

Project Title:	Families First Recommissioning		
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Project Executive:		Date:	26/06/2017
Project Reference		Version No:	

Introduction / Background

What problem or opportunity prompted this Options Appraisal?

Families First is one of the Welsh Government's main tackling poverty programmes. City of Cardiff Council commissioned the first programme in 2012. In April 2017, Welsh Government published Guidance that provides a new focus for the programme. They wanted to clarify the particular contribution of Families First, while encouraging alignment with other programmes and initiatives. The new Guidance requires local areas to maintain elements of service provision linked to Disability and the Team Around the Family [TAF] model, but asks for a greater focus in relation to Parenting and Youth Support. A number of elements, such as support into employment and childcare, will no longer be eligible for Families First funding because they are being supported by other funding streams.

Since the original Families First programme was commissioned, the strategic context has also changed. Cardiff has developed an Early Help Strategy (2015) which provides the framework for developing more effective early intervention services. This is intended to reduce the numbers of children receiving higher tier interventions, particularly to reduce the number becoming looked after. At the same time, Cardiff is responsible for implementing the Social Services and Wellbeing Act 2014. This also places a greater emphasis on early intervention and, as part of this, requires the city to make arrangements for Information, Advice and Assistance.

Guidance for a new Families First programme provides an excellent opportunity to review the current service provision as well as the arrangements for accessing those services to make sure that the new programme meets Cardiff's current priorities for early help. The central Families First team have been carrying out a review with the aim of identifying what has worked well and what we need to do differently. They have listened to service users (young people and their families), as well as to practitioners (current providers, potential providers and aligned services).

This review has identified that the first programme has delivered some excellent services and that many families say that they are better off as a result. However, it has also identified that the way in which the first programme was commissioned has led to a confusing array of different projects and that families and practitioners alike are often confused about what services are available. They are also often unclear about how to ensure that they, or the families they are working with, receive the right services.

The original programme set out to commission six coherent themed packages of services:

- I. Early Years – led by Cardiff and Vale University Health Board
- II. Child and Youth Engagement – led by City of Cardiff Education Services
- III. Sustainable Employment – led by Sova (decommissioned end March 2017)
- IV. Healthy Lifestyles – led by Cardiff and Vale University Health Board
- V. Emotional and Mental Health and Wellbeing – led by Barnardo's
- VI. Disability Focus – led by Action for Children

However, the original commissioning approach resulted in service packages that actually comprise 60 individual projects, which often operate independently from each other. Different providers deliver similar services in different areas of Cardiff. A number of providers deliver linked services across more than one of the packages:

- Elements of parenting support currently feature in all five remaining commissioned packages under Families First: Early Years, Child and Youth Engagement, Healthy Lifestyles, Emotional Mental Health and Wellbeing, and Disability Focus. Within these packages, over 20 separate projects contribute towards a parenting outcome. Some projects currently deliver evidence-based programmes for parents, alongside a mix of 1-1 provision and tailored support. This presents a problem in terms of an apparent lack of coherence of a parenting offer, making provision complex to understand for referrers and service users alike.

- Elements of Youth Support currently feature in three of the five commissioned packages under Families First: Child and Youth Engagement, Emotional Mental Health and Wellbeing, and Healthy Lifestyles. Again, around 30 separate projects deliver a variety of different kinds of support for young people, both school-based and community-based.

Having different elements of provision across different packages makes contract monitoring complex and it is more difficult to track accountability.

There are also issues in relation to the other two elements:

- The TAF team have supported an effective model of working with families. After the original contract was awarded to Tros Gynnal Plant, an additional grant was made available to develop a 'Freephone' service which would provide a central point of information about services. This service needs to be maintained in line with the Guidance. However, Children's Services have identified that this provision could be developed to provide Information, Advice and Assistance. Stakeholder engagement has also highlighted the need for more flexibility in the criteria for accessing support from the TAF team – currently a family has to need four or more services.
- The Guidance also requires the Families First programme to maintain provision for disabled children and their families. However, statutory partners across Cardiff and the Vale appointed a Change Manager in 2015, with the aim of leading a piece of work to develop more effective and equitable services for disabled children across the two areas. This is being taken forward as a Disability Futures programme, overseen by a programme board made up of senior officers from the main statutory partners. The Families First recommissioning has to take account of the Disability Futures programme in recommissioning plans.

As part of their review, the central Families First team have been working with partners, including colleagues in Council services, schools and health, to develop a set of proposals that are the subject of this options appraisal. They have explored the benefits of in-house delivery versus external delivery. The Disability Futures programme and the requirement to align with other Welsh Government programmes, have also led to a number of opportunities for joint commissioning or for greater alignment through shared management.

This paper outlines options for the delivery of the four main elements required by Welsh Government (Parenting, Youth Support, TAF delivery and Disability Focus). The recommendations will inform commissioning decisions, with the aim of having arrangements for delivery of a more coherent programme in place by 1st April 2018.

Links to Corporate Objectives

Please quote from the relevant strategy or report

People in Cardiff are safe and feel safe.

It is essential for the safety of families in Cardiff that they receive the right support at the right time. We know that it is better to identify problems early and intervene effectively to prevent their escalation to a situation that would be deemed 'unsafe' for the family and for children and young people.

Cardiff has a thriving and prosperous economy.

Evidence indicates that by meeting the needs of the whole family this will have a positive effect and impact on how children and young people perform and achieve at school. Meeting families' needs will ensure transition to employment and education for parents following support.

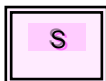
People in Cardiff achieve their full potential.

By supporting families to address their problems and build resilience, they will be more able to achieve their full potential. Improving and enhancing the well-being of families will have a positive impact on their wellbeing and enable them to fulfill their potential.

Cardiff is a great place to live, work and play.

By supporting parenting provision, we will ensure that life chances will be improved for those receiving support. For those employed, professional development will ensure that Cardiff Council has trained staff able to fulfil their role.

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Cardiff has a clean, attractive and sustainable environment.

Sustainable resources will be used throughout.

People in Cardiff are healthy.

Through the wider Families First offer, families will have access to a wealth of support service that can support families to achieve healthy lifestyles. Emotional health and wellbeing will be improved by this co-ordinated response.

Cardiff is a fair, just and inclusive society

By having an offer in line with that delivered by Flying Start, we will be ensuring greater equity in provision for families accessing support.

The proposal also links to and supports the following

- Social Services and Well-Being (Wales) Act 2014
- Well-Being of Future Generations (Wales) Act 2016
- Early Help Strategy (October 2015)
- Cardiff and Vale of Glamorgan Population Needs Assessment
- Adverse Childhood Experiences (ACEs) Research
- Cardiff 20:20 Vision
- Cardiff Commitment
- UNICEF Child Rights Partner programme to become a Child-Friendly City

Brief Overview of Each Option

Please explain each option considered

Each of the four elements required by Welsh Government (Parenting, Youth Support, TAF delivery and Disability Focus) will be considered against the four options identified below:

Option 1: Recommission existing services in current alignment

Scope

- The existing contracts to be extended, or recommissioned as is, with all Families First packages being delivered as currently aligned.

Option 2: External tender for new services

Scope

- All service specifications would be reconfigured to reflect new delivery requirements.
- Relevant services would be put out to tender for external delivery following agreed procurement processes and timescales.

Option 3: In House Delivery

Scope

- All service specifications would be reconfigured to reflect new delivery requirements. However, in this option they would form the basis of SLAs for delivery by relevant Council teams. Services delivered in this way would be put out of scope for tendering.
- Responsibility for workforce development would be aligned to service delivery to ensure consistency in approach and quality assurance in delivery for the children and families workforce.
- This approach could include delivery against an SLA by other statutory partners (viz Cardiff and Vale University Health Board) under the provisions for partnership working. These services would also be put out of scope for tendering.

Option 4: Joint Commissioning of Services

Scope

- Services to be commissioned jointly with other programmes and/or with the Vale of Glamorgan.
- This could be subject to a number of different types of agreement – to be identified as appropriate for the specific service and circumstances. We would need to identify who would be best placed to lead on commissioning.

Recommended Options with Reasons

The recommended options from the analysis overleaf should be identified here.

Taking into account the options analyses set out in the tables below the following recommendations are made in relation to the four elements required by Welsh Government:

1. Parenting

- I. It is recommended that delivery should be via a coherent service model that would provide a single point of entry directly into the Parenting service. This will best be achieved through one main agreement for Parenting delivery.
- II. Further, it is recommended that this service should be managed in-house. This would enable alignment with the Flying Start programme, to enable greater consistency across Cardiff, and would also deliver clearer management arrangements and economies of scale. This arrangements would maximise the development of a clear, coherent package of support, which is aligned with the delivery of services under the Social Services and Wellbeing Act (Wales) 2014, and therefore the values and ethos of the Early Help and Parenting Strategies for Cardiff delivered through City of Cardiff Council.
- III. A consistent early years approach will also require agreement for delivery of related health services such as Speech and Language and Dietetics. It is recommended that these services should be secured via an appropriate agreement with C&VUHB (subject to legal and procurement advice) to ensure that they are effectively aligned with Flying Start delivery and core delivery.
- IV. However, there are risks identified through ending all arrangements with external providers, especially the access to volunteer support delivered via an organisation like Home Start. Withdrawal of FF funding would also have implications for linked delivery funded by Cardiff and Vale University Health Board. It is therefore recommended that the risks identified should be addressed via the commissioning process, which could result in an external tender (subject to legal and procurement advice). If this route is followed, the specification would require close joint working with the main Parenting service.
- V. It is also recommended that a complementary, specialist Family Wellbeing Service should be externally tendered. This would enable the programme to take advantage of expertise outside of the Council. If this route is followed, the specification would require close joint working with the main Parenting service and to follow arrangements for a clear entry point via the Early Help Front Door.
- VI. The analysis supports a recommendation that any FF provision in relation to Domestic Abuse should be commissioned as part of the strategic commissioning currently being led by Housing and Community Services. This may require some extension of existing arrangements to enable commissioning timescales to be synchronised.

2. Youth Support

- I. It is recommended that delivery should be via a service model that would deliver a coherent Youth Support service. This will best be achieved through one main agreement for Youth Support delivery.
- II. Further, it is recommended that this service should be managed in-house. This would enable alignment with delivery in schools and via Cardiff Youth Service, to enable greater consistency across Cardiff. It would also deliver clearer management arrangements and economies of scale. This arrangement would maximise the development of a clear, coherent package of support, which is aligned with the delivery of services under the Social Services and Wellbeing Act (Wales) 2014, and therefore the values and ethos of the Early Help and Vision 20:20 Strategies for Cardiff delivered through City of Cardiff Council.
- III. However, there are risks identified through ending all arrangements with external providers, especially the access to specialist services like sexual health and bespoke educational opportunities. It is therefore recommended that the risks identified should be addressed via the commissioning process, which could result in external tenders (subject to legal and procurement advice). If this route is followed, the specifications would require close joint working with the main Youth Support service.
- IV. The analysis also supports a recommendation that any FF provision in relation to Housing Advice for young people should be commissioned as part of the strategic commissioning for the Supporting People programme currently being led by Housing and Community Services. This may require some extension of existing arrangements to enable commissioning timescales to be synchronised.

3. Team Around the Family

- I. It is recommended that the current pilot arrangements with Tros Gynnal Plant should be extended to enable proper evaluation (subject to advice from legal and procurement but likely to be extension of main TAF contract for a further 12 months and an additional Early Help grant to take delivery to end of March 2019).
- II. Further recommendations for future delivery arrangements should be brought forward based on the outcome of the pilot and informed by the evaluation. At this stage, a new options appraisal might be required.

4. Disability Focus

- I. It is recommended that the Disability Futures programme should inform all delivery secured for the new FF programme. This will enable funding to be used most effectively for the priorities identified. It should also deliver more equitable provision for disabled children across Cardiff and the Vale.
- II. However, the Disability Futures programme is still in progress and the priorities and proposed commissioning routes are still being developed. In this situation, it is recommended that interim arrangements are made to maintain current FF services for disabled children and their families pending a clear commissioning plan agreed as part of the Disability Futures programme and so that commissioning timescales can be synchronised. The resulting plan is likely to involve some services that will be jointly commissioned with the Vale of Glamorgan (subject to legal and procurement advice) and some that will be externally tendered to provide new agreements for the Cardiff FF programme.
- III. In relation to existing services, it is also recommended that any service elements where duplication has already been identified should be decommissioned so that available resources can be focused on areas where there is no duplication.
- IV. The recommendations in the two previous points are likely to require an extension of the current package contract for a further 12 months (until end March 2019 and as allowed in current contract), but with variations to take account of developing recommendations from the Disability Futures programme (subject to legal and procurement advice).

Analysis of Options

High level analysis of the possible options

ANALYSIS 1: PARENTING SERVICE

Criteria	Option 1	Option 2	Option 3	Option 4
Benefits <ul style="list-style-type: none"> Financial Non Financial 	Financial <ul style="list-style-type: none"> Existing service offer would be maintained within the same envelope Non financial <ul style="list-style-type: none"> Consistency of approach with current programme Minimal disruption for service users receiving support 	Financial <ul style="list-style-type: none"> Competitive tender could identify cost-effective proposals Possible economies from having streamlined delivery and management Potential added value from third sector organisations' ability to access other funding and own charitable funds Non financial <ul style="list-style-type: none"> Opportunity to benefit from third sector organisations' experience and expertise in delivering support to parents. Opportunity to commission a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and families would understand more clearly. The service would develop individual Family Pathways within the service where each family can access either one project or a package of support from a range of in-service support options. 	Financial <ul style="list-style-type: none"> Delivery within existing management structures would provide economies of scale Reduced contract monitoring required from in-house delivery would mean that additional resource could be dedicated to delivery Non Financial <ul style="list-style-type: none"> SLA would deliver a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and families would understand more clearly. The service would develop individual Family Pathways within the service where each family can access either one project or a package of support from a range of in-service support options. In addition, would provide opportunity to align provision with that of Flying Start in Cardiff as a key programme delivering parenting and family support – the funding will not 	Financial <ul style="list-style-type: none"> Alignment with other funding streams could reduce duplication and ensure that the council makes most effective use of the available resource Non Financial <ul style="list-style-type: none"> Greater coordination of delivery of elements that would align to other programmes – strategic planning groups have identified Domestic Violence as an area where there is some potential duplication Would enable families to be able to access other elements of the jointly commissioned services, not just those funded by FF Would comply with Welsh Government requirement for greater alignment of systems and programmes.

		<ul style="list-style-type: none"> • A more coherent service delivery model will enable more effective contract management. • Single team could be co-located to maximise the cohesion and functioning of the team. • Third sector organisations such as Home Start can provide access to volunteer support, which enables cost-effective delivery for families with lower level needs who do not require specialist support from practitioners. • Third sector providers also have expertise in other specialist services which may be needed to complement the Parenting Service delivery. For instance, needs assessment has identified a gap in provision for adults with low level mental health problems. New Guidance has also identified support for families where there is relationship breakdown or inter-parental conflict as a priority. Consultation with Flying Start managers has identified that they would prefer any such specialist service to be externally commissioned. 	<p>allow replication of the FS model in non-FS areas, but it would enable greater consistency and shared practice.</p> <ul style="list-style-type: none"> • Would benefit from existing expertise within the Flying Start programme and build on existing relationships with Health practitioners within Flying Start to extend to FF delivery • Would enable development of more effective progression routes for Flying Start beneficiaries to other FF provision • A more coherent service delivery model will enable more effective contract management. • Single team could be co-located to maximise the cohesion and functioning of practitioners together. • Would provide additional opportunity to combine workforce development resource enabling more consistent and higher quality support for the children and families workforce across the board – shared management will enable access to specialist staff to manage the programme. • In-house delivery would comply with Council's Standing Orders 	
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Costs <ul style="list-style-type: none"> • Capital • Revenue 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would remain the same 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £1,755,000 for delivery of all Parenting elements – commissioned services would have to stay within funding envelope agreed via tender/s 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £1,755,000 for delivery of all Parenting elements – commissioned services would have to stay within funding envelope agreed via tender/s 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation of £49,600 (value of current DA projects) to joint commissioning with Domestic Abuse funding streams led by Housing and Communities
Funding <ul style="list-style-type: none"> • Capital • Revenue 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope
Major Risks	<ul style="list-style-type: none"> • Maintaining the current parenting arrangements does not provide the scope to address any deficits in relation to the new Guidelines • Stakeholder engagement has highlighted existing offer is complicated for both referrers and families – reputational risk if this 	<ul style="list-style-type: none"> • New arrangements will require reconfiguration of services, which may require TUPE arrangements to be agreed between existing and new providers • The tender might still result in a configuration that involves more than one provider – this could possibly lead to similar confusion amongst referrers 	<ul style="list-style-type: none"> • This model will create significant changes to the current provision of parenting and family support services across Cardiff, which may have implications for TUPE. The council would be responsible for TUPE, and would need to make suitable arrangements where it applies with implications for workforce. 	<ul style="list-style-type: none"> • Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government • Different timescales for commissioning – will need to be synchronised.

	<p>advice is ignored</p> <ul style="list-style-type: none"> Sustaining existing provision leaves parenting delivery spread across a number of packages and delivered by a number of different organisations without any effective coordination Stand-still budgets would not allow for any increasing costs within current provision (e.g. staff increments) or re-allocation of resources to new priorities The range of projects and Lead Provider/Sub provider relationships mean that contract management is complex and overly bureaucratic – this arrangement would need to continue, with funding allocated for programme management at central team and lead provider level 	<p>and families highlighted via stakeholder sessions</p> <ul style="list-style-type: none"> Risk that decision to end funding for third sector organisations might have an impact on other funding received by the organisation, e.g. C&VUHB have flagged up that the funding they currently give to Home Start will not be viable without additional Families First element Where delivery in-house makes most sense, going out to tender would result in unnecessary time, effort and expense. 	<ul style="list-style-type: none"> Delivering the service in house will reduce the opportunities available to third sector partners – this will require sensitive negotiations and focus on maintaining positive relationships with partner agencies in order to support the delivery of the new parenting service. Current expertise within the parenting services is for early years – delivery of FF will require extension to work with families with children up to the age of 18. 	
Recommended (Yes / No)	No	In part	Yes	In part

ANALYSIS 2: YOUTH SUPPORT SERVICE

Criteria	Option 1	Option 2	Option 3	Option 4
Benefits <ul style="list-style-type: none"> Financial Non Financial 	Financial <ul style="list-style-type: none"> Existing service offer would be maintained within the same envelope Non financial <ul style="list-style-type: none"> Consistency of approach with current programme Minimal disruption for service users receiving support 	Financial <ul style="list-style-type: none"> Competitive tender could identify cost-effective proposals Possible economies from having streamlined delivery and management Potential added value from third sector organisations' ability to access other funding and own charitable funds Non financial <ul style="list-style-type: none"> Opportunity to benefit from third sector organisations' experience and expertise in delivering support to young people - can offer services that are not currently within expertise of relevant teams, e.g. sexual health outreach and bespoke education and training Opportunity to commission a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and young people would understand more clearly. A more coherent service delivery model will enable more effective contract management. 	Financial <ul style="list-style-type: none"> Delivery within existing management structures would provide economies of scale Reduced contract monitoring required from in-house delivery would mean that additional resource could be dedicated to delivery Would enable current arrangement for in-house delivery match-funded against ESF funding to continue Non Financial <ul style="list-style-type: none"> SLA would deliver a more coherent service offer, with a single point of entry, which would provide a delivery model that practitioners and young people would understand more clearly. The original commissioning process resulted in substantial delivery in-house but with some managed via an external Lead Provider – an agreement to deliver in-house would recognise existing expertise and enable much more effective management. 	Financial <ul style="list-style-type: none"> Alignment with other funding streams would reduce duplication and ensure that the council makes most effective use of the available resource Non Financial <ul style="list-style-type: none"> Greater coordination of delivery of elements that would align to other programmes, e.g. Housing Advice and Family Mediation for Young People with Supporting People. Joint funding would enable development of shared provision for young people, which would meet their needs more effectively, e.g. possibility of development of a City Centre Youth Hub for vulnerable young people aged 16+. Would comply with Welsh Government requirement for greater alignment of systems and programmes.

		<ul style="list-style-type: none"> Specification could make compliance with new systems for FF delivery a condition 	<ul style="list-style-type: none"> Would provide opportunity to extend and develop arrangements with schools (to provide a clear 'graduated response'). This will enable schools to identify when families need additional help at an earlier stage and contribute to a reduction in the numbers coming through to YOS, MASH and Child Protection. This would support implementation of Cardiff's Early Help Strategy. Would provide opportunity to continue to align provision with that of the Youth Service and arrangements agreed with Careers Wales for tracking young people who are/at risk of NEET – this delivers on a strategic priority for the council Could also help to support deliver of the council's strategy for reducing Child Sexual Exploitation Would enable greater cohesion with Parenting element if this is also delivered within Education Service, which would enable development of shared systems and progression routes A more coherent service delivery model will enable more effective contract management. In-house delivery would comply with Council's Standing Orders 	
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Costs <ul style="list-style-type: none"> • Capital • Revenue 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would remain the same 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £1,220,000 for delivery of all youth support elements – commissioned services would have to stay within funding envelope agreed via tender/s 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £1,220,000 for delivery of all youth support elements – commissioned services would have to stay within funding envelope agreed via tender/s 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation of £104,852 (value of current Housing Advice project) to joint commissioning with Supporting People led by Housing and Communities
Funding <ul style="list-style-type: none"> • Capital • Revenue 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope
Major Risks	<ul style="list-style-type: none"> • Maintaining the current youth support arrangements does not provide the scope to address any deficits in relation to the new Guidelines • Stakeholder engagement has highlighted existing offer is complicated for referrers, especially 	<ul style="list-style-type: none"> • New arrangements will require reconfiguration of services, which may require TUPE arrangements to be agreed between existing and new providers • The tender might still result in a configuration that involves more than one provider – this could possibly lead to similar confusion amongst referrers 	<ul style="list-style-type: none"> • This model will create changes to the current provision of youth support services across Cardiff, which may have implications for TUPE. The council would be responsible for TUPE and will need to make suitable arrangements where this applies. • Delivering the service in house will reduce the opportunities 	<ul style="list-style-type: none"> • Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government. • Different timescales for commissioning – will need to be synchronised.

	<p>schools, and for families – reputational risk if this advice is ignored</p> <ul style="list-style-type: none"> • Sustaining existing provision leaves youth support delivery spread across a number of packages without clear coordination • Stand-still budgets would not allow for any increasing costs within current provision (e.g. staff increments) • The range of projects and Lead Provider/sub provider relationships mean that contract management is complex and overly bureaucratic – this arrangement would need to continue, with funding allocated for programme management at central team and lead provider level 	<p>and families highlighted via stakeholder sessions</p> <ul style="list-style-type: none"> • Where delivery in-house makes most sense, going out to tender would result in unnecessary time, effort and expense. 	<p>available to third sector partners – this will require sensitive negotiations and focus on maintaining positive relationships with partner agencies in order to support the delivery of the new youth support service.</p> <ul style="list-style-type: none"> • One element of the proposed model requires schools to buy in financially. The extent to which this element can be delivered will be affected should schools not support the new way of working. 	
Recommended (Yes / No)	No	In part	Yes	Yes

ANALYSIS 3: TEAM AROUND THE FAMILY MODEL

Criteria	Option 1	Option 2	Option 3	Option 4
Benefits <ul style="list-style-type: none"> Financial Non Financial 	Financial <ul style="list-style-type: none"> Existing service offer would be maintained within the same envelope Non financial <ul style="list-style-type: none"> Transition arrangements agreed in the Cabinet report of December 2016 have enabled the pilot of a new Early Help Service. This is delivered as an extension to the existing TAF contract. However, arrangements are only just being put into place and the pilot will need longer for a proper evaluation to be carried out. The pilot has been informed by requirements to develop arrangements for Information, Advice and Assistance, which will help the Council to meet its requirements under the Social Services and Wellbeing Act. The pilot is being delivered by one provider (Tros Gynnal Plant) with the aim of developing a clearer 	Financial <ul style="list-style-type: none"> Competitive tender could identify other organisations with cost-effective proposals Non financial <ul style="list-style-type: none"> Tendering will open up the market to other Providers who might have similar or additional expertise. 	Financial <ul style="list-style-type: none"> Delivery within existing management structures could provide economies of scale Non Financial <ul style="list-style-type: none"> Delivery in-house could provide additional opportunities to align with Children's Services Could provide opportunities for shared management of elements of co-delivery developed through the Early Help Front Door project. 	Financial <ul style="list-style-type: none"> Currently no identified benefits from a joint commissioning arrangement Non Financial <ul style="list-style-type: none"> Currently no identified benefits from a joint commissioning arrangement although the pilot evaluation may identify other opportunities for alignment

	<p>central access point for the Families First programme. These arrangements are linked to a project involving other service areas and providers (e.g. Health) to develop an Early Help Front Door. This development is in line with feedback from stakeholders for clearer systems and information about services.</p> <ul style="list-style-type: none"> • Arrangements are being made for an external evaluation partner to evaluate the pilot. This evaluation will be able to inform the most effective future delivery arrangements. • The TAF service has been responsible for developing the current TAF model and continuation of the existing arrangement will ensure fidelity with the model that WG wants to maintain. 			
Costs <ul style="list-style-type: none"> • Capital • Revenue 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Current annual contract value £420,908 plus additional proposed grant of up to £266,000 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £650,000 for delivery of combined service 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £650,000 for delivery of combined service 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Proposed allocation in the region of £650,000 for delivery of combined service

Funding <ul style="list-style-type: none"> • Capital • Revenue 	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p>Capital</p> <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure <p>Revenue</p> <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p>Capital</p> <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure <p>Revenue</p> <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p>Capital</p> <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure <p>Revenue</p> <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	<p>The total Grant allowance for Cardiff Families First is £5,075,000</p> <p>Capital</p> <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure <p>Revenue</p> <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope
Major Risks	<ul style="list-style-type: none"> • Early Help pilot arrangements will not deliver the clear point of contact and coordination that is envisaged. • The arrangements will not make a clear contribution to reducing the numbers of contacts coming to MASH or the numbers of children, young people and families needing higher tier interventions 	<ul style="list-style-type: none"> • Pilot needs to be properly evaluated to identify best model for delivery – proceeding to re-tender at this stage will mean that the new contract is not informed by the pilot and may not deliver the most effective arrangements. 	<p>Pilot needs to be properly evaluated to identify best model for delivery – proceeding to bring the service in-house at this stage will mean that the new SLA is not informed by the pilot and may not deliver the most effective arrangements.</p>	<ul style="list-style-type: none"> • None currently applicable
Recommended (Yes / No)	<p>Yes</p>	<p>No</p>	<p>No</p>	<p>No</p>

ANALYSIS 4: DISABILITY FOCUS

Criteria	Option 1	Option 2	Option 3	Option 4
Benefits <ul style="list-style-type: none"> Financial Non Financial 	Financial <ul style="list-style-type: none"> Existing service offer would be maintained within the same envelope Non financial <ul style="list-style-type: none"> New FF Guidance requires a continued priority for the Disability Focus, although this does not necessarily require us to maintain exactly the same services The current Disability Focus package includes a TAF service for families with needs related to a child's disability – this is also something that the Guidance requires us to continue to deliver The current Disability TAF service has developed a protocol with Children's Services which would be maintained. The current package also delivers other services that have been extended or developed through the Disability Futures programme. These include Better Than a Booklet, Independent Living Skills, and parenting for parents of children with Autism. 	Financial <ul style="list-style-type: none"> Competitive tender could identify other organisations with cost-effective proposals Non financial <ul style="list-style-type: none"> Tendering will open up the market to other Providers who might have similar or additional expertise. 	Financial <ul style="list-style-type: none"> Delivery within existing management structures could provide economies of scale Non Financial <ul style="list-style-type: none"> Delivery in-house could provide additional opportunities to align with Children's Services 	Financial <ul style="list-style-type: none"> Alignment with other funding streams would reduce duplication and ensure that the council makes most effective use of the available resource Non Financial <ul style="list-style-type: none"> Change Manager appointed to lead strategic developments for disabled children across Cardiff and the Vale as part of the Disability Futures programme. The programme is in the process of identifying priorities for services and opportunities for these to be delivered more effectively and equitably across the two areas through greater alignment or joint funding arrangements. Recommendations emerging from the Disability Futures programme will provide guidance for the best strategic use of funding.

Costs <ul style="list-style-type: none"> • Capital • Revenue 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000 	Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Current funding allocation includes ring-fenced allocation of £396,808 for Disability Focus – proposed allocation of £400,000
Funding <ul style="list-style-type: none"> • Capital • Revenue 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope 	The total Grant allowance for Cardiff Families First is £5,075,000 Capital <ul style="list-style-type: none"> • Financial Guidance allows a maximum of £5k on capital expenditure Revenue <ul style="list-style-type: none"> • Revenue costs would have to stay within the total allocation envelope
Major Risks	<ul style="list-style-type: none"> • The current package also includes elements where there is potential duplication – maintaining the whole package could lead to ineffective use of the available resource: • Infrastructure arrangements have enabled Cardiff to establish a Disability Index so that the current project providing information for families is no 	<ul style="list-style-type: none"> • Disability Futures programme is still in progress and developing recommendations – proceeding to tender at this stage will mean that the new contract/s are not informed by the programme and may not deliver the most effective arrangements.. 	<ul style="list-style-type: none"> • The protocol between the Child Health and Disabilities Team and the Disability TAF has been working effectively – there has been no expressed view that this or any other elements of the Disability Focus package would be more effectively delivered in-house. 	<ul style="list-style-type: none"> • Potentially different approach to commissioning in the Vale and different priorities/service context. • Will require contract management arrangements to be agreed with the lead commissioner to ensure reporting responsibilities and accountability for funding to Welsh Government

	<p>longer needed</p> <ul style="list-style-type: none"> The Cabinet Secretary has announced additional funding for welfare benefits advice to be provided by CABx – continuing with the current welfare benefit project could lead to duplication Funding is limited and so needs to be allocated to the priorities identified by the Disability Futures programme 			<ul style="list-style-type: none"> Timescales for joint commissioning would need to be synchronised
Recommended (Yes / No)	Yes in interim	Not currently	Not currently	Yes longer term