

Cabinet Member (Children and Young People)
Children and Young People Scrutiny Board (Scrutiny Board 2)

12th March 2013
28th March 2013

Name of Cabinet Member:

Cabinet Member (Children and Young People) - Councillor J. O'Boyle

Director Approving Submission of the report:

Director of Children, Learning and Young People

Ward(s) affected:

All

Title:

Implementation of Multi Systemic Therapy and the KEEP Programme

Is this a key decision?

No

Executive Summary:

The aim of this paper is to summarise the progress made since November 2011, to implement two evidence based programmes

- a) Multi Systemic Therapy (MST) - for children and young people aged 11-17 at the risk of entering care or custody and
- b) KEEP - an intensive parenting programme for Foster Carers and Connected Persons (Kinship Carers) with children aged 5-12 within their placement, at risk of breakdown or disruption.

The MST and KEEP evidenced based programmes are amongst the range of provision in place to support Coventry's continuum of support for early intervention and prevention services. MST and KEEP have been successfully implemented in Coventry, with both teams operational and working with children, young people and their families. KEEP has been running for 16 weeks and currently mid way through delivering its first group to 8 carers, whilst the MST programme has been established for 10 weeks and currently working with 13 families, with an average of 4 cases per Therapist.

Recommendations:

Cabinet Member is recommended to:

- Support the steps undertaken since November 2011, to successfully implement the MST and KEEP programme in Coventry.
- To acknowledge the financial changes from the national government in the final year (2014/15) funding for both programmes.
- Receive updates every 12 months on performance and outcomes of both the MST and KEEP programme

- Refer the report to the Children and Young People Scrutiny Board for information and consideration as part of their consideration of foster carers and edge of care services.

List of Appendices included:

Other useful background papers:

None

Has it been or will it be considered by Scrutiny?

Yes, due to be presented on 28th March 2013

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Implementation of Multi Systemic Therapy (MST) and KEEP

1. Context (or background)

1.1 The MST and KEEP programmes use intensive evidence based practices which support Coventry's strategic aims of reducing the number of looked after children, thus leading to more children remaining within the city and less reliance on external placements which are recognised as being costly. In July 2011, Coventry City Council was successful in bidding for financial resources from the Department for Education (DfE) to implement the MST and KEEP programmes. Later in November 2011, a report presented to Cabinet Member requesting match funding to support the implementation and ensure both programmes are fully resourced. This request was approved and the programme moved into implementation stages from November 2011.

2. Options considered and recommended proposal

2.1 A comprehensive needs analysis was submitted to the DfE in January 2012, detailing the current early intervention and prevention provision in Coventry for looked after children and within the fostering and adoption service. The needs analysis identified both MST and KEEP enhances Coventry's continuum of support for early intervention and prevention by reducing the number of looked after children, preventing placement disruption and breakdown, intervening early to reduce the level of challenging and anti social behaviour and increase families abilities to manage independently.

2.2 The programme was unable to begin recruitment to both teams until the needs analysis had been completed and approved by the DfE, deadline for which was January 2012. Therefore the majority of funding received for October 2011 to March 2012 was used towards purchasing promotional material, ensuring suitable accommodation arrangements for both teams, identifying offices, equipment and purchasing necessary IT equipment.

2.3 To support the implementation of the MST and KEEP Programmes, a Project Manager was appointed in mid October 2011 to lead on the implementation, recruitment, service mapping and delivery and develop performance management structures to evidence the impact and outcomes of both programmes. In addition to this, governance structures were identified to oversee the development of both programmes and well attended monthly Steering Group meetings have taken place since December 2011, consisting of key stakeholders to review progress and manage potential risks within both programmes.

MST Programme

2.4 The MST programme in Coventry remains on target to work with children, young people and their families at the edge of entering care or custody aged 11 to 17 years, preventing 20 young people from entering care or custody per annum. The team will aim to work with a minimum of 36 families per annum, and each Therapist will have a caseload of 5 families each. The MST programme will provide consultation and support to families on a 24/7 basis and aims to work with families for 3 – 5 months.

2.5 Prior to the appointment of the team, Coventry has received positive feedback at the site readiness review undertaken in June 2012, led by the National MST lead at the Department of Health. The report summarised:

'...based upon the programme development activities to date and the information gathered at the Site Readiness Review meeting, subject to the successful recruitment of the Supervisor and three therapists, this programme is well positioned to move forward with the 5-day orientation training and to begin receiving referrals, once recruitment has been

completed. The MST service in Coventry has excellent strategic support from across the Local Authority and Health sectors..."

- 2.6 All posts within the MST Programme have been appointed to and in post since October and November 2012. Significant challenges were experienced during the recruitment stages, having re-advertised the vacancy for the MST Supervisor on three occasions and failing to appoint within the first two stages. Recruitment strategies were reviewed, with the post advertised within European MST sites, within national newspapers and contacting local family therapy services within the region. MST recommends the MST Supervisor is part of the recruitment selection panel for MST Therapists, and therefore all posts were advertised concurrently to avoid further delay.
- 2.7 The team consists of 1 MST Supervisor, in post since October 2012, three MST Therapists who joined in November 2012 and a Support Officer appointed in October. The team completed the 5 day MST orientation training in November, and is an official licensed MST site in Coventry. An official launch of the programme took place in November 2012, with over 100 attendees from schools, Social Care, Health, Youth Offending Services, Police, Magistrates and MST consultant present.
- 2.8 MST has begun to take referrals, received through the Intensive Case Support Panel (ICaSP), consisting of multi agency professionals, meeting fortnightly to discuss intervention packages of support for children and families at the edge of care or custody. At present the team have received 21 referrals, accepted 14 and currently working with 13 families. The average caseload per MST therapist is currently 4.
- 2.9 Coventry has been assigned a Consultant from the National MST Team, to support the team, in its application and delivery of the MST treatment model. The MST team has been advised to work with fewer cases to begin with, and have an average caseload of 4 per Therapist; which will increase to 5 families per therapist from April 2013. As a direct impact of MST, the service reports that no children or young people from the 13 families worked with, have entered care or custody. This position will continue to be monitored at 3, 6 and 12 month intervals.
- 2.10 In addition to this, families and service users are engaging well with the service, and general feedback amongst colleagues, Schools, and key stakeholders is positive. Of the families MST is working with, one family has reported a dramatic improvement in the child's emotional wellbeing, academic work and improved behaviour at school and minimised the risk of an anti social behaviour order. Another example of how effective MST has been since its implementation comes from the positive feedback received from a child protection conference. The dramatic improvements in the parent since the MST treatment evidenced greater parental responsibility and the child's status changed from Child Protection to Child in Need. The family had been in receipt of 5 other packages of support by other services, no improvements were seen until the MST intervention.

The KEEP Programme

- 2.11 The KEEP programme remains on target to deliver an intensive support programme to Foster Carers and Connected Persons (previously known as Kinship Carers) who are caring for children aged 5 to 12 years. The KEEP programme aims to work with Carers at risk of placement disruption or those that have previously experienced placement breakdown, and aims at strengthening the existing skills and resilience of carers.
- 2.12 The two roles within the KEEP programme have been appointed to. Significant delays with recruitment were experienced with both vacancies re-advertised twice. The team consists

of a Lead Facilitator, appointed in June 2012 and a Learning and Development Advisor (Co-Facilitator) appointed in September 2012.

- 2.13 The team have completed the 5 day KEEP orientation training in October, with an official launch of the programme taking place in November 2012. The launch was well attended by key stakeholders from Fostering and Adoption services, Commissioning, Social Care, finance and Foster Carers were also in attendance.
- 2.14 KEEP has been mapped against existing parenting programmes to minimise the risk of duplication. Having reviewed other services, KEEP is enhancing the packages of support in place for mainstream foster carers and connected persons. Its 16 week intensive support and meticulous adherence measures set by the national KEEP team, ensures fidelity to the programme by assessing parent daily reports, reviewing weekly video footage of the KEEP sessions delivered, review and capture local data sets, and Coventry has a dedicated national KEEP consultant who undertakes weekly consultation meetings with the team.
- 2.15 The Coventry KEEP programme by mid March 2013 will have completed its first KEEP group. The first group began in November 2012 and has successfully run for 16 weeks, with 8 carers completing the programme. KEEP is expected to run 3 groups during 2013/14 with each group consisting of a minimum of 8 to 10 Carers. The programme aims to have worked with at least 38 carers by 2014. Delivering 4 KEEP sessions by 2014 will also enable the Coventry KEEP team to gain full accreditation. To celebrate the success of the first KEEP group successfully delivered, a celebration event has been arranged, and the Director of Children, Learning and Young People will be presenting course completion certificates to all Carers completing the first KEEP group.
- 2.16 There have been no placement disruptions or breakdowns experienced in the placements held by the carers attending the KEEP programme. Carers stress levels and child behavioural episodes are recorded and monitored through weekly Parent Daily Reports, the KEEP team has seen a significant reduction in the levels of need with an increase in carer satisfaction levels. In addition to this, the Coventry KEEP team has an impressive attendance and engagement rate of 97%, which is well above the national average of 75%. Carers are engaging well with the programme, are very committed to attending the programme and feedback received on course content and impact has been positive.

3. Results of consultation undertaken

- 3.1 As part of the MST and KEEP needs analysis, a range of audiences have been consulted with, to inform the delivery and implementation of both interventions. Parents, carers, children and young people were consulted through interactive workshops and existing forums were used to inform key audiences of new support packages being implemented by the local authority. The consultation identified a high level of interest from potential service users, and was used to inform the delivery. I.e. consultation with foster carers helped inform the time, day and venue arrangements required for the KEEP programme. In addition to this, children and young people have assisted with the design of the promotional material for both programmes and a young peoples panel was also used during the recruitment process.
- 3.2 As part of the Children and Young People fundamental service review, a stakeholder assessment using 16 interactive workshops for staff within early intervention and prevention services, social care and fostering and adoption services was held. The workshops have helped inform the current opportunities within existing services, and identified gaps in the provision, where new evidenced based programmes such as MST, KEEP and Troubled Families Programme will help to support.

4. Timetable for implementing this decision

- 4.1 Both the MST and KEEP programmes have been successfully implemented.
- 4.2 A range of performance measures have been designed and agreed, which will monitor the true effectiveness and impact of both programmes. Both teams are required to provide monthly updates on set criteria used to measure performance, which is presented to the steering groups on a monthly basis. This information is also used to calculate the cost effectiveness of both programmes.

5. Comments from Director of Finance and Legal Services

- 5.1 The MST programme is forecast to reduce costs by £850K per annum once fully established. This is based on the MST intervention reducing the 11-17 LAC population by 20 per annum, based on an average cost of an external foster placement of £817 per week. The programme will work with a minimum of 36 families per annum, and reduce families involvement in costly multiple interventions. The impact of MST will be reviewed at 6, 12 and 18 month intervals to review whether the child and young person remains at home, regularly attends school / training and has not been arrested since discharge from MST.
- 5.2 Based on the assumption that the 13 families MST are currently working with, do not enter care or custody from the point families are discharged, and tracking the outcomes since MST intervened 3, 6, and 12 months later will evidence the financial cost avoidance for the first cohort of families receiving the MST intervention. The total impact of MST will be calculated on a case by case basis.
- 5.3 The KEEP programme is forecast to reduce costs by approximately £160K per annum once fully up and running. This is based on the prevention of 2 placement breakdowns from occurring per annum (so 6 by year 3), calculated against the average cost difference between internal and external foster placements of £514 per week per client. To achieve this, KEEP will work with 10 carers per group, ensuring an appropriate mixture of connected persons and foster carers, will deliver one programme in 2012/13, and increasing the number of programmes delivered year on year.
- 5.4 The DfE has recently notified the local authority of the tapered funding applied to the MST and KEEP evidenced based intervention grant for 2014/15. The local authority will receive the full grant amount for 2013/14 of £200k, and will receive a 10% reduction in funding for 2014/15. The local authority has a sustainability plan for both MST and KEEP, which details the provisions in place for managing performance and true effectiveness of the interventions. This information will be used to inform future plans of whether to continue funding the programmes in future years. The following table summarises the funding and project spend for the MST and KEEP Programmes:

Financial Year	Estimated Project Delivery Cost £000	Grant Funding £000	Local Authority Funding £000	Local Authority Overhead £000	Estimated Shortfall £000
2013/14	319	200	85	34	0
2014/15	329	180	85	34	30
2015/16*	338	0	85	34	219
Total	986	380	255	102	249

*2015/16 position is to illustrate the cost of the project should the LA decide to continue

- 5.5 Work is underway to identify how the funding shortfall in 2014/15 can be funded. This will include a review of costs, and a review of activity. If the FSR targets are over achieved in 2013/14 then the shortfall can be picked up from a reduction in expenditure.
- 5.6 Financial savings for reduced LAC, and increased internal foster care places have been built into the Social Care & Early Intervention Fundamental Service Review (FSR) financial model. The FSR interventions forecast reductions in LAC over 3 years of 120, and the MST and Troubled Family Programme also forecast reductions in LAC over 3 years of 120. Based on comparator local authorities, and population growth, it is unlikely that we will reduce our LAC numbers by the total of all the programmes, so the FSR model only includes a forecast reduction in LAC of 120. Therefore we will only realise additional savings if the LAC population reduces by more than is forecast through the FSR financial model.
- 5.7 This means that the FSR financial model does not include savings that are directly related to the delivery of MST or the KEEP programmes, as the FSR interventions alone should deliver the reduction. It does, however, provide some contingency in ensuring the forecast FSR reductions in LAC and associated cost reduction/financial savings are achieved. It is important that the contribution to the reduction of LAC is recorded for all programmes, and information reported back to the FSR monthly performance board will attribute reductions in LAC to either FSR interventions or the MST and troubled family interventions. The true cost avoidance will only be realised once the MST and KEEP programmes are fully established and the outcomes of 2012/13 have been measured. It will be important to monitor this alongside the FSR to ensure that we attribute reduced cost accurately. If some of the savings delivered are attributable to MST and KEEP, this will need to form part of the project evaluation, and consideration will need to be given to how we mainstream the programme in 2015/16 should it have been successful.

Legal implications

- 5.8 It is the general duty of the local authority to provide a range and level of services appropriate to the needs of children who are in need in its area to safeguard and promote their welfare and so far as is consistent with that duty to promote their upbringing by their family. Any service which the local authority provides to a child in need under its general duty may also be provided to the child's family, or any member of the family, as a family support service if it is provided with a view to safeguarding or promoting the child's welfare."

6. Other implications

None perceived

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

MST aims to reduce the number of looked after children coming into care or custody, which also has significant impact on the cost of expensive placements both in and out of city by placing tremendous pressure on the placement budget. The impacts of reducing children from coming into care or custody supports Coventry's Social care direction of supporting children and young people in Coventry to remain at home with their families and increases and strengthens families' ability to manage independently.

KEEP aims to reduce placement breakdown and disruption by equipping Foster Carers and Connected Persons (Kinship Carers) with coping and behaviour management strategies which decreases the likelihood of placement disruption and increases placement stability.

KEEP is an evidenced based, unique and intensive support programme for Carers, proven to work which has been demonstrated by other local sites. Through delivery of the successful programme in Coventry, it is anticipated the KEEP programme will help retain and recruit more Foster Carers within Coventry.

6.2 How is risk being managed?

The issues and risks are managed by the MST and KEEP steering groups. During the implementation stages of the project, an issues and risks register was developed to manage the known and unforeseen risks. The steering groups hold responsibility for monitoring programme related risks and issues and ensure plans are in place to mitigate this where necessary.

6.3 What is the impact on the organisation?

The impact to Coventry City Council as a result of implementing the MST and KEEP has meant having to recruit 6 FTE on a 3 year fixed term basis, and identifying accommodation for the staff appointed to support the delivery of both programmes. Dependant on the outcome of both programmes, there may be implications on the redundancy costs. The outcome of MST and KEEP will be closely monitored by finance, and this position will be monitored on an annual basis. The Coventry City Council's Security of Employment Agreement will also be observed and consultation will be undertaken with both staff and trade unions.

6.4 Equalities / EIA

The public sector duty under section 149 of the Equalities Act 2010 came into force on 5th April 2011. Decision makers must have ongoing due regard to avoid discrimination and advance opportunity for anyone with the relevant protected characteristics which are disabilities, age, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. "Due regard" requires more than just an awareness of the equality duty. It requires rigorous analysis by the public authority, beyond broad options.

As assessment of equalities and potential impact has been considered during the completion of the MST and KEEP needs analysis.

6.5 Implications for (or impact on) the environment

None identified

6.6 Implications for partner organisations?

The CAMHS service provided by Coventry and Warwickshire Partnership Trust provides clinical supervision to the MST Supervisor in Coventry, and attend the monthly steering group meeting. The MST Supervisor and one of the MST Therapists have been appointed on health terms and conditions, and therefore seconded over to the Local Authority. The Coventry and Warwickshire Partnership Trust have agreed to manage the arrangements for both employees once the secondment period terminates.

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