



Glasgow City Council
Contracts and Property Committee

Item 1

10th October 2019

Report by Interim Chief Officer Glasgow Health and Social Care Partnership

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INTENSIVE OUTREACH FAMILY SUPPORT SERVICE (IOFSS)

Purpose of Report:

To seek Committee approval for the award of one year contracts to Barnardo's, Includem and Action for Children to deliver a City-wide Intensive Outreach Family Support Service at a total service cost of £614,963 per annum for the duration of the contract. The funding allocation to each provider is proposed as follows: Barnardo's £215,532 p.a., Includem £199,445 and Action for Children £199,986.

Recommendations:

The Contracts and Property Committee is asked to:

- a) Note the contents of this report;
- b) Approve the award of one year contracts to Barnardo's, Includem and Action for Children as above for the delivery of intensive outreach family support to vulnerable children, young people and families in their local communities; and
- c) Authorise the Director of Corporate Governance and Solicitor to the Council to conclude contractual arrangements with Barnardo's, Includem and Action for Children for the delivery of these services

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No

consulted: Yes No X

1. Purpose of Report

- 1.1 This report seeks Committee approval for the establishment of a partnership approach to the provision of intensive outreach family support services to be provided by Barnardo's, Includem and Action for Children for vulnerable children, young people considered to be at the edge of care and their families across the City.
- 1.2 This proposal if approved will enable Social Work Services and Education to work with the three identified service providers to review and evaluate a substantially different way of working intensively with vulnerable children and young people and their families in the communities where they live. These interventions will reflect intensive work with individuals with the key aim of retaining children and young people with their families and reduce / remove the need for alternative care placements to be found. Social Work will work closely with the Centre for Excellence for Looked after Children in Scotland (CELCIS) to monitor individual outcomes and measure the impact of approaches / interventions delivered.
- 1.3 Committee is asked to approve individual contract awards with Barnardo's Includem and Action for Children totaling £614,963 per annum to deliver the service.

2. Background

- 2.1 Social Work Services and Education Services (Children's Services) are working jointly to deliver a significant transformational change agenda with a focus on shifting the balance of care from high cost purchased residential accommodation / alternative family placements (foster / kinship care) to providing support to families in need of intensive support, where they live. There is a substantial body of evidence to support the fact that additional tailored flexible support provided to children, young people and their families aimed at keeping young people engaged in their local communities and schools produces better outcomes regarding changed behavior, active citizenship and keeping families together.
- 2.2 The current use of high cost external purchased services does not achieve the care and educational attainment outcomes required for Glasgow's children looked after and accommodated away from home. Children and Families Services has successfully reduced the number of high cost placements over the past three years, from 117 in March 2016 to 49 in March 2019. The figure has since reduced to 48 young people in high cost external placements (as of July 2019).
- 2.3 However, it is acknowledged that in order to maintain and further reduce this number there is a need to fill the existing gaps in the provision of effective community-based intensive family support services in Glasgow. The proposed Intensive Outreach Family Support Service (IOFSS) working in partnership with Social Work Services is designed to support Children's Services to more

effectively support young people moving from high cost placements and also to divert others from becoming looked after and accommodated.

- 2.4 It is also recognised that a skilled, knowledgeable and experienced workforce is need to support these children, young people and families who have complex support needs and often challenging behaviours. In seeking funding authorisation for the IOFSS there is recognition that what we currently have in place does not work from this group of young people and families and that alternative solutions are needed. As such, service providers need to share our vision, values and ambition for working together to achieve change on the scale required
- 2.5 In seeking to identify service providers who could achieve the level of change required, an extensive exercise was carried out by a team of Children and Families staff with experience across operational, planning and commissioning activities. This process was facilitated by CELCIS and seven service providers were identified to participate in a more detailed evaluation exercise.
- 2.6 **Appendix 1** provides details of the evaluation methodology used to assess these providers along with the rating each achieved. Barnardo's, Includem and Action for Children received the highest ratings of the providers involved in this process.

3. Proposal

- 3.1 The three identified service providers all currently provide support services to children, young people and families who are considered to be amongst the most vulnerable in the City. However there is a shared recognition that new models and approaches are required to improve outcomes for children, young people and families in the medium to longer term. These providers currently have skilled staff with the potential to retrain and support new appointees to deliver the approaches and interventions required for this new approach.
- 3.2 The IOFSS service proposal if approved, will provide intensive outreach support to vulnerable children, young people and families. Support provision will focus around evenings and weekends and any other pressure points for families as identified by the relevant care manager. Individual support plans will be tailored to the individual child / young person and their family. **Appendix 2** provides examples of the support that may be provided by the IOFSS staff.
- 3.3 Contracts for health or social care with a value below £615,278 are not subject to the light touch regime provisions of The Public Contracts (Scotland) Regulations 2015. Under the Procurement Reform (Scotland) Act 2014 a contracting authority may award a contract for a health or social care service without seeking offers in relation to the proposed contract. The Scottish Government has, however, published statutory guidance under the 2014 Act (see <https://www.gov.scot/binaries/content/documents/govscot/publications/advice-and-guidance/2016/03/guidance-under-procurement-reform-scotland-act-2014/documents/00496919-pdf/00496919->

[pdf/govscot%3Adocument/00496919.pdf](https://www.gov.scot/document/00496919.pdf)) which is complemented by Guidance on the Procurement of Care and Support Services 2016 (Best Practice) (see https://www.procurementjourney.scot/sites/default/files/documents_library/2016%20HSC%20Guidance.pdf) in relation to the procurement of such contracts.

- 3.4 If approved, the proposal will enable each of the three service providers to employ, train and support 0.5 FTE Service Manager and 3 FTE Support Workers along with provision for sessional support within each of the organisations who will work as a team across the City offering a blended model of support under the umbrella of the Intensive Outreach Family Support Service.
- 3.5 It is proposed that the IOFSS will operate as a collaborative / blended approach to service provision between the three providers and Social Work Services, sharing knowledge, expertise, experience and learning during the 12 month funding period with the specific aim of identifying what works best in improving outcomes for our most vulnerable children, young people, their families and local communities.
- 3.6 CELCIS (Strathclyde University) will assist with the development of individual outcome tools, performance targets and the external evaluation of the effectiveness of this approach. In addition a Reference Group of peers will be identified to be consulted upon / to inform the progress of the partnership.
- 3.7 This work will inform the evaluation methodology to be utilised in evaluating the effectiveness of the IOFSS in improving outcomes for vulnerable children, young people on the edge of care and their families, reducing the number of children and young people being subject to statutory measures / becoming looked after and accommodated, evidencing improved parent / child relationships and improved resilience for the families as whole who have been in receipt of the service.
- 3.8 The formal evaluation of the IOFSS in achieving these outcomes will commence at the end of March 2020 with the aim of informing the formal procurement process to take place by the end of June 2020.

4. Policy and Resource Implications

Resource Implications:

Financial: The £614,963 p.a. cost of the Test of Concept will be met from the existing Social Work Services Children & Families Budget for the duration of the contract period. The difference in contract values for each of the providers reflects each organisation's terms and conditions of employment.

Legal: The Director of Corporate Governance and Solicitor to the Council will conclude contractual arrangements with the three identified service providers for the delivery of these services.

Personnel: There are no personnel implications for the Council a result of this Report.
The three service providers will require to recruit additional staff to deliver this service.

Procurement: The Director of Governance and Solicitor to the Council and the Executive Director of Financial Services have confirmed that the appointment of the identified service providers can be made following receipt of a Request for Approval to make a direct award under Standing Order 22.1 of the Standing Orders Relating to Contracts in relation to choosing to award care or support contracts without seeking offers. This confirmation is on the basis that Social Work Services are satisfied that the award complies with the requirements of The Scottish Government's Guidance on the Procurement of Care and Support Services (Best Practice) 2016 (see https://www.procurementjourney.scot/sites/default/files/documents_library/2016%20HSC%20Guidance.pdf)

Council Strategic Plan:

Resilient and Empowered Neighbourhoods
Glasgow's Family Support Strategy.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2017-22

Equality Outcome 7. Glasgow's Improvement Challenge (Literacy and Numeracy) has resulted in:
Children with Learning disabilities have improved attainment.
Pupils for whom English is not a first language have improved attainment.
Any difference between attainment of males and female pupils is reduced.
Equality Outcome 9. Barriers to participation in arts, learning, physical activity, learning and culture have been reduced for people with protected characteristics.

What are the potential equality impacts as a

Vulnerable children and young people across the City will be provided with tailored support to enable them to achieve improved educational attainment

result of this report? and increased opportunities for community engagement and involvement.

Please highlight if the policy/proposal will help address socio economic disadvantage. Yes. The proposal will provide vulnerable families with access to support and advice in relation to income maximisation, training and employment opportunities.

Sustainability Impacts:

Environmental: N/A

Social, including Article 20 of the EU public Procurement directive 2014/24/EU, opportunities: Improved outcomes and opportunities for vulnerable children, young people and their families within their own community.

Economic: The service will seek to support families in relation to income maximisation, employment and training opportunities.

Privacy and Data Protection impacts: Barnardo's Includem and Action for Children currently complies with Social Work Data Sharing Protocols.

5. Recommendations

5.1 The Contracts and Property Committee is asked to:

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- b) Approve the award of one year contracts to Barnardo's, Includem and Action for Children as above for the delivery of intensive outreach family support to vulnerable children, young people and families in their local communities; and
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Intensive Family Support Service (IOFSS)

Evaluation Process

Phase 1

An initial scoping exercise to identify potential providers based on the collective experience of working in Glasgow was undertaken by the Health and Social Care Partnership (HSCP) with CELCIS in conjunction with:

- Head of Service (North West)
- Social Work Services Service Managers, Team Leaders, Intensive Services, Change and Development Manager, Senior Planning Officer, Commissioning Principle Officer
- CELCIS (Edge of Care Project Lead)
- Education (Care Experience Team)
- Children and Adolescent Mental Health Services (Clinical Psychologist)

The following service providers were identified for the proposed IOFSS as:

Aberlour
Action for Children
Barnardo's
Includem
Kibble
Stepdown
Quarriers

Phase 2

A bespoke (evidence informed) template was developed utilising the following criteria in relation to the IOFSS. This scoring system was specifically designed for this coproduced task. The particular focus related to the Glasgow HSCP's experience in relation to outcomes for children/young people and an assessment of the Partners readiness to engage and participate in this blended model and detailed evaluation exercise. The criteria was weighted and focused on the following 17 critical themes:

1. Target Population **(Weighted)**
2. Readiness for Change **(Weighted)**
3. Relevant Experience **(Weighted)**
4. Community Support **(Weighted)**
5. Size of Target Population
6. Outcomes Achieved
7. Service Model /Approach
8. Relationship to Glasgow HSCP
9. Capacity to respond to need
10. Capacity to adapt to need
11. Communication

- 12. Glasgow's Local Profile
- 13. Educational Attainment and Achievement
- 14. Value for Money
- 15. Funding Source
- 16. Management Cost
- 17. Out of Hours Payments

RAG Weightings were attached to the four characteristics above as these were deemed to be the most important in relation to an organisation's ability / capacity to deliver of the proposed IOFSS. Weightings were as follows

Colour	Description	Weighting
Red (R)	No evidence or negative experience	-5
Amber (A)	Mixed evidence or experience	0
Green (G)	Good / excellent evidence or experience	15

Phase 3

Providers were evaluated against the four weighted characteristics with the following results:

Organisation	Target Population	Readiness for Change	Relevant Experience	Community Support	Total Score
Aberlour	15	0	15	15	45
Action for Children	15	15	15	15	60
Barnardo's	15	15	15	15	60
Includem	15	15	15	15	60
Kibble	0	-5	-5	-5	-15
Stepdown	0	-5	-5	-5	-15
Quarriers	0	15	-5	0	10

As a result of this process Action for Children, Barnardo's, and Includem were identified as the preferred providers in relation to the IOFSS.

IOFSS – Supports and Interventions

It is envisaged the IOFSS will work holistically with vulnerable children, young people and their families work in partnership with the wider network of support services (Health, Education, other Specialist Services) forming the family's network of formal support.

Referrals will come directly from Social Work Services and those children / young people who are assessed as being on the edge of care or at a high risk of statutory intervention will be prioritised for the service.

The IOFSS will identify a key worker to support the child / young person and this key worker will work with the child / young person and their family to develop and build relationships based on trust and mutual respect. The support will be needs led and flexible and will be delivered in the evenings and weekends or at other times assessed as pressure points for the family.

Supports and interventions provided by the service will be tailored to the needs of the child, young person, family but may include the following:

Crisis Intervention

Supporting the child / young person in times of family crisis by providing time-out (activity based) support, emotional, practical and counselling support through trauma informed practice.

Working with the child / young person and families to build the resilience required to better cope with times of crisis.

Support Provision

This will involve staff working with children, young people and families using psychologically informed practice to provide the following:

- Parenting support
- Support to develop positive family relationships and dynamics
- Emotional support
- Practical support
- Financial/Welfare Benefits/Debt issues
- Income Maximisation
- Support with accommodation / housing issues
- Addictions support
- Mental Health support
- Access to counselling
- Food Poverty
- Housekeeping

IOFSS will pro-actively signpost (where appropriate) and support families to access specialist services where required.

Interventions:

The IOFSS will develop interventions that are responsive to the needs of the child / young person and family to include the following:

- Trauma Informed Service
- Psychological interventions
- De-escalation techniques
- Clear, consistent and regular review of the support needs and risk assessment
- Evaluation and monitoring

IOFSS will contribute to and inform the Child's Assessment and Plan.