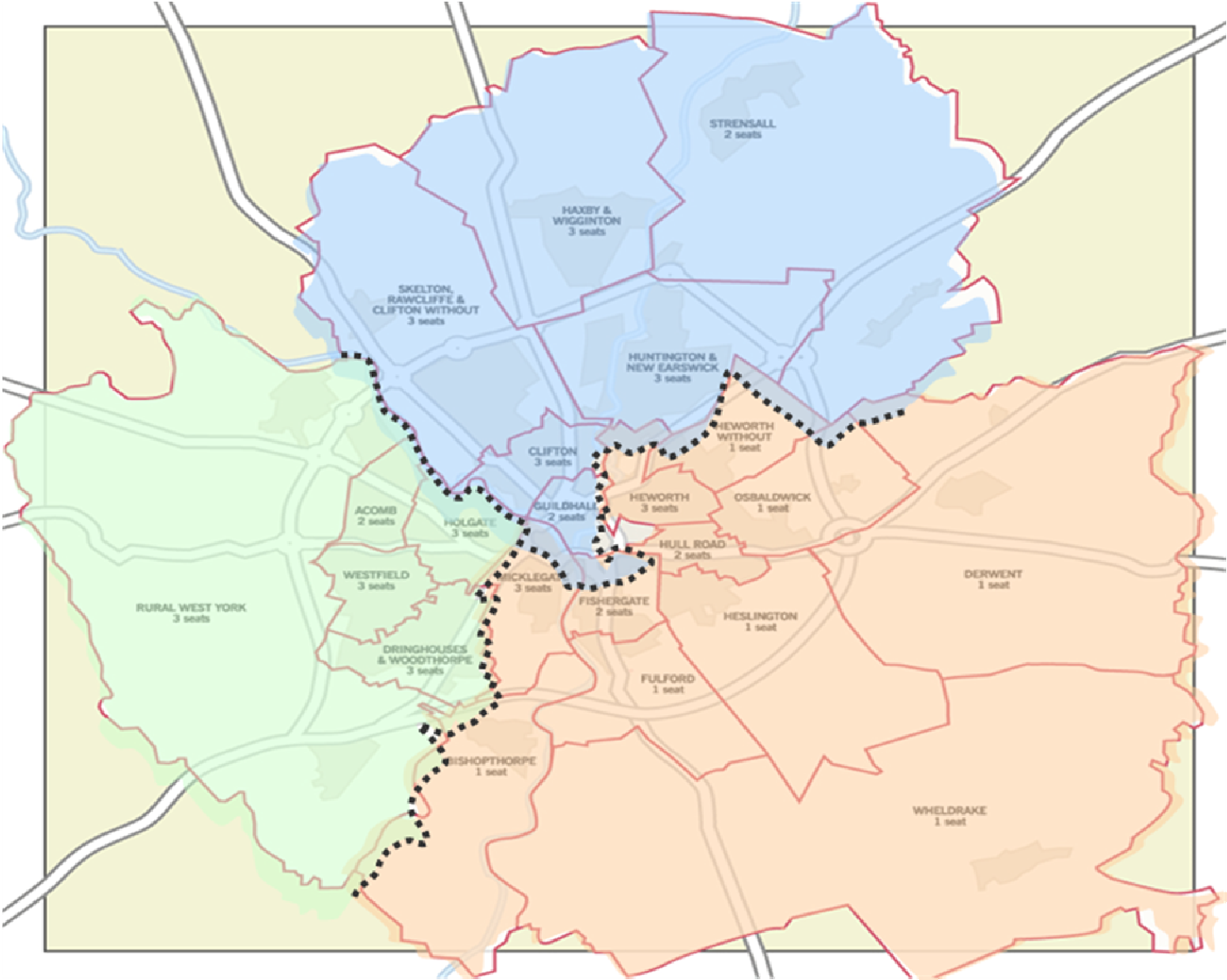


# Annex B: Level of intervention



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# Annex C: Integrated Family Service localities



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