

**Report of Chief Officer Children’s Social Work**

**Report to Director of Children & Families**

**Date: 8th January 2018**

**Subject: Families First - Earned Autonomy Implementation**



Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The purpose of this report is to seek approval from the Director of Children and Families to implement the Earned Autonomy plans as part of our vision for early help.
2. Executive Board approved the direction and plans to continue to develop Families First in October 2018 and gave the Director of Children and Families delegated power to approve detailed plans for implementation. This paper sets out the plans for funding and delivery of our Early Help approach and vision.
3. The Leeds Earned Autonomy bid was based on the following plan for funding and change:
4. Firstly enhancing our Early Help offer at a cluster level by strengthening our local partnerships with multi-disciplinary Hubs (Families First Hubs) in each of the three areas of the city, with investment in additional practitioners and expertise in key areas of need e.g. mental health, domestic violence, substance misuse. The multi-disciplinary elements will build on the learning from the Hertfordshire family safeguarding model and add value to the existing workforce.
5. The hubs will act as a single point of contact for Early Help in each area, building capacity across the partnership, working with cluster partners to enhance confidence, knowledge and skills in key areas and supporting a getting it right first time approach.
6. Secondly, innovation in key areas including work with adolescents on the edge of care. Existing provision will be re shaped and realigned to develop this service building on

existing work with West Yorkshire Police, the Early Intervention foundation, health, education, social care and voluntary sector partners in Leeds. The model will apply learning from other successful approaches such as the North Yorkshire 'No Wrong Door' project.

7. Thirdly, (A) capacity building, including: Roll out of the national qualification framework for Early Intervention, the Leeds Practice Model which includes formulation and outcome based supervision, Motivational Interviewing. (B) Investment in intelligence, analysis, performance management and quality assurance. We will develop the use of predictive analysis and intelligent use of analytical data to develop a targeted and proactive approach to addressing needs and vulnerabilities. We will enhance and progress our top 100 methodology ensuring a targeted outcome focussed approach to delivering support services. This work will build on the lessons that have been learnt through Families First in Leeds and the success that we have had in this area. It will also build on a recent project undertaken by Social Finance to explore how existing data and management information systems in Leeds can be used to best effect to target support for children at risk of poor outcomes – such as exclusion from school. (C) Developing a stronger focus on the three As (attendance, attainment and achievement) and engagement with schools to achieve improved outcomes for children and young people.

## **Recommendations**

8. The Director of Children & Families is recommended to approve the plans for implementation set out in this report including the plans for investment and commissioning and the development of the Earned Autonomy plans.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to seek approval from the Director of Children and Families to implement the new structures proposed for the next stage of the Families First programme in Leeds.
- 1.2 Executive Board approved the direction and plans for Earned Autonomy Plans as part of Families First in October 2018 and gave the Director of Children and Families delegated power to approve detailed plans for implementation. This paper sets out the plans for funding and development of plans.

## **2 Background information**

- 2.3 The 'Troubled Families' initiative was launched by central government in 2011 and has been a high profile national programme of intensive support for families that focused on families with multiple needs including worklessness, poor school attendance, substance abuse, anti-social behaviour and crime.
- 2.4 Leeds chose to rebrand Troubled Families as 'Families First' to emphasise the more positive implementation of the programme in the city and avoid some of the criticism and negativity in some elements of national rhetoric and debate.
- 2.5 The city has a long history of successful work in family support projects and the programme built on this existing good practice across the city including the work of Targeted Services and the existing cluster partnership arrangements. The programme is supported by a multi-agency team with secondments from Police and the DWP which forms the bedrock of the programme.
- 2.6 Leeds Families First programme has a very good track record, with consistently high levels of performance and improved outcomes for local families. The Leeds programme has received national praise and awards for its work. For example, after a central government spot check the feedback from a Director at DCLG was that staff were 'very impressive' who all demonstrated the 'high quality of work that Leeds is carrying out with your families', supported by 'extremely impressive' data systems' and a central team that were 'doing a fantastic job'.
- 2.7 Leeds Families First has made a huge difference to the lives of local children and families. Since 2014 the expanded Families First programme has helped 935 children improve their attendance, helped 579 adults into continuous employment (in most cases this has been for 6 months or more) and also supported 1242 adults to make progress to work; 1566 families have demonstrated a sustained reduction in domestic violence incidents and 713 families have demonstrated a sustained reduction in crime and antisocial behaviour incidents. This shows the value and impact of a whole family approach to improving lives and communities, contributing across Council-wide agendas on learning, skills, crime and wellbeing.
- 2.8 Leeds is one of only 13 Local Authorities to have won 'Earned Autonomy' status. This was through a competitive process judged by central government and is a result of the high performance and strong leadership of Leeds' Family First programme. Leeds has been a national example of good practice for a long

period, with frequent visits to learn from Leeds' approach from senior civil servants, politicians and local government leaders and other local authorities.

- 2.9 Earned Autonomy gives Leeds the freedom and flexibility to receive up front all 'Payments by Results' (PBR) funding and develop a local framework for measuring outcomes. The aim of this new approach to funding was to give Local Authorities the opportunity to innovate and accelerate the pace of change. Local Authorities were asked to bid for earned autonomy, with success dependent on prior good performance, strong local leadership and performance management and a commitment to using the programme to promote further public service transformation.
- 2.10 The Leeds bid was developed in partnership and the final proposal was approved by key strategic leads including LCC CEO, Director of Children and Families Services, DWP, Health and Police. Leeds bid was successful.
- 2.11 Funding and audit arrangements have now been agreed with central government. It is important to note that the use of the term 'autonomy' is somewhat over-generous as the scheme will continue to require considerable close performance management and audit of the implementation of the scheme.

### **3 Main issues**

#### ***The plan for change***

- 3.1 The Leeds bid was based on the following plan for funding and change:
- Firstly enhancing our Early Help offer at a cluster level by strengthening our local partnerships with multi-disciplinary Hubs (Families First Hubs) in each of the three areas of the city, with investment in additional Early Help practitioners and individuals who will have specialist knowledge and experience in three key areas of need, mental health, substance misuse, Domestic Violence. The hubs will act as a single point of contact across the area and build capacity across the partnership supporting a getting it right first time approach. They will also work with cluster partners to enhance confidence, knowledge and skills in key areas. This model builds on emerging national best practice in areas such as Hertfordshire.
  - Secondly, innovation in key areas including work with adolescents, existing provision will be re shaped and realigned to develop this service building on existing work with young people. The model will apply learning from other successful approaches such as the North Yorkshire 'No Wrong Door' project.
  - Thirdly, capacity building, including:
    - (a) Roll out of the national qualification framework for Early Intervention and the Leeds Practice Model including motivational interviewing, formulation and outcome based supervision.
    - (b) Investment in intelligence, analysis, performance management and quality assurance. The development of predictive analysis and intelligent use of

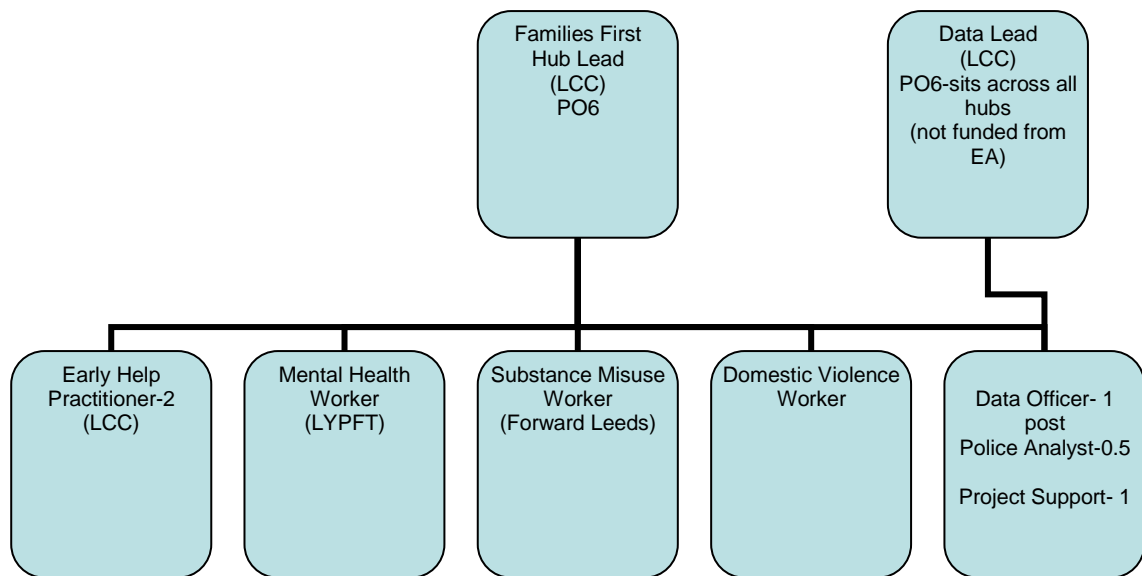
analytical data to develop a targeted and proactive approach to addressing needs and vulnerabilities. We will enhance and progress our top 100 methodology ensuring a targeted outcome focussed approach to delivering support services. This work will build on the lessons that have been learnt through Families First in Leeds and the success that we have had in this area. It will also build on a recent project undertaken by Social Finance to explore how existing data and management information systems in Leeds can be used to best effect to target support for children at risk of poor outcomes – such as exclusion from school.

(c) Developing a stronger focus on the three As (attendance, attainment and achievement) and engagement with schools and wider partners to achieve improved outcomes for children and young people.

- 3.2 Since being awarded Earned Autonomy status Children and Families Directorate has been consulting with local partners at both a citywide and local neighbourhood level about how best to implement these new proposals, and how best to link the Earned Autonomy proposals with wider new ways of working in the city and local communities.
- 3.3 It is important that Earned Autonomy plans are developed and implemented in such a way as to complement and coordinate the extensive wider changes in services and practice across the city, including: the next steps for Clusters of schools and services; the development of Child and Family Health Hubs in the NHS; the development of Community Hubs in Citizens and Communities; Locality 'Core Groups' and the West Yorkshire Police's Early Intervention Strategy.
- 3.4 New approaches are being tested in '2Gether Cluster' in the Inner North-East Leeds, bringing together all local agencies to trial novel approaches to further integration and joined up working. This work will continue to inform our Early Help approach and plan.
- 3.5 Plans will be progressed through a number of work streams that report to the Early Help board and in turn the Children and Families Trust Board. The Early Help Board will be responsible for strategic leadership of the programme it reports to the Children and Family Trust Board and MHCLG. The Early Help Board has representation from a wide range of partners including:
- LCC: Children and Families Services;
  - Communities and Environment; Resources and Housing; Adults and Health; Clinical Commissioning Group
  - West Yorkshire Police
  - Schools
  - Voluntary and Community Sector organisations

***Implementation – Family First Hubs***

- 3.6 Each Families First Hub will be set up as follows:



- 3.7 The majority of the posts will be directly employed by Leeds City Council. The specialist posts and police researcher will be commissioned through a variation of existing contracts with partner providers. It is envisaged some staff currently based in Families First will transition into the hubs.(Data and project support staff)

*Job Descriptions.*

- 3.8 A new job description has been developed for the Hub Lead and Data lead, these have been evaluated by HR at PO 6 level. Other LCC posts have existing job descriptions. The specialists in mental health, substance misuse and domestic violence will be commissioned through existing contracts and on a secondment basis. Commissioning are working with us on this aspect and there will be a SLA to support this work.

**Implementation – new approaches to adolescent services**

- 3.9 As set out above, the second strand of investment in reform is intended to support new approaches to working with young people.
- 3.10 In this area the plan for new investment is £375,000 per year to commission new services to support edge of care interventions and support. This work needs to align with other ongoing work with young people across the city. The original plan was to build on the work of Signpost and add further capacity to this service and to include out of hours support.

### ***Implementation – Capacity Building***

- 3.11 The third strand of implementation is work on workforce development and continuing to develop capacity for intelligence, performance management and 'predictive analytics' including the top 100 methodology.
- 3.12 In this area the plan for new investment is to spend £200,000 per year on the workforce development, principally the roll-out of the Early Help Qualification, Motivational interviewing and Outcome based supervision. We are working with colleagues from Workforce Development to ensure Earned Autonomy plans support and align with our overall workforce strategy.
- 3.13 In addition there will be additional investment in analytical capacity as set out in sections 3.13 to 3.20 below.

### ***Implementation – Finance***

- 3.14 The Ministry of Housing, Communities & Local Government awarded Leeds City Council £5,478,000 Earned Autonomy funding until the end of March 2020.
- 3.15 The profile of the funding is £2,739,000 in 2018-19 and £2,739,000 in 2019-20. Funding beyond this date is currently unknown, if further funding is not forthcoming a decision will need to be made to either continue to support this programme with LCC resources or agree an alternative course of action. The partnership will continue to focus on mainstreaming plans.
- 3.16 Although this is not new funding for Leeds City Council there is some additional funding as Leeds Families First would not have achieved 100 % payment by results, it also provides all the funding up front. It replaces the funding that the authority was receiving and accounting for via the former Troubled Families programme and as such there were / are some existing commitments for this spend.
- 3.17 The new spend profile put forward by the Chief Officer Social Work and Troubled Families Lead Officer below shows how the new outcomes will be delivered and at the same time how existing resources will be realigned into the new programme in order that no new financial pressures arise.

Earned Autonomy				
Income and Expenditure Analysis - Sep 2018				
Troubled Families	Budget 18-19 £k	19-20 £k	20-21 £k	
<b>Committed Expenditure</b>				
Targeted Service Leads	600	0		£600k funding of TSL's removed
Multi Systemic Therapy	200	200	200	
Youth Offending Svc Area Teams	120	0	0	
Families First	475	300	0	Families First staff ,Police inspector, Intervention fund etc
Children & Families Resources outside of Early Help	1,341	941	791	Assumes £350k commissioning back in strategy from 19-20
<b>Total</b>	<b>2,736</b>	<b>1,441</b>	<b>991</b>	
<b>Proposed Spend under Earned Autonomy</b>	<b>18-19 £k</b>	<b>19-20 £k</b>	<b>20-21 £k</b>	<b>Total £k</b>
MHCLG Earned Autonomy Grant Funding	(2,739)	(2,739)	0	(5,478)
Additional PBR in 18-19 / Surplus Brought Forward	(176)	(179)	0	(356)
Pressure Reflected in MTFP @ Sept 2018 - now removed so needs discussion			(2,700)	(2,700)
<b>Total Funding Available</b>	<b>(2,915)</b>	<b>(2,918)</b>	<b>(2,700)</b>	<b>(8,534)</b>
Existing Commitments 18-19	2,736			2,736
Existing Commitments 19-20		1,441		1,441
Existing Commitments 20-21			991	991
New Spend 19-20 (New staff). (Commissioning to commence 01/04/2019)		1,557		1,557
New Spend 20-21			1,724	1,724
<b>Total Commitments</b>	<b>2,736</b>	<b>2,998</b>	<b>2,715</b>	<b>8,449</b>
<b>Gap</b>	<b>(179)</b>	<b>80</b>	<b>15</b>	<b>(85)</b>

- 3.18 The above assumes that some resources within Families First are realigned into the new hubs. Funding contribution to Youth Offending Service Area Teams (120k) will end and the service has confirmed that this can be absorbed within next year's budget. Targeted Service Leads funding (650k) ceases from March 2019, this is a budget pressure as a commitment has been made to extend these posts beyond that point.
- 3.19 Earned Autonomy funding will be utilised to set up three hubs within Early Help, specifically, Families First Hubs will support workforce development and additional Analytical Capacity. See detailed table below.
- 3.20 This will result in the creation of 18 new posts within the Early Help Hubs which will be funded via this programme with the remaining 3 posts funded by realigning existing resources. Analytical Capacity will see the creation of 1 new post with the remainder realigned from existing staffing resources.

	Grade	SCP	FTE	Cost per Annum 18/19 £	Cost per Annum 19/20 £	Cost per Annum 20/21 £
Programme Leadership	Service Delivery Manager	Dir 45%	3	1.00	£65,639	
<b>Programme Leadership Total</b>					<b>£65,639</b>	
Analytical Capacity	Performance Officer	PO4	44	1.00	£50,560	
Analytical Capacity	Project Support	C1	25	1.00	£28,757	
Analytical Capacity	Police Analyst	C3	28	1.50	£47,669	
<b>Analytical Capacity Total</b>					<b>£126,986</b>	<b>£150,000</b>
Early Help Hubs	HUB Lead	PO6	49	3.00	£170,067	
Early Help Hubs	Early Help Practitioner	PO1	36	6.00	£243,360	
Early Help Hubs	Substance Misuse Worker	PO2	38	3.00	£128,951	
Early Help Hubs	Adult Mental Health	PO4	44	3.00	£151,681	
Early Help Hubs	Domestic Violence Worker	PO1	36	3.00	£121,680	
Early Help Hubs	DWP work coach	PO1	36	3.00	-	
<b>Early Help Hubs Total</b>					<b>£815,739</b>	<b>£832,053</b>
Adolescents	Commissioning				£375,000	£848,694
<b>Adolescents Total</b>					<b>£375,000</b>	<b>£375,000</b>
Workforce Development	Workforce Development				£200,000	£200,000
<b>Workforce Development Total</b>					<b>£200,000</b>	<b>£200,000</b>
<b>Grand Total</b>	<b>Full Cost Per Annum</b>				<b>£1,583,364</b>	<b>£1,557,053</b>
						<b>£1,723,694</b>



3.21 The above demonstrates the funding profile for Earned Autonomy Plans.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 There has been extensive consultation and engagement at every stage of this process, including with key local partners such as the Police, NHS, Schools and the VCS as well as with national partners in central government. The overall proposals have been approved by Executive Board and signed off by senior officers including the Council's Chief Executive and DCS. Children and families views have shaped the direction of this plan and going forward parents/young people will feed into the Early Help board and be involved in future consultation and co-production of our approach. Staff have also been involved in developing work around capacity building and qualifications.

4.1.2 There is a need to discuss these plans with Unions.

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 An Equality and Diversity Impact Assessment was completed for the Executive Board report. This is attached in Appendix 2.

### **4.3 Council policies and Best Council Plan**

4.3.1 These proposals provide strong support for the refreshed Children and Young Peoples Plan and the Council's ambition to be a Child Friendly City. In addition these proposals will continue to build good locality working between clusters and early help services and wider community strategies and public service work – e.g. around youth crime. Finally these proposals are in line with central government's policy and strategy.

### **4.4 Resources and value for money**

4.4.1 The proposals have been developed by Finance and service managers and approved by central government and the Council's Executive Board. All financial issues have been considered and will be managed within the Troubled Families' existing allocated funding. More details are provided in section 3.13 to 3.20 above.

### **4.5 Legal Implications, Access to Information and Call In**

4.5.1 This is a Key Decision and therefore subject to call-in.

### **4.6 Risk Management**

4.6.1 Risks have been considered throughout the national bidding and planning process. Implementation risks will be managed by the Service Development Manager with oversight from the Early Help Board.

## **5 Conclusions**

5.1 These proposals form a good basis for supporting our vision for early help and our continued service transformation. They have been informed both by local experience, national learning and best practice.

## **6 Recommendations**

6.1 The Director of Children & Families is recommended to approve the plans for implementation set out in this report including the plans for investment and commissioning and the development of Earned Autonomy plans and staffing structures.

## **7 Background documents<sup>1</sup>**

7.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.