

TO: EXECUTIVE
DATE OF MEETING: 11 APRIL 2017

FAMILY SAFEGUARDING MODEL
Director of Children Young People and Learning

1 PURPOSE OF REPORT

- 1.1 This report is to inform Members of the successful outcome from an innovation bid, securing funding to implement a Family Safeguarding Model of working within two social work teams within Children Social Care and outline the timescales for the implementation.

2 EXECUTIVE SUMMARY

- 2.1 In the summer of 2014, the DfE announced it had set aside £30m to fund innovative projects to transform 'edge of care' and child protection services in England. Expressions of Interest were invited from Local Authorities and the voluntary sector with outlines of projects that related to these two areas. Hertfordshire were successful and rolled out a family Safeguarding Model of practice.
- 2.2 The Family Safeguarding (FS) is a whole system change to how child protection services are delivered in Hertfordshire. The programme was set up with a grant of £4.86m that was awarded to the County in January 2015 from the DfE's Innovation Unit. It included creating multi-disciplinary teams with additional specialists, recruiting staff to reduce workloads, training staff in Motivational Interviewing, as well as a structured approach to risk assessment.
- 2.3 In April 2016, the DfE announced further funding of £100m, over the next four years, to support the development of new approaches to Children's Social Care. An Expression of Interest was submitted in May 2016 by Hertfordshire to scale up the model to four LAs – Luton, Peterborough, West Berkshire and Bracknell Forest. After successfully passing this stage, a full bid was worked up and submitted In September 2016. This went before an Investment Board in January 2017 and was signed off by the Minister Edward Timpson on 23rd February 2017.

3 RECOMMENDATIONS

- 3.1 **To note the plans to transform the work within two Children's Social Care teams in Bracknell Forest and to deliver services on a multi-agency basis from September 2017.**
- 3.2 **To receive a further report on progress in Spring/Summer 2018.**

4 REASONS FOR RECOMMENDATIONS

- 4.1 Bracknell Forest, alongside four other Local Authorities, have successfully secured funding from the DfE Innovation Unit to create multi-disciplinary teams with additional specialists, recruiting staff to reduce workloads, training staff in Motivational Interviewing, as well as a structured approach to risk assessment. The project will be evaluated and rolled out into further LA's depending on the success of the project.

5 ALTERNATIVE OPTIONS CONSIDERED

5.1 None

6 SUPPORTING INFORMATION

6.1 Why is this project necessary?

6.1.2 The specialisation of Adults and Children's Services has not consistently promoted a "whole family" approach and has resulted in some families potentially not being supported as well as they should be. This can contribute to higher levels of child protection referrals and children coming into the care system. Contributing factors can include:

- The eligibility criteria for access to adult's care and specialist mental health services;
- having a shared understanding about the impact of the parent's condition on the care and protection of their children;
- having the appropriate level of knowledge amongst children's workers about the impact of some parental mental health conditions on the emotional well being of children;
- difficulties across all agencies in establishing the extent of parental drug and alcohol use, domestic abuse and consequent risks to parents and children;
- complexity of information sharing across agencies and the implications of not sharing information for supporting families with the right help at the right time;
- promoting a reactive approach rather than prevention and building resilience in families.

6.1.3 The original Hertfordshire Partnership Bid estimated that risk could be reduced and outcomes improved by delivering protection services on a family basis. In doing so, information sharing can be improved and a better shared understanding of risk in families can be reached. Through co-location, the time spent on recording, travelling, meetings and writing separate reports can be reduced. The time saved can be invested in improving the quality of work with children and families and increasing focus on achieving good outcomes.

6.2 Proposed Operating Model

There are four key elements to the proposed Family Safeguarding model:

- multi-disciplinary Family Safeguarding Teams;
- a core skills set with Motivational Interviewing at its heart;
- a structured 'workbook' approach to assessing parent's 'capacity for change';
- an outcomes based performance framework.

Each of these is described in more detail below.

Multi-disciplinary Family Safeguarding Teams

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- 6.2.1 From Serious Case Reviews and analysis of Child Protection plans over recent decades, it can be seen that the parenting factors that represent most risk to children are domestic abuse, substance misuse and mental health, especially in families where all three factors exist together. The multi-disciplinary teams will have the full range of skills necessary to address those highest-risk factors. A Clinical Psychologist will be employed to work with families on their capacity to change and provide reports to the courts as needed.
- 6.2.2 Within two of the long term children social work teams (Over and Under 11's Teams) Family Safeguarding Teams (FSTs) will be established, see Appendix 1. Final structures will be determined as the plans for the project progresses and will be limited to the available funding.
- 6.2.3 Group supervision processes will be deployed in the teams with each team member also having individual professional development supervision monthly, delivered by a team leader from their own professional background.

Motivational Interviewing

- 6.2.4 There is a growing body of evidence from the Munro review, Bedfordshire University evaluations of the Reclaiming Social Work model and Islington's Motivational Interviewing project, that relationship focussed work with families, improves outcomes for children. The model intends to build on this by extending the skills of all staff. They will be trained to a high degree of skill in Motivational Interviewing which is a proven method of practice for increasing engagement of service users with their workers. This training will be rolled out across the staff within Children Social Care.
- 6.2.5 Team members will involve parents and children in shaping the services provided to them and the changes they want to see in their lives. This will be recorded using 'outcome star' and 'graded care profile' tools.

Innovative workbook approach

- 6.2.6 After many years of following 'due process' that did not extend to a clear programme of intervention, Hertfordshire highlighted that staff need support and guidance to enhance their confidence in evidencing their professional judgement.
- 6.2.7 Hertfordshire model has started to change the way in which Children's Services files are recorded via the development of an electronic family workbook that staff can follow to assess and evidence parental 'capacity for change'. This strengthens prediction of risk and harm to families and supports our decision making as to when families can safely be 'stepped down' to targeted services like Family Focus Teams for ongoing support and then further 'stepped down' to universal services like schools and children's centres.
- 6.2.8 The 'capacity for change' work programme was designed by Hertfordshire's lead Clinical Psychologist and the Council Integrated Children's IT System team. It sets out what each contact session with the families consists of, and includes individual, group and family sessions for parents and for children. It complements the Motivational Interviewing approach and fully considers parent and children's views of how they want their family to change and their own assessments of the progress they have made.

6.2.9 This is becoming Hertfordshire’s main recording tool and is working towards facilitating the replacement of some of the current recording requirements such as case notes, chronologies and assessments/reports that are repetitive and take up so much social work time. Hertfordshire has been working with their ICS IT supplier to adapt the system to facilitate this. Bracknell Forest moved to a new ICT system in September 2016 called Mosaic. Under the Bid, money will be used to see if this can be adapted to include the workbook developed under this bid.

6.2.10 It is recognised that there will always be some families and adults who will not engage in change whatever the skills of our teams are. It is intended that the workbooks will concisely record our attempts to engage adults, services offered / provided and evidence our conclusions on lack of parental capacity for change. This will therefore form the basis for evidence to courts in care proceedings where we conclude that despite our efforts to help parents, children remain at risk of ongoing significant harm and need alternative stable long term homes.

An Outcomes Based Performance Framework

6.2.11 As part of the original evaluation, Hertfordshire developed a small set of outcome focused performance measurements. These enabled the project to demonstrate that the model works and is cost effective. They included the following:

Children & Young People Factors	Parental Factors	Partnership Factors	Process Factors
- School attendance	- Home environment scores	- Parental Police cautions	- Repeat referrals
- School attainment	- Family relationship scores	- Parental prosecutions	- Repeat child protection plans
- Child Health and Development	- Domestic abuse incidents	- GP and A&E attendances	- Time spent on child protection plan
	- Substance misuse rates	- No. of parental cautions and prosecutions for DV	- Rate of children entering care
	- Mental health issues reduction		

The outcome focused performance measures across all of the LA’s need to be decided upon and agreed with Hertfordshire and also with our local Partners, with some specific ones to meet the needs of Bracknell Forest’s children and families.

6.3 Timescales for Implementation

6.3.1 It has been agreed Luton will be the first LA to go ‘live’ in April/May 2017, followed by Peterborough in July 2017 and then West Berkshire and Bracknell Forest, jointly in September 2017.

6.3.2 A project team, to make all the changes and help to evidence impact, will be in post for approximately 15 months. The remainder of the staff will be in post for 21-24 months, depending on funding. It is hoped that the impact of the outcomes will be

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sufficient to obtain agreement from the various agencies to continue the funding of the staff working with the adult in the teams.

- 6.3.3 A project plan has been written and will be updated regarding timescales as it was originally hoped that the decision would be made in October and the work commence in March 2017.
- 6.3.4 From May to September 2017 we will focus on setting out contractual and supervisory agreements, recruitment, training, setting up the partnership agreement, developing infrastructure, negotiating data protection and information sharing arrangements, sorting out equipment and specifying deliverables for the new recording system, called the FS Workbook.
- 6.3.5 From September 2017, we will start to implement, embed and refine the model across the two identified teams. By mid 2018, we should start to see some significant changes in terms of outcomes for children and families and the initial stages of the impact of these changes across the partnership.

6.4 Staffing

- 6.4.1 The final staffing arrangements will be agreed once the funding for each LA has been established. Currently it is planned to have two mental health, two substance misuse and two domestic violence workers, one in each of the long term teams and a clinical psychologist. They will be recruited within their area of specialism and seconded into the teams and matrix managed within Children's Social Care. There will be 3-4 additional social workers, business support and a staff member to work with parents of children who are being sexually exploited. This is one of the recommendations from the recent Overview and Scrutiny work into Child Sexual Exploitation. See Appendix 1 for proposed structure.
- 6.4.2 Recruitment for the additional staff will commence in May/June 2017. A part time project manager has been appointed by West Berkshire and shared across the two Berkshire LA's to start establishing the work streams needed and the relevant Boards/reporting mechanisms. She will start work in April and will be a main link with the Hertfordshire project team.

6.5 Partnership support

- 6.5.1 A meeting was held in July 2016, attended by staff from both Bracknell Forest and West Berkshire, opened by Tim Wheadon, Chief Executive, BFC, and closed by Rachel Wardell, Director, West Berkshire. Apart from council staff, there was a good range of partners present, including those from the CCG and police.
- 6.5.2 A number of partnership letters were submitted, as part of the bid in September 2017, these included letters of support from:-
 - Dr Janette Karklins, Chair of the Children and Young People's Partnership
 - Gill Vickers, Director of Adult Social Care, Health and Housing
 - Dr Lise Llewellyn, Strategic Director of Public Health Berkshire Councils
 - Superintendent Robert France, Thames Valley Police
 - Kellie Williams, Community Safety Manager, Bracknell Forest Council
 - Cllr Dale Birch, Chairman, Health and Well Being Board
 - Alex Walters Independent Chair, Bracknell Forest Local Safeguarding Children Board

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All the letters stated that should the bid and subsequent work be successful, partners will look to realign services.

6.6 Funding arrangements

- 6.6.1 The benefits of the Family Safeguarding model extend to society as a whole with less cost to the public purse and better outcomes for the children/young people and their family.
- 6.6.2 The overall grant allocation is approximately £1.9m for the 2-3 years of the project. The final amount will be known when the finance for the evaluation aspect of the project has been decided upon. Within the bid submission, we needed to contribute the time of some members of staff, especially the project management team but requested funding for others.
- 6.6.3 The staffing structure and the required expenditure is being evaluated, the final costs of which will be within the grant funding.
- 6.6.4 Within Bracknell Forest, a business case to continue fund the adult workers in the teams will be sought from partner agencies and the evaluation will inform partner contributions by Spring 2019.

6.7 Governance arrangements

- 6.7.1 Governance arrangements will still need to be agreed, see Appendix 2 for proposed structure. There will be a Directors Board, chaired by Jenny Coles, Director of Children's Services, Hertfordshire and chair of ADCS Children, Families and Communities Policy Committee with attendance by all the Directors from the participating LA's. This will meet on a quarterly basis. Jenny will also periodically visit the LA's Executive Boards as outlined below to ensure that the model is being strictly adhered to.
- 6.7.2 Sue Williams, Director of Family Safeguarding in Hertfordshire and LA seconded Ofsted inspector, who designed and successfully implemented the Family Safeguarding model to timescale in Hertfordshire, will be the Project Director and will lead the implementation across the partnership of five LAs on a full time seconded basis.
- 6.7.3 There will be a pan Berkshire Executive Board, shared across the two Berkshire LA's and chaired by one of the Directors. This board will include senior managers from within the Council as needed plus external the Partners including Health, Police and Probation
- 6.7.4 Underneath this there will be a shared Project Board, chaired by the Assistant Directors with five work streams for IT and accommodation; workforce development and recruitment; workbook and work programme design; finance and evaluation as well as communications and culture change. These reports will feed into the Project and Executive boards and the Hertfordshire Directors group.
- 6.7.5 Hertfordshire will support our finance, performance, HR, project management and practice development expertise in the participating LAs and support the respective Assistant Directors who will become Project Directors for their authorities.

6.7.6 The Project Manager and Chief Officer Children Social Care, will report into the Transformation Board for CYP&L. There will be quarterly reporting of data, outcomes and finance to the relevant boards and Hertfordshire and subsequently the DfE.

6.8 Evaluation

6.8.1 The final evaluation for the Family Safeguarding Model in Hertfordshire is still to be released but the Investment Board has studied the final draft and were impressed with the outcomes so far. There has been an impact on the numbers of children across all levels of risk in Safeguarding services, with reduced numbers. They also state that by adopting motivational approaches and working in multi-disciplinary teams where social workers now have access to the adult expertise for assessment and treatment that was difficult to achieve previously, Herts are able to better engage families in their treatment services. Children on protection plans have reduced by 49% and, as they form the main group of children who will go into pre-proceedings, these have reduced by 66%, the numbers of children who become looked after as a result of abuse and neglect looks set to fall further over the coming months.

6.8.2 The draft evaluation report outlined how the changes were well received by the families and staff who were feeling far more in control as a result of easy access to expertise and treatment for parents in relation to substance misuse, domestic abuse and mental health support, significantly improved information sharing and benefits of shared decision making on risk. As far as the gathering of outcomes data across the partnership was concerned, they considered this an innovation in its own right and probably the only example of interagency data that has ever been collected about the impact of child protection work, in existence.

6.8.3 Herts found that Adult emergency admissions to hospital for injuries, self-harm and mental health issues were also dramatically reduced, with subsequent impact on acute health settings as well as follow up costs for primary care services. In addition, school attendance for children involved in Family Safeguarding rose by 38% which would clearly improve outcomes for their future achievements.

6.8.4 Overall, Hertfordshire states that its own performance data as well as that of the independent evaluation, the benefits to Children and Families at highest risk from the Family Safeguarding model, has been very positive.

6.8.5 In fact in January 2017 Isabelle Trowler, the Chief Social Worker for children, praised the “incredible outcomes” achieved by the project. She went on to praise the “herculean effort” of staff involved and said the impact of their work would “ricochet around” the social care system in England. “It is so important that we learn from what they have done. The impact this overarching care framework in child protection might have on the national system could be quite profound. I think Hertfordshire might just be our national treasure.”

6.8.6 Moving forward, the DfE have scheduled interviews for Wednesday 15th March 2017 to ascertain who will be awarded the contract to evaluate the work which will be undertaken. Staff within the teams will be interviewed, data examined and families spoken to throughout their interventions. More details will follow on this.

6.8.7 The DfE wish to test the Family Safeguarding Model of working and whether they can reduce the time in rolling out the model of working within the small Berkshire LA's

and achieve better outcomes more quickly. The DfE wants to scrutinize this way of working, to see if it really works to make a positive impact for families and, if so, can be put up as a model of working for other LA's to follow. They feel that the lack of evidence on what works in the delivery of children's social care has been one of the barriers to the take up and spread of innovations and best practice that can radically transform the lives of children and their families. The Innovation programme is working to correct this issue with an emphasis on the need for a strong national evaluation of new approaches.

6.8.8 The DfE will allocate a Coach to give support where needed and ensure that the model is being followed.

6.9 Outcomes

6.9.1 The outcomes sought are to reduce the number of children subject to child protection plans and children in care. Each authority taking part in the project aims to keep at least 15% more children, who would otherwise be subject to care proceedings, safely at home with their families, over the next 3 years. Similarly, we aim to reduce the numbers of children on child protection plans by at least 15% over the next three years. The intensive work between professionals with each team will assist in ensuring work is carried out in a timely way, thereby reducing the period of time cases are held within Children Social Care.

7 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor:

7.1 The Local Authority has the legal power to enter into this arrangement which appears to be a real opportunity for safeguarding and is funded by Department for Education grant funding.

Borough Treasurer

7.2 The cost of implementing the project will need to be contained within the overall grant allocation once the final amount is confirmed, and a detailed budget plan is being developed that will be reported through normal budget monitoring arrangements to confirm progress. To sustain the project beyond 2019, further grant funding or other resources will need to be secured.

Equalities Impact Assessment

7.3 There are no specific equalities implications to this project.

8 CONSULTATION

Principal Groups Consulted

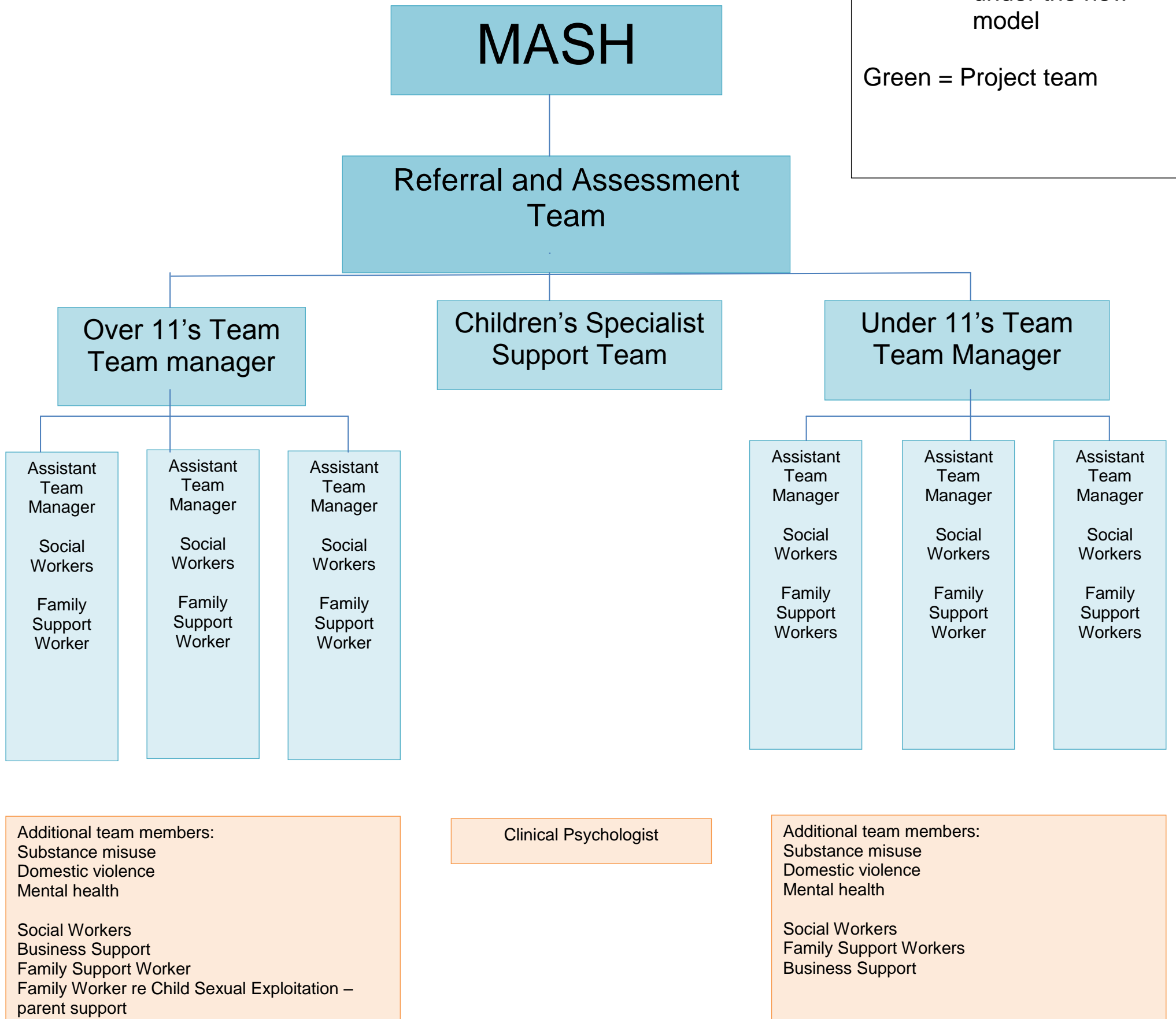
8.1 Children, Young People & Learning, Departmental Management Team

Contact for further information

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Family Safeguarding Model Structure

Key:
 Blue = current staffing structure
 Orange = additional staffing under the new model
 Green = Project team



Project Team will be made up of a Project Manager Plus input from other sections including HR, Finance, ICT, Policy, Learning & Development and Performance Information.

All staff will be given training in Motivational Interviewing.

Family Safeguarding Governance Structure

