



Item No: 13

Meeting Date: Wednesday 19th September 2018

Glasgow City Integration Joint Board

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INTENSIVE OUTREACH FAMILY SUPPORT SERVICE TENDER

Purpose of Report:

- 1) To advise the IJB on the progress to date to develop intensive outreach family support services and the proposed procurement route identified to deliver this intensive edge of care support to families in need.
- 2) To seek approval of the GCHSCP recommendation of the proposed procurement route, and commission the Council through direction, to issue a tender for the delivery of purchased intensive outreach family support service(s).

Background/Engagement:

The development of this strategy and the objectives of a robust intensive family support strategy has been carefully considered by the IJB through previous development seminars and indeed through the IJB's committee and sub-committee structures. In addition, this critical development has been in part co-produced in close dialogue with the Third sector and in consultation with key funding partners. The proposal has also been extensively discussed with colleagues in the council's Education service and with partners in Strathclyde University; in particular through research in North East in tandem with the Robertson's Trust and CELCIS (The Centre for Excellence for Looked after Children in Scotland).

The HSCP children's service has also undertaken a site visit to an intensive service within North Lanarkshire Council; a joint seminar was also undertaken with this council to secure best practice and learning.

As part of the research and as a consequence of the ongoing reform programme, the views of parents/ carers and young people have formed part of this engagement process.

Recommendations:	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> a) note the progress to date to develop intensive outreach family support services and the proposed procurement route identified to deliver this intensive edge of care support to families in need; and b) approve the GCHSCP recommendation of the proposed procurement route, and commission the Council through direction, to issue a tender for the delivery of purchased intensive outreach family support service(s).
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Relevance to Integration Joint Board Strategic Plan:

<p>Partnership key priorities (page 26) https://glasgowcity.hscp.scot/publication/strategic-plan-2016-19</p> <p>The desire remains to shift the balance of care and spend away from institutional forms of care and to re-position resource and intervention in prevention in local families, neighbourhoods and communities.</p> <p>The objective of this Tender is to promote the wellbeing of children and young people, especially through early and effective intervention. In the longer term this family support strategy will have a positive impact on outcomes for children and young people.</p> <p>The Partnership and the integrated arrangements in the city have one integrated plan and a comprehensive approach under the auspices of getting it right for every child.</p>
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Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	<p>All 9 national health and wellbeing outcomes and the implementation of the national policy Getting It Right For Every Child (GIRFEC). The strategy is also linked to the wider council and city corporate agenda in ensuring the cycle of poor outcomes is diminished and that young Glasgow citizens are able to thrive and contribute to the city's economic viability.</p>
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Personnel:	<p>An internal review and redesign of intensive services to supplement and complement the intensive outreach family support initiative is ongoing. Consequently, there are likely to be internal implications around management and changes to the current staffing establishment infrastructure.</p>
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Carers:	<p>This refresh strategy and the implementation of GIRFEC seeks to strengthen support to all parents and carers at an earlier and more sustained level. Moreover and in particular, this investment seeks to widen support to families through the evening and into the weekend.</p>
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Provider Organisations:	<p>Implications for third sector will emerge through this family support tendering framework. This will shift the balance of</p>
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	spend into the third sector. This service approach will also operate as a catalyst for greater collaboration, joint work and partnership with and between the third sector organisations.
Equalities:	The proposals contained in this report pays due regard on the equality requirements. There is no legal requirement to conduct an Equalities Impact assessment in relation to children and young people. Nevertheless, the HSCP has already considered this impact and an updated EQIA is available on the HSCP website - https://glasgowcity.hscp.scot/sites/default/files/publications/EQIA%20-%20Transformational%20Change%20Programme%20-%20Children%20Services%20Glasgow%20HSCP.pdf
Financial:	The total budget available is £3.75 million, £750,000 per annum for an initial 3-year period, with an option to extend for a further 1+1 years subject to satisfactory service review. This future financial commitment will be achieved through the ongoing reduction in spend on Looked After placements and redirection of cost savings.
Legal:	On approval of the recommendations contained in this report and completion of a tender exercise by the Council under direction of the IJB, new contractual arrangements will require to be put in place to facilitate the establishment of the Intensive Outreach Family Support Service(s)
Economic Impact:	Purchased sector providers remain committed to recruiting locally wherever possible.
Sustainability:	None
Sustainable Procurement and Article 19:	N/A
Risk Implications:	This strategy and vision contains a range of risks associated with rebalancing care and sustaining more children and young people at home, at school and in their local community. Risk will also exist in transferring from one system of care to a new infrastructure of community support and robust community alternatives. Reference is made to the current risk assessment register.
Implications for Glasgow City Council:	These proposals will seek to shift risk management and investment into local communities. It will require thoughtful and robust risk management in tandem with the support, collaboration and partnership of key stakeholders; Police Scotland, Education, Third Sector and the Community itself.

Implications for NHS Greater Glasgow & Clyde:	Implications as above.
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Direction Required to Council, Health Board or Both	Direction to:	
	1. Direction Required	
	2. Glasgow City Council	✓
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

1 Purpose of the Report

1.1 To advise the Integration Joint Board on the proposed development of a new service delivered by the Third sector, which will aim to:

- Contribute to the ongoing reduction of young people in formal care purchased placements.
- Prevent the admission of young people into care by providing flexible support, including evenings and weekends.
- Support rapid rehabilitation home for young people in care where appropriate.
- Provide support to young people already in care to promote stability and prevent breakdown.
- Integrate the intervention from the service with effective education and good learning outcomes.

1.2 To request authorisation to commission the new service to compliment the investment in the residential peripatetic team and the review of Intensive Services.

2 Background

2.1 There is an increasing recognition that more must be done to prevent young people from coming into formal care. If additional appropriate supports were available in communities and in neighborhoods, then it is anticipated that more children can be sustained at home.

2.2 There is an understanding that, in many cases, if placements with parents or kinship carers can be sustained it will improve longer term outcomes for children.

2.3 There are significant financial costs associated with young people coming into care, particularly out of authority purchased residential placements. The introduction of the Intensive Outreach Family Support Service (IOFSS) would directly contribute to achieving the HSCP aspirations relating to reducing the number of young people in purchased and provided placements.

2.4 The Intensive Services will also contribute towards the ongoing implementation of the HSCP's transforming the balance of care agenda by increasing support around the 'edge of care', and reducing the significant spend at the acute end of the spectrum.

2.5 On the 8th November 2016, the IJB agreed to support the development of an Intensive Outreach Service in Glasgow, which would work to support young people who were at risk of coming into care to remain at home.

- 2.6 After securing the savings required for 2017/2018 at £6.7m, the HSCP has delivered an investment of £1.2m into residential care and £0.75m into this Intensive Outreach Service (2019/20). Future funding for this contract will be achieved through the ongoing reduction in spend on Looked After placements and redirection of cost savings.

3 Effective Service Model in North Lanarkshire

- 3.1 Over the last 12 years the Community Alternatives Service in North Lanarkshire has successfully supported significant numbers of young people who were at risk of coming into care to remain at home.
- 3.2 The Service first and foremost focuses on building positive relationships with young people and their families and directly provides a range of practical supports in order to strengthen and sustain placements.
- 3.3 The service operates flexibly including in the evenings and at weekends.
- 3.4 As at October 2017, the North Lanarkshire HSCP had only 1 young person over 12 in a purchased residential placement.

4 Evidence of Need in Glasgow

- 4.1 The table below shows the number of young people that came into care from home including kinship between the ages of 10 and 17. If the IOFSS had been operational then many of these admissions may have been prevented. The numbers provide an indication of the number of young people the IOFSS would have been working with.

Year / Timescale	Number of Admissions						Total
	Secure	Purchased Residential	Provided Residential	Purchased Foster Care	Provided Foster Care	LCS	
April 2015 to march 2016	15	11	67	25	25		136
April 2016 to March 2017	11	5	46	15	13	1	91
April 2017 to March 2018	7	3	54	6	12		82

- 4.2 There are currently 58 young people in purchased residential placements at a cost of around £12.5m and the provided residential service constantly runs at or above the capacity of 146 beds. The provided residential care cost £23m a year to run; in addition to the further £1.2m invested. Consequently, 184 young people absorb £35.5m worth of spend per year.

5. Proposed Service Configuration

- 5.1 The North Lanarkshire Service currently supports 240 young people which equates to 33% of their looked after population. If the IOFSS service in Glasgow Service was to reflect this it would mean supporting 621 young people (33% of 1,881).
- 5.2 However Glasgow would wish to take a more targeted approach and focus on the 15% of young people most at risk of coming into care. This would equate to 282 young people and would therefore require 28 client facing workers.
- 5.3 If we work on an assumption that at any one time there are 20 young people in purchased residential , provided residential, and foster care, who would require the support of the IOFSS to return to home this would increase the total number of client facing workers to 30.
- 5.4 In North Lanarkshire the Service is delivered on a local authority wide basis. This enabled the service to deploy staff wherever they were required as demand varied at different times.

6 Staffing Costs

- 6.1 The total budget will include allowances for running and operational costs, as well as premises costs.
- 6.2 The Service Manager Intensive Services will have an overview of the service which will potentially be co-located in the Orr Street Intensive Services Hub.
- 6.3 Connection with the HSCP, Education and Police Scotland will be critical.

7 Intensive Outreach Family Support Service Funding Arrangements

- 7.1 The IOFSS should also contribute towards reducing costs in provided residential care and in both purchased and provided foster care as more young people are supported in the community.
- 7.2 The total budget available is £3.75 million, £750,000 per annum for an initial 3-year period, with an option to extend for a further 1+1 years subject to satisfactory service review. This future financial commitment will be achieved through the ongoing reduction in spend on Looked After placements and redirection of cost savings.

8 Commissioning

- 8.1 One of the key messages from our analysis is to recruit staff with the high levels of skill and commitment required for this role. Both Management and staff will be recruited to provide a level and type of support required to prevent children and young people becoming looked after. It is an expectation that the provider will assume this commitment.
- 8.2 Our experience to date suggests that accommodation would, for older young people, often not reduce risks or improve outcomes, when compared to remaining at home if additional support was in place.
- 8.3 The commissioned service needs to have the creativity, confidence and resilience to find ways to engage with young people and families who often are in significant crisis.

- 8.4 For the Glasgow service it would therefore be necessary to tender through a competitive process in order to find people with the necessary skills and commitment.

9 Role of Existing Intensive Services

- 9.1 The Service Manager, Intensive Services, will have responsibility for the overview of the new IOFSS, as well as the existing Intensive Services.
- 9.2 The IOFSS will access the existing HSCP Intensive Services as and when required by young people and their families.
- 9.3 The existing Intensive Services have separate and distinct aims from the proposed IOFSS objectives and outcomes.
- 9.4 The existing Intensive Services will be reviewed and evaluated however, to identify to what extent they are achieving their aims and objectives and if and how they can contribute to the aims of the IOFSS.

10 Co-Production and Interim Arrangements for 2018/19

- 10.1 This commissioning process is likely to take at a minimum 6 months to complete. As part of the commissioning process, it is our intention to engage with the current key providers in the co-production of this new provision. This joint approach will utilise the experience, expertise and knowledge of the third sector in sustaining young people in the community, and will from the outset ensure that the desired outcomes of this development is co-produced. It is also anticipated that tests of change are likely to be established on a time limited basis in order to inform the scope of the Tender. Legal services will be appropriately engaged in the initiation of any such tests of change.
- 10.2 By investing this resource into the Third Sector, the HSCP can also align the previous funding secured for family support around Family Group Decision Making (FGDM) and our test of change with the Big Lottery around strengthening early family support and more importantly, primary prevention.

11 Recommendations

- 11.1 The Integration Joint Board is asked to:
- a) note the progress to date to develop intensive family support services and the proposed procurement route identified to deliver intensive edge of care support to families in need;
 - b) approve the GCHSCP recommendation of the proposed procurement route, and commission the Council through direction, to issue a tender for the delivery of purchased service Intensive Edge of Care Family Support service(s); and

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	19098-13-a
2	Date direction issued by Integration Joint Board	19 September 2018
3	Date from which direction takes effect	19 September 2018
4	Direction to:	Glasgow City Council
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Provision of community-based intensive outreach family support services to children and young people on the edge of care
7	Full text of direction	The IJB directs Glasgow City Council to issue a competitive tender for the provision of Intensive Outreach Family Support Services.
8	Budget allocated by Integration Joint Board to carry out direction	Total budget available is £3.75 million, £750,000 per annum for an initial 3-year period, with an option to extend for a further 1+1 years subject to satisfactory service review.
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	September 2019