

WIRRAL CHILDREN'S TRUST BOARD – 20 JULY 2011

EARLY INTERVENTION GRANT – OPEN COMMISSIONING

1.0 Background

1.1 This report sets before the Children's Trust the recommendations from the recent commissioning of the Early Intervention Grant. This grant was introduced by the governments and replaced a number of funding regimes including, Aiming High for Disabled Children, 0-19, Sure Start and Positive Activities for Young people. Although the grant was not ring fenced it was expected that it would be used to pay for activities previously covered by the now defunct funding streams. This report sets out the proposals to cover the following priority areas:

- Priority Area 1 Parenting/ Compromised Parenting
- Priority Area 2 Short Breaks for Disabled Children
- Priority Area 3 Risk taking Behaviour in Children, Young People and Families

2.0 Introduction

2.1 This report outlines the recent tendering exercise for services and support to children, young people and families via the Early Intervention Grant. Based on the outcomes of this tendering exercise the report makes recommendations for providers of these services and seeks approval from Cabinet to proceed to offering contracts totalling £2,821,828

2.2 From 2011/2012 the Early Intervention Grant (EIG) replaced specific funding of a range of programmes supporting children, young people and families:

- 0-19
- Think Family
- Teenage Pregnancy
- Positive Activities for Young People (PAYP)
- Sure Start
- Youth Opportunity Fund
- Youth Crime Action Plan
- Young People's Alcohol and Substance Misuse
- Aiming High for Disabled Children (AHDC)

Funding for this grant will run from 2011 until 2015 (although later allocations have still to be confirmed). The guidance from the Department for Education indicates that the EIG will support the following services:

- Sure Start Children's' Centres
- Short breaks for disabled children
- Targeted support for vulnerable young people
- Targeted support for families with multiple problems.

The government also announced that while the EIG will fund these programmes the grant is not ring fenced and local decision making would determine priorities and commissioning requirements.

2.3 As part of the 2011-12 budget for the Children and Young Peoples Department, the EIG has been identified as being £17.9m. The EIG includes a range of commitments including Surestart, short breaks for disabled children (leading on from Aiming High for Disabled Children) and Connexions. After a detailed review of these commitments for 2011/2012 it has been identified that £2,556,828 was available for open commissioning of services. A number of partners are also making available funds to commission services as part of this exercise. This includes NHS Wirral (£100k), DAAT (£40k), Children and Young People Department Core Budget (£55k), Teenage Pregnancy (£40k) and Wirral Partnership Homes (£30k to be confirmed). In total £2,821,828 is available to commission services.

2.4 Within Wirral there is now more intelligence and robust data to inform and support decision making than has previously been available. Returns from the Common Assessment Framework (CAF), Joint Strategic Needs Assessment (JSNA), and ASSET the Youth Offending Service Evaluation tool kit and returns from internal monitoring are providing detailed information which is informing priority setting. Following consideration of the intelligence available, commissioning themes to act as a framework for commissioning priorities are as follows:

- Early intervention and support for families in difficult circumstances (parenting and compromised parenting). (Priority area 1)
- Children and Young People with Disabilities. (Priority area 2)
- Improving behaviour in Children, Young People and Families. (Priority area 3)

These priorities were agreed by Wirral Children's Trust and support the goals in the Your FAMILY: Children and Young People section of the Councils Corporate Plan 2011-2014. A range of evidence based service areas were identified for each of the three priority areas above – these are detailed in Appendix 1.

2.5 Early Intervention Grant funded services will be delivered within the following principles:

- Early intervention: to intervene to stop the problem developing.
- Early prevention: acting proactively to ensure that problems do not arise in the first place.
- Early identification: identifying problems early or identifying the risk of problems early.
- Personalisation: the provision of greater personalised support.

2.6 In Wirral, the Early Intervention Grant (EIG) will be used to drive service delivery which is prompt, appropriate, effective and planned with the family and child. Planning will be based on the principle of Early Intervention and Prevention, which is one of the principles underpinning Wirral's Children and Young People's Plan. A key outcome of the commissioning of the EIG will be services working together with shared priorities to ensure there is no duplication or gap in services. Providers will have a duty to engage with Common Assessment Framework / Team Around The Child processes to ensure better outcomes.

- 2.7 With the support of the Corporate Procurement Team an open tender exercise was started on 15 February 2011 and through its various stages final evaluation of tenders has recently been completed.
- 2.8 20 providers are being recommended to deliver 39 different services, with total 12 month contract value of £2,821,828. A full range of provision has been identified and providers have been recommended. This competitive process has resulted in more activity and better targeting of services to vulnerable children, young people and families for families than is currently provided. Details of recommendations for each service area are provided in section 2 below.
- 2.9 An EIG Forum will be established that will bring together providers, commissioners and other partners to begin an ongoing dialogue about delivery and development across the whole of the EIG. This will help to identify further opportunities for improving outcomes for vulnerable children, young people and families. This will be in addition to normal contract monitoring arrangements.

3.0 RECOMMENDATION/S

- 3.1 Cabinet approved the following providers identified for the range of services included in the Early Intervention Grant resulting from an open tendering exercise, as detailed in the tables below. The Children's Trust is asked to endorse this decision:

Table 1: Proposed Providers for Priority Area 1 Parenting/reducing compromised Parenting

Proposed Provider	Priority and Service Area	Units of activity	Description of service	Sector
Homestart (North Wirral)	PA1.1 Home Visiting 0-5	Support 250 families.	Support for families on a one to one basis in their own homes using a whole family approach where at least one child is under 5. Service provided at earliest opportunity to prevent difficulties from escalating into crises	Voluntary sector provider
Action for Children	PA1.2.1A Triple P groups	15 programmes	To provide evidence based parenting programme Triple P Teens to parents and carers in a range of venues across Wirral.	Voluntary sector provider
Action for Children	PA1.2.1B Nurturing Programme	8 programmes	To provide evidence based parenting programme Nurturing Programme to parents and carers in a range of venues across Wirral.	Voluntary sector provider

Proposed Provider	Priority and Service Area	Units of activity	Description of service	Sector
Action for Children	PA1.2.1C Strengthening Families 10-14 yrs	6 programmes	To provide evidence based parenting programme Strengthening Families 10 to 14 years to parents and carers in partnership with local EBD Secondary Schools.	Voluntary sector provider
Action for Children	PA1.2.1D Strengthening Families/Strengthening Communities	5 programmes	To provide evidence based parenting programme Strengthening Families/Strengthening Communities to parents and carers of BME children and young people in a range of venues across Wirral.	Voluntary sector provider
Catch 22	PA1.2.2 Intensive Family Support	Support 80 families.	To provide an intensive family support service with the assertive delivery of support service with sanctions and possible enforcement action to increase a family's motivation to change their behaviour.	Voluntary sector provider
Catholic Children's Society	PA1.2.3 Home Visiting 5-19 yrs	Support 120 families.	Home Visiting Service, individual staff support families at home and offer parenting groups in the community to develop skills and social networks	Voluntary sector provider
Leapfrog Zero Centre	PA1.2.4A Domestic Violence 5-13 yrs	Support 80 families.	Support for children who have experienced domestic violence, skills building to resolve conflict, emotional support	Voluntary sector provider
Barnardos	PA1.2.4B Domestic Violence 16-18 yrs	Support 75 young women.	Support for young women who have and are experiencing domestic violence by providing intensive support to skills building to resolve conflict and emotional support	Voluntary sector provider
Wirral Multi Cultural Organisation	PA1.2.5 BME	Support 100 families.	Support Black and Minority ethnic children with a particular focus upon children who are experiencing the negative effects of social isolation, family stress and racial harassment.	Voluntary sector provider

Proposed Provider	Priority and Service Area	Units of activity	Description of service	Sector
Barnardos	PA1.2.6 Young Carers	Support 150 young carers.	To provide services to children and young people who have been identified as young carers with additional or complex needs as a result of their responsibilities. To reduce their caring role to increase positive outcomes by working within a multi agency framework	Voluntary sector provider

Table 2: Proposed Providers for Priority Area 2 Children and Young People with Disabilities

Proposed Provider	Priority and Service Area	Units of activity	Description of Service	Sector
Activate Training	PA2.1 Weekday and Weekend Leisure/Play activities	3 x 3hours sessions per week x 37 weeks	Creative and performing arts workshops for young people with disabilities. There will be weekday evening and weekend provision with two split groups, aged 8-13 and 13-19.	Voluntary Sector Provider
Crossroads Care Cheshire West and Wirral	PA2.1 Weekday and Weekend Leisure/Play activities	8 weekends per year for up to 20 children	Weekend stays for children aged 8 to 19 with disabilities at Barnstondale Outdoor Centre	Voluntary Sector Provider
Crossroads Care Cheshire West and Wirral	PA2.1 Weekday and Weekend Leisure/Play activities	2 hours per week for up to 20 children	After school activity club for 13-19 year olds	Voluntary Sector Provider
Crossroads Care Cheshire West and Wirral	PA2.1 Weekday and Weekend Leisure/Play activities	3 x 2 hour sessions per week x 39 weeks	After school club for children with complex health needs	Voluntary Sector Provider
Crossroads Care Cheshire West and Wirral	PA2.1 Weekday and Weekend Leisure/Play activities	4 x 4hour sessions x 48 weeks	Weekend activity sessions for children aged 8-18 with complex needs.	Voluntary Sector Provider
Wirral Autistic Society	PA2.1 Weekday and Weekend Leisure/Play activities	208 x 3 hour sessions per year	Activity clubs for children aged 7-18 with a diagnosis of Autistic Spectrum Condition or other associated social and communication difficulties.	Voluntary Sector Provider
Wirral Council (Sport Development Unit)	PA2.1 Weekday and Weekend Leisure/Play activities	Weekday- 2 hours session x 28 weeks Weekend- 2 hour sessions x 46 weeks	Sporting activities for children aged 5-19 with disabilities. There will be weekday evening and weekend provision with two split groups, aged 5-14 and 15-19.	Statutory Provider

Proposed Provider	Priority and Service Area	Units of activity	Description of Service	Sector
Wirral Play Council	PA2.1 Weekday and Weekend Leisure/Play activities	5 x 2-3 hours sessions per week x 47 weeks	Playscheme for children aged 5-19 with disabilities. Weekday, weekend and holiday sessions split according to age and needs of children.	Voluntary Sector Provider
Wirral Resource Centre and Toy Library	PA2.1 Weekday and Weekend Leisure/Play activities	208 x 2 hour sessions	Weekday evening and weekend play sessions for children aged 0-8 with a diagnosis of Autistic Spectrum Condition or other associated social and communication difficulties.	Voluntary Sector Provider
Wirral Autistic Society	PA2.2 Sitting Service	2392 sessions	Sitting Service for children and young people with a diagnosis of Autistic Spectrum Condition, associated difficulties or traits.	Voluntary Sector Provider
Wired	PA2.3 Direct Payment Support Scheme	21 hours per week	Support service to actively support with recruitment of Personal Assistants and the Human resources issues related to recruitment and employment.	Voluntary Sector Provider
Wirral Council (Family Support Team)	2.4 ASD Specialised Support	1935 sessions	Individualised one to one service for young people who have Autistic Spectrum Disorder and Severe Learning Difficulties and may display challenging behaviour.	Statutory Provider

Table 3: Proposed Providers for Priority Area 3 Improving behaviour in Children, Young People and Families.

Proposed Provider	Priority Area	Units of activity	Description of service	Sector
Wirral Council (Youth & Play Service)	P 3.1A : Risk taking Behaviour in young people ages 8-13	416 x 2 hours sessions	Enhanced outreach for young people aged 8-13. This will support vulnerable young people in the transition period from primary to secondary school.	Statutory Provider

Proposed Provider	Priority Area	Units of activity	Description of service	Sector
Merseyside Fire and rescue Service	PA3.1B : Risk taking Behaviour in Young people ages 13-19	4x 12 week courses	Beacon Project – targeted group project which will operate on a referrals basis and be part of a response to the needs of young people identified as needing additional support. This will operate during term time and will accept referral from schools, training providers, Connexions and other stakeholder organisations.	Statutory Provider
Merseyside Fire and Rescue	PA3.1B : Risk taking Behaviour in Young people ages 13-19	5x 12 week courses	Life Project: This will operate in holiday periods and will also tackle anti social behaviour. Sessions will be delivered in identified hot spot areas.	Statutory Provider
Wirral Youth & Play Service	PA3.1B : Risk taking Behaviour in Young people ages 13-19	1049 x 2 hour sessions	Enhanced Outreach – This programme will be part of a programme of outreach engaging with young people aged 13-19. Provision will be targeted at identified hot spot areas.	Statutory Provider
Grange Baptist	PA3.1B : Risk taking Behaviour in Young people ages 13-19	48 x 3 hour sessions	Week-end work – This programme will operate from Grange Baptist church in Birkenhead. This project operates on a Saturday night and works with young people seeking alternative provision. It is envisaged that 80-100 young people will use this project every week-end	Voluntary Sector Provider
Wirral Council (Youth and Play Service)	PA3.1B : Risk taking Behaviour in Young people ages 13-19	31 x 3 hour sessions	Artsmark Plus- Targeted arts programme which will operate alongside enhanced outreach 13-19	Statutory Provider
Wirral Council (Youth and Play Service)	PA3.2 Advice and Guidance 1:1	483 x 1 hour sessions	One to one advice sessions- these will be provided across the authority in a variety of venues. This will enable individual young people to access personal support.	Statutory Provider
Wirral Council (Youth and Play Service)	PA3.2 Advice and Guidance Open Sessions	322 x 3 hour sessions	Open Advice Sessions- these will be provided as part of a universal programme to ensure young people have advice on a range of issues.	Statutory Provider

Proposed Provider	Priority Area	Units of activity	Description of service	Sector
Wirral Council (Sports Development)	PA3.3A Accredited Opportunities - Sports	320 x 3 hour sessions	Youth Sports Nights Week-ends/ Hot spot areas : to provide sports nights on Friday and Saturday nights in response to identified hot spot areas.	Statutory Provider
Wirral Council (Sports Development)	PA3.3A Accredited Opportunities - Sports	288 x 3 hour sessions	Youth Sports provision Holiday periods/ Hot spot areas: This will be planned holiday provision in each district during holiday periods.	Statutory Provider
Wirral Council (Youth and Play Service) & Partners	PA3.3A Accredited Opportunities -Arts	1681 x 2.5 - 3 hour sessions	Accredited Opportunities to be provided across Wirral and by other partners. This will be a universal provision that will be part of any planned intervention with young people. This approach is in line with the need to have universal positive activities for young people to engage as the need for intensive support is reduced. This provision will operate Wirral wide and in voluntary and statutory settings.	Statutory& Voluntary Providers
Involve North West	Priority Area 3.3B (PA3.3B) Big Nights Wirral's Got Talent	5 x 3 hour events	Wirral's Got Talent – four District heats and one final.	Voluntary Sector Provider
Involve North West	PA3.3B Big Nights Big Band	5 x 3 hour events	Big Band Nights – four district heats and one final	Voluntary Sector Provider
Involve North West	PA3.3B Big Nights Djing	5 x 3 hour events	Djing Competition – four district heats and one final	Voluntary Sector Provider
Involve North West	PA3.3B Big Nights Discos	4 x 3 hour events	Four discos – one in each District	Voluntary Sector Provider
Wirral Council (Youth & Play)	PA3.4 Risk Taking workshops	60 x 3 hour workshops	Sixty Risk taking Behaviour Workshops. These will be developed in response to identified local need. The workshops will operate in a variety of settings and seek to engage vulnerable young people.	Statutory Provider

Summary:

• Priority Area 1 Parenting/reducing compromised Parenting: (£1,322,500 EIG, £265,028 partnership contributions)	£1,587,528
• Priority Area 2 Children and Young People with Disabilities:	£779,772
• Priority Area 3 Improving behaviour in Children, Young People and Families.	£454,528
TOTAL RECOMMENDED AMOUNT (inc. £265,028 partnership)	£2,821,828

4.0 REASONS FOR RECOMMENDATION/S

4.1 The priorities and services have been based on detailed needs analysis and consideration of evidenced based delivery. An open procurement process has been used to identify providers that perform best against the agreed evaluation criteria. The recommendations deliver the full range of services to support comprehensive delivery of the vision of the Early Intervention Grant.

5.0 BACKGROUND TO EACH PRIORITY AREA AND KEY ISSUES

5.1 Priority Area 1 Parenting/reducing compromised Parenting. (Appendix 1 provides specific information about each priority) This priority area builds on the successful outcomes of the 0-19 Parenting and Prevention commissioning in 2010-2011. It is targeted at supporting children, young people and families whose needs are not fully met by universal services. It is anticipated that all services will be delivered Wirral wide whilst reflecting patterns of need and risk within the community.

5.2 In order for services to be successful they will need to support vulnerable children, young people and adults. Better outcomes will be secured for children by identifying families at risk of poor outcomes and

- providing support at the earliest opportunity
- strengthen the ability of family members to provide care and support to each other

5.3 Services will provide targeted parenting programmes and one-to-one support to help parents develop their skills and confidence in managing children's behaviour.

5.4 Within this priority area activity has been focussed through use of the data intelligence provided by the Team around the Child and the Common Assessment Framework. This has then enabled activity and services to be targeted at more vulnerable families. More Black and Minority Ethnic Families and Young Carers will be able to access services.

5.5 Priority Area 2 Children and Young People with Disabilities. Building on the very successful outcomes of the Aiming High for Disabled Children programme each local authority now has a statutory duty to follow the 'The Breaks for Carers of Disabled Children Regulations.

These regulations state:

A local authority must provide, so far as is reasonably practicable, a range of services which is sufficient to assist carers to continue to provide care or to do so more effectively. In particular, the local authority must provide, as appropriate, a range of:

- day-time care in the homes of disabled children or elsewhere,
- overnight care in the homes of disabled children or elsewhere,
- educational or leisure activities for disabled children outside their homes, and
- services available to assist carers in the evenings, at weekends and during the school holidays.

5.6 A short breaks service should:

- Be based on a needs assessment of the local disabled child population, taking into account the voice of disabled children, young people and their families (participation and feedback);
- Use fair, understandable and transparent eligibility criteria that enable short breaks to be accessed easily by families.
- Offer reliable and regular local short break provision, tailored to families needs. These could include:
- Provide and monitor positive outcomes for children by promoting friendships and by encouraging social activities, new experiences and supportive relationships with carers.
- Ensure that provision is available on a planned and regular basis and at the times when families and young people, need breaks.
- Provide fit for purpose and age appropriate.
- Promote information about services available appropriately and regularly to families.

5.7 Priority Area 3 Risk Taking behaviour in Children, Young People and Families. The services/ activities covered by Priority Area Three are expected to target young people identified as being at risk of engaging in negative behaviour. Now funded through the Early Intervention Grant this was previously commissioned through the Positive Activities for Young People (PAYP). The priorities driving the commissioning were gathered from a number of areas including the Common Assessment Framework (CAF) returns, information from the Youth Offending Service and the Asset assessment tool and data gathered to underpin the priorities in the Children and Young People's Plan identify the priorities.

5.8 Underpinning the work has been the requirement to ensure that as few young people as possible would require intensive support. The services/ activities areas recommended for commissioning under Priority Area Three are a mix of targeted and universal support services and activities.

The imperative of the mix of provision is to ensure that if young people are in need of intensive support they are assessed and supported to the appropriate intervention. It is important that young people are moved from a high to low level of need to one of self managing and accessing universal services. The commissioning process has included in its application process, questions to test the organisation's understanding of targeted and universal services and their understanding of how their service contributed to the Early Intervention Strategy.

- 5.9 Process: A full open tendering process was used to identify proposed providers. This was undertaken with full support and guidance of the Corporate Procurement Unit. The approach utilised was to use a Pre-Qualification Questionnaire stage (PQQ) to identify providers to Invite To Tender stage (ITT).
- 5.10 Organisations proceeding to the ITT stage completed full tender documents including detailed method statements and pricing schedules. Each Priority Area was evaluated by its own panel. Each panel had a core membership of:
- Children and Young People's Department
 - NHS Wirral
 - Link Forum
 - Young people or Parent/Carers
- Priority Area 3 had additional membership from Merseyside Police and Merseyside Fire and Rescue Service.
- 5.11 Panel members were fully involved in the evaluation of each tender including interviewing each provider.
- 5.12 A total of 34 organisations submitted at least one tender resulting in a total of 101 tenders across all priority areas being evaluated.
- 5.13 Providers scoring the highest overall score through the evaluation have been selected as the proposed provider for each service area. For some service areas e.g. PA2.1 Weekday and Weekend Leisure/Play activities it is necessary to ensure that we have a suitable spread of provision by type, location and user group. In these cases providers have been proposed where they are evaluated more highly than other providers offering a comparable service.
- 5.14 Evaluation was split between Quality (80%) and Price (20%), which was agreed with Corporate Procurement. The rationale for this split is that the EIG is about early intervention and the quality of the intervention is of paramount importance, not least as the better the quality of the intervention the less likely the needs are to escalate and become more pressing and expensive. In addition, the services are outcome focussed and they will not all be identical so direct comparison of costs in all cases is difficult. 20% of the evaluation relates to cost and it will mean that for similar services with comparable quality, the most cost effective is likely to be evaluated more highly overall. Quality was determined by evaluating method statements, interview and presentation.

6.0 RELEVANT RISKS

- 6.1 All children, young people of families who currently receive a service or intervention will continue to receive this support, albeit in some cases with a different provider. Indeed, the EIG approach and using open procurement has increased the capacity we have locally to support vulnerable children, young people and families.
- 6.2 Commissioners will work closely with existing providers and any new providers to ensure continuity of support and to facilitate effective and smooth transition of services.

7.0 OTHER OPTIONS CONSIDERED

- 7.1 The contracts for the provision of services funded by the previous grants streams had already been extended by six months until the 30th June 2011 in line with a cabinet decision. To extend contracts further could open the Council to challenge about transparency and in addition services needed to be re-provided and redesigned to meet the overall vision of the EIG, as opposed to the different visions of the now ended grant programmes.

8.0 CONSULTATION

- 8.1 The priority themes were discussed and agreed by the Wirral Children's Trust Board. Services users, young people and parents/carers were consulted as part of focus groups to help finalise the service specifications and the aspects of the tender evaluation. Similarly young people and parents/carers were fully involved in all aspects of the evaluation process, including the recommendations.

9.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS

- 9.1 This has been an open procurement process and the majority of the investment is to voluntary, community and faith groups. In addition the Link Forum has provided representatives who were fully involved in all stages of the evaluation process and across all priority areas, including the recommendations.

10.0 FINANCIAL IMPLICATIONS

- 10.1 This report's recommendations are to the value of £2,821,828.

11.0 EQUALITIES IMPLICATIONS

- 11.1 The priority areas and service areas have been based upon review of local need and identifying suitable evidenced based interventions. Significantly a specific focus of the Early Intervention Grant on Wirral is to target vulnerable and at risk children, young people and families' e.g. young carers, black and minority ethnic families and victims of domestic violence. Equality was specifically identified as part of the evaluation of all tenders.

11.2 Equality Impact Assessment (EIA)

- (a) Is an EIA required? Yes
(b) If 'yes', has one been completed? Yes (10/1/11)

REPORT AUTHOR:

Maureen McDaid

EIG Commissioning Lead

telephone: (0151) 666 4508

email: maureenmcdaid@wirral.gov.uk

APPENDICES

Appendix 1: Early Intervention Grant Priority Areas.