

# BRENT 2020 – OUTCOME BASED REVIEWS ROUND 2 FINAL REPORT

## INTRODUCTION

### Brent 2020

Brent's vision for 2020 sets out five key priorities which will have a significant impact in improving local people's opportunities and life chances:



- Housing and business related growth
- Employment and skills
- Regeneration
- Demand management
- Raising income

In delivering these priorities, Brent seeks to develop a much sharper focus on services designed around the individual and create better outcomes for those residents with complex circumstances. We are working to facilitate much closer cross council and inter-agency working on common themes and address the big issues affecting the future of the borough.

### Outcome Based Reviews

We have been addressing these priorities through a range of means including Outcome Based Reviews (OBRs) aimed at developing radical solutions to delivering better, sustainable service models and outcomes. OBRs were established in January 2016 and set out to:

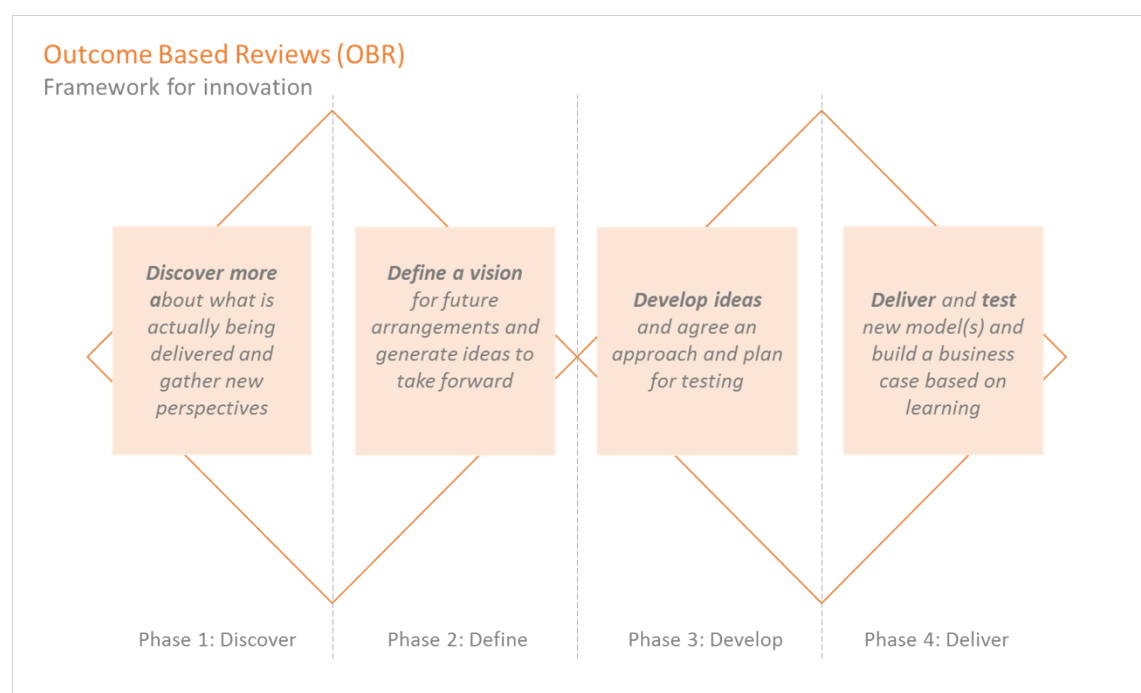
- gather rich insights and understand challenges through new perspectives
- create something different (new solutions, different relationships and ways of working)
- build new capabilities in service design processes and innovation capacity
- deliver improved outcomes for Brent residents

OBR themes have been selected as areas where we have budget pressures but also where we recognise that a system wide approach would bring benefits to residents. In year one, the three themes were: Employment Support and Welfare Reform; Housing Vulnerable People and Regeneration (Physical, Environmental and Social). The themes for the second round of OBRs are Domestic Abuse, Gangs, and Young People on the Edge of Care.

### The OBR approach

The OBR approach has been a new way of working for the Council which has involved using design-led methods to discover new perspectives on challenges, engage a diverse stakeholder group in turning insights into ideas and generate principles and a broader vision for success in each of the three areas. Each OBR has been led by a Strategic Director and coordinated by a Change Manager. The work was based around four phases – discover, define, develop, deliver.

Figure 1: OBR framework



### The 2017-18 OBRs in context

The OBR themes of domestic abuse, gangs and edge of care emerged in part in response to a 2016 project which examined opportunities for managing demand in relation to Looked After Children (LAC) in Brent. The review found that 31% of cases may be avoidable and that the key drivers in relation to children becoming looked after were domestic abuse, teenagers/gangs and the toxic trio (domestic abuse, mental ill-health and substance misuse). The three OBRs have focused on identifying opportunities for earlier intervention and targeted prevention to identify and tackle these issues more quickly to prevent escalation, minimizing the impact to families and the related costs to the council and the wider public sector. This work has been carried out in the context of wider research and evidence around the benefits of early intervention approaches.

*‘Early intervention can significantly improve mental and physical health, educational attainment and employment opportunities and can help prevent criminal behaviour (especially violent behaviour), drug and alcohol misuse and teenage pregnancy. The economic benefits of early intervention are clear and consistently demonstrate good returns on investment’.*<sup>1</sup>

There is a wide body of evidence of the effectiveness of early intervention approaches and also of the economic and social benefits of investment in early intervention. Analysis carried out by the Early Intervention Foundation (EIF) has estimated the cost of late intervention for children and young people in Brent at a total of £80m per year.<sup>2</sup> This includes the costs of school absence and exclusion, children’s social care, child injuries and mental health problems, substance misuse, economic inactivity and crime and anti-social behaviour.

However, it is recognised that it can be challenging to demonstrate direct impact of early intervention owing to the need for evaluation over significant periods of time and the difficulties in demonstrating direct causal links between early interventions and outcomes for people. A report on the benefits of early intervention commissioned by the LGA states:

‘This review...found that in general there is an economic case finding that in general ‘long term cost savings are likely to exceed the cost of the initial investment...However, none of the research provides evidence of long term cash savings actually being delivered (or realised) in practice’.<sup>3</sup>

The starting point for the OBRs was defining the outcome that each project was setting out to deliver. Following this a design methodology was applied to better understand the problem from the perspective of those directly affected, identifying opportunities to make an impact and where procedures and practice need to change. The initial outcomes were defined:

- *Domestic abuse*: Increasing the number of victims and perpetrators of domestic abuse who are able to access early intervention and support to prevent re-occurrence;
- *Gangs*: Reducing the levels of gang related offending; and
- *Edge of care*: Increasing the number of vulnerable adolescents being safely supported in the community.

During the OBRs it became clear that the work within the Edge of Care and Gangs OBRs needed to be closely linked, in particular during the design phase of ideas.

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<sup>1</sup> Graham Allen MP, <sup>1</sup> Early intervention the next steps (2011)

<https://www.gov.uk/government/publications/early-intervention-the-next-steps--2>

<sup>2</sup> Spending on Late Intervention, How we Can Do Better for Less, Early Intervention Foundation, 2015

<sup>3</sup> Developing a Business Case for Early Interventions and Evaluating Their Value for Money, LGA Education and Children’s Services Research Programme, 2011 <https://www.nfer.ac.uk/publications/EITS01>

This report sets out how the Domestic Abuse, Gangs, and Young People on the Edge of Care OBRs have developed and tested a set of ideas for:

- Victims of domestic abuse and their families to better support them in coming forward and getting the right support as early as possible;
- Earlier and/or improved interventions for young people at risk of becoming involved in gangs; and
- Earlier and/or improved interventions for young people at risk of becoming looked after.

The report traces the development of these ideas through extensive research with residents, community groups and frontline professionals, engaging around 200 people. It provides an overview of the interventions which have been developed, why they are different and the potential benefits, including financial benefits and wider economic benefits, for each approach. Finally, the report includes recommendations for developing these interventions as well as a summary of lessons learned through the OBR process to inform future work.

### **Building the financial and economic case**

Detailed financial and economic analysis has been undertaken to quantify the potential benefits from investment in the different projects. At this stage, the benefits are largely indicative based on assumptions about the numbers of residents that the service can impact and the extent of the impact on the current costs arising. The volumes, costs and associated assumptions will be tested and refined as part of a pilot process to develop a more robust analysis if the project is taken forward to implementation.

Two levels of benefit have been calculated:

1. The fiscal benefit to the Council, based on the potential for the project to impact on current costs
2. The wider social and economic benefit which focuses on the impact on the costs of other agencies

The current costs have been calculated from existing Brent data where available. Where Brent specific costs are not available, the costing for the Troubled Families Programme in the New Economy Manchester model have been used as a trusted and recognised source, as well as data from the Early Intervention Foundation. The numbers of residents supported and impacted through the initiatives has also been moderated based on a prudent assumption of the capacity of the proposed project. For the Gangs project, the number of residents impacted is difficult to assess until more work has been done and so for this project the unit costs have been calculated to illustrate the potential benefits. The potential benefits from the Gangs initiative will be further assessed through the projects.

The OBR summary table on page 5 summarises the potential benefits.

## OBR SUMMARY

The table below provides a summary of projects resulting from the 2017/18 OBRs. Full details of the projects and the individual phases of the OBRs are outlined in the following sections of this report.

OBR	Project	Outcomes	Potential benefits	Additional information
Domestic abuse	One stop shop approach	<p>Earlier reporting</p> <p>Reduced re-occurrence</p> <p>Better outcomes for survivors and families resulting from being supported to rebuild lives more quickly</p>	<p>Cost avoidance savings from a range of commissioned provision and Council services (IDVA, social care and housing) resulting from earlier intervention and reduced re-occurrence:</p> <p>Worst case: £169,575 (20% reduction) Likely case: £339,151 (40% reduction) Best case: £508,726 (60% reduction)</p>	<p>Proposed next step - six month pilot to test impact of approach based on learning from initial prototype</p>
	DA Housing	<p>Avoidance of B&amp;B costs</p> <p>Better outcomes for victims and families resulting from more stable accommodation</p> <p>Reduced re-occurrence</p> <p>Other interventions have more impact.</p>	<p>Savings through avoidance of B&amp;B costs:</p> <p>Worst case: £21,013 (20% reduction) Likely case: £42,027 (40% reduction) Best case: £63,040 (60% reduction)</p> <p>Longer term benefits for and potential avoidance of costs, e.g. social care, commissioned</p>	<p>Proposed next step - six month pilot to test effectiveness of approaches to support more survivors while reducing B&amp;B</p> <p>Proposed new project to consider potential cost avoidance in housing management through improved</p>

## Appendix 1

Ed ge	DA Commissioned services	<p>Savings through combining and re-procuring contracts</p> <p>Greater impact for current spend via more joined-up, strategic approach</p> <p>Longer term savings across council services from increased focus on early intervention</p>	<p>support services.</p> <p>£42,500 initial saving (10% of total annual cost) plus further 5% p.a. reduction through duration of contract</p>	<p>approach to DA</p> <p>Project to implement recommendations to better align commissioning approach and to identify and agree cross-council delivery priorities</p>
	Community led support	<p>Connecting people with existing support and programmes</p> <p>Raising aspirations</p>	<p>Benefit of £9,754 for every young person prevented from involvement in gang related activity, with a potential wider social / economic benefit per case of £26,552</p>	<p>Develop proposals to set up and administer a small grant programme for community-based projects</p>
	Youth engagement app	<p>Improving access to out of hours youth provision in the community</p>	<p>Benefit of £9,754 for every young person prevented from involvement in gang related activity, with a potential wider social / economic benefit per case of £26,552</p>	<p>Commission next phase of app development</p>
	Early Help service review and redesign (whole system approach)	<p>Redesigned early help approach to support more effective ways of working across departments</p> <p>Early intervention and prevention approaches resulting in cost avoidance</p> <p>Improved services for children and families</p>	<p>Support for design of single solution approach to deliver savings proposals across CYP and Public Health</p>	<p>Proposed project</p>
Ed ge	Early response service	<p>Reduce escalation of cases and management of demand</p>	<p>There are potential financial savings arising from:</p>	<p>Project to support the implementation of an early</p>

of Ca		<p>Reduction in number of vulnerable adolescents becoming looked after</p> <p>Increase in the number of vulnerable adolescents being safely supported in the community</p>	<p>(a) Step down placements</p> <p>(b) Reduced time in placements</p> <p>(c) Prevention of placement costs</p> <p>For (b) if the number of weeks was reduced through a more effective response, this would lead to potential savings of:  Worst case (no change) – £0  Likely case (33%) - £120k  Best case (50%) - £205k</p> <p>For (c) preventing one year of a placement with a Brent foster carer avoids £20k of costs, preventing one year of a placement with a residential home avoids £172k costs.</p> <p>The placement costs of the target group can be monitored to evidence the financial success of the intensive intervention.</p>	<p>response service for 11 – 17 year olds</p>
	Family hub / confident parenting	Earlier support, preventing problems and issues from escalating and stopping families falling into crisis	Savings to be modelled as part of next phase based on a reduction in the need for late, more	Workshop with community members and practitioners to take place in June

		<p>Building connections and resilience for families</p> <p>Improving multi-agency working</p>	<p>costly intervention (including avoidance of social care costs)</p>	<p>2018, with the outcomes from this workshop to inform the build and testing of the approach</p> <p>Report and recommendations from the review of parenting provision to be considered</p>
<p>Edge of Care / Gangs</p>	<p>Predictive modelling</p>	<p>Early identification of risk and reduce risk through targeted intervention</p> <p>Improved analysis and informed decision making in identifying families to work with</p> <p>Preventing escalation of cases and a reduction in incidents</p> <p>Improved outcomes for individuals and families resulting from earlier intervention</p> <p>More efficient and effective ways of working for social workers and others.</p>	<p>Savings to be modelled as part of the prototype based on a reduction in the need for late, more costly intervention (including avoidance of social care costs)</p>	<p>Delivery of 6 week prototype and report to Digital Board with learning and recommendations from prototype</p>



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# DOMESTIC ABUSE OBR

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## OBR: DOMESTIC ABUSE

### PHASE 1: DISCOVER

The discover phase of the OBR involved a wide range of engagement including in-depth interviews and focus groups with individuals and professionals. The table below provides a snapshot of groups and individuals engaged during the discover phase for the Domestic Abuse OBR:

Domestic Abuse	
<b>Community engagement:</b>	
<ul style="list-style-type: none"> <li>• 3 x ethnography</li> <li>• 2 x Refuge residents focus groups</li> </ul>	<ul style="list-style-type: none"> <li>• IDVA client focus group</li> <li>• Perpetrator interviews</li> </ul>
<b>Professional engagement:</b>	
<ul style="list-style-type: none"> <li>• Safer Brent Partnership</li> <li>• Violence Against Women &amp; Girls (VAWG) Delivery Group</li> <li>• VAWG Forum</li> <li>• Hestia/Advance (IDVA and MARAC service)</li> <li>• Look Ahead/De Paul (Refuge provision)</li> <li>• Place2Be</li> <li>• Freedom Programme</li> <li>• Asian Women's Resource Centre</li> <li>• Refuge</li> <li>• Fire Service</li> </ul>	<ul style="list-style-type: none"> <li>• DVIP (perpetrator programme and children's play therapy)</li> <li>• Police</li> <li>• Probation services</li> <li>• CCG Children's Safeguarding</li> <li>• NHS Mental Health Services</li> <li>• Council Services (Community Protection, Children's and Adults Safeguarding, Troubled Families, Localities, Public Health, Housing Needs, Housing Management)</li> </ul>

In addition, other research was carried out including:

- Data gathering
- Customer journey mapping
- Service mapping
- Horizon scanning

## KEY FINDINGS

### Key facts:

Brent had 5,533 domestic incidents in 2016/17 and 5,351 in 2017/18.

Brent had the 7th highest number of domestic abuse and violent domestic abuse crimes in comparison to similar London boroughs in the 12 months to December 2016. Brent is one of five similar boroughs that has seen an increase in violence with injury domestic abuse crimes.

Most victims (76%) are female and between 20-49.

Victims from black communities are over-represented and those from Asian communities under-represented.

More than 1 in 5 (22%) of DA victims are repeat victims.

DA is a factor in over a quarter (27%) of child and family assessments in Brent.

The Housing Needs Service sees around 50 DA cases per year and around a third of DA cases are accepted as homeless.

Harlesden and Stonebridge have the highest rates of police reported DA

### Key themes from community and professional research:

*"The Freedom programme was empowering – it helped me understand what happened wasn't my fault."*

*"Living in a B&B with my children was so bad I thought about returning to my abusive partner."*

*"People working with DA don't know who is who – clients get referred to the wrong services."*

*"We need to work holistically with the whole family, perpetrator, victims and children."*

#### Domestic Abuse OBR: Key themes

- Many of the services being offered by Brent are seen as good and people feel they are effective. E.g. IDVA service, Freedom Programme, Perpetrator Programme.
- There is a lack of a joined-up strategic approach to DA across council departments.
- Housing is a major issue: levels of service can be poor and there is a lack of understanding of DA, the lack of a secure home can be a major barrier in re-building lives, there is a presumption that the victim should always leave the home which may not be the best option in some cases (especially in cases where there are children).
- The system is complex and can be challenging to navigate – both for service users and professionals. Professionals find it hard to work effectively together across services and organisations.
- A whole family approach is vital and more needs to be done to work effectively with fathers.
- Specific barriers e.g. language and no-recourse to public funds need to be considered.
- There should be more education and awareness for young people about healthy relationships and DA.

### PHASE 2: DEFINE

A synthesis process was carried out to generate insights and questions from the research. These included:

- **Awareness** - How do we create better awareness around recognising the signs of DA and encourage people to talk about DA to enable early intervention?
- **Access** - How do we simplify the system to make it easier for victims of DA to navigate?
- **Support for victims and families** - How do we develop a holistic and joined-up approach to working with families?
- **Housing** - How do we better support victims of DA to remain in their home if it is safe to do so?
- **Training and connection** - How do we better join up our approach to DA in Brent?

These questions were used as the basis of the visioning day which took place on 4 October 2017.

Around 100 stakeholders attended the visioning day, including Council services, elected members, partner organisations, voluntary sector organisations and individual residents. Attendees used the stories, insights and questions developed from the research to develop new ideas for addressing issues.



#### Summary of key ideas:

##### Ideas from OBR visioning event: Domestic abuse

- Domestic violence specialist within housing services
- A one stop shop for victims of domestic abuse to access services
- Better access to training for frontline staff
- More awareness raising to encourage people to come forward early, including healthy relationships training in schools
- Finding ways to make it easier for people affected by domestic abuse (and professionals) to navigate the system

### PHASE 3: DEVELOP

Following the visioning day, a series of projects was agreed for each OBR to take forward the ideas developed through the process. Some projects were linked to more than one OBR as similar themes had emerged, for example the importance of a whole family approach.

This development process involved extensive engagement with stakeholders across Council services as well as in partner organisations to develop a workable approach and to ensure buy in and ownership of the ideas being developed amongst those who would need to be involved in their delivery. Engagement with service users and residents also continued to feed into this phase of the work.

Key activities included:

- A council-wide review of commissioned provision;
- Development of and recruitment to a specialist domestic abuse housing role;
- Mystery shopping exercise into how homelessness services respond to cases where domestic abuse is a presenting factor;
- DA training for housing needs staff;
- Mapping of existing DA provision in Brent including services, awareness and information programme, training for professionals
- Case analysis, review and financial modelling to map levels of opportunity to support victim and families to gain sustainable accommodation more quickly and explore potential reductions in B&B and temporary accommodation costs; and
- Development, delivery and evaluation of a four week prototype of a domestic abuse one stop shop.

Ideas were taken forward in different ways, for example some ideas (such as the single point of contact for domestic abuse in housing needs) were quickly agreed with the service and plans put in place to implement them (this role is currently being recruited to). Others were taken forward using a project approach and a final set of ideas were developed using prototyping.

The OBR work also fed into a response to the government's domestic abuse bill consultation.

A summary of the projects developed from the Domestic Abuse OBR ideas, their benefits, current status and the opportunities for further developing this work are included in the tables below.

## One stop shop approach (DA OBR)

### The idea

A drop in centre operating ½ day per week offering specialist multi-agency support with the aim of building trust to encourage earlier reporting and using a multi-agency approach to assist survivors and professionals to navigate the system more quickly and effectively, increasing the effectiveness of interventions and reducing the amount of time spent by professionals chasing other services.

### What issue is it addressing?

The OBR research found:

- Victims have a lack of trust in reporting to statutory services.
- System is complex to navigate for survivors and professionals.
- Victims would come forward earlier if they were aware of the support available.
- Specialist IDVAs spend a lot of time chasing other services.

Research has indicated that 85% of victims of DA sought help from professionals five times on average before they got effective support to stop abuse.<sup>4</sup>

There is an immediate and longer term cost to late intervention including the cost of additional DA incidents and the longer term impact that prolonged abuse can have on victims and families. The UK annual fiscal costs for late intervention in cases of domestic abuse are estimated at £4,058 million. £317m of these costs relate to social services and £181m to housing and refuges.<sup>5</sup>The total cost per family affected by domestic abuse has been estimated as £18,730.<sup>6</sup>

### Why is it different?

This is a low cost way of bringing domestic abuse services for victims and families together to work in a joined up way to support the victim. Survivors can access IDVA support as well as support and advice in relation to housing, legal issues, employment and cyber security in one space.

The centre provides a safe environment to encourage victims to present earlier and receive more joined up support. It increases the impact of the effective work already being carried out in Brent, providing better value for money and reducing the wasted time spent by skilled professionals such as IDVAs in chasing other services on behalf of their clients.

<sup>4</sup> Getting it Right First Time, SafeLives, 2015 <http://www.safelives.org.uk/policy-evidence/policy-and-research-library>

<sup>5</sup> The Immediate Fiscal Cost of Late Intervention for Children and Young People, Technical Report, 2015 <http://www.eif.org.uk/publication/spending-on-late-intervention-how-we-can-do-better-for-less/>

<sup>6</sup> Getting it Right First Time, SafeLives, 2015 <http://www.safelives.org.uk/policy-evidence/policy-and-research-library>

<p><b>Current status</b></p> <p>A short prototype (4 x 5hr sessions) took place in May in the Fawood Children’s Centre to test the approach with survivors and professionals. Headline feedback includes:</p> <ul style="list-style-type: none"> <li>• 18 individuals accessed the centre (16 out of 18 completed an exit survey)</li> <li>• There were 30 interactions with professionals</li> <li>• 94% (15 out of 16) said they felt more confident about their situation as a result of visiting</li> <li>• 94% (15 out of 16) felt safer</li> <li>• 100% said they would visit again</li> <li>• 100% said the service would have encouraged them to seek support sooner</li> </ul> <p><i>“I got much more help than I dreamed of because everything is in one place” – client</i></p> <p><i>“It is very effective being able to bring in additional support for clients straight away” - professional</i></p>	<p><b>Proposed next steps</b></p> <p>It is proposed that a longer term pilot be developed to enable further testing of the approach over a six month period. This pilot would seek to identify:</p> <ul style="list-style-type: none"> <li>• Does this approach encourage earlier reporting?</li> <li>• Does it reduce re-occurrence?</li> <li>• Does it result in victims feeling safer, more confident etc?</li> <li>• What are the benefits for services of being co-located once a week?</li> </ul> <p>This would be informed by further analysing how this model works in other Councils e.g. Bexley, Bromley, Mid Kent and Medway, Barnet, Merton and Barking &amp; Dagenham.</p>
<p><b>Cost of intervention</b></p> <p>Costs are minimal as existing council premises would be used to host the one stop shop and the prototype has demonstrated that council and voluntary sector service providers see a benefit in offering their existing services through this approach.</p> <p><b>Six month pilot of approach - £13,400 (no existing budget)</b></p> <ul style="list-style-type: none"> <li>• Coordination and evaluation - £12,900 (0.5 FTE PO2 for six months).</li> <li>• Publicity and basic running costs (stationery, refreshments etc) - £500</li> </ul>	<p><b>Benefit to Council</b></p> <p>Cost avoidance savings from a range of commissioned provision and Council services (IDVA, social care and housing) resulting from earlier intervention and reduced re-occurrence.</p> <p>Worst case: <b>£169,575</b> (20% reduction)          Likely case: <b>£339,151</b> (40% reduction)          Best case: <b>£508,726</b> (60% reduction)</p> <p>Estimated annual savings based on a target of the intervention reaching 161 incidents per year (3% of total annual incidents for Brent). The savings would be</p>

<p>Options being explored for obtaining this resource include a bid for CIL funding or a graduate placement in Community Protection.</p>	<p>less estimated annual running costs of £28k. For these cases it is estimated that there will be a 20-60% reduction in the cost through reduced incidents and re-occurrences. (Figures based on fiscal cost of DA figures calculated for Brent Troubled Families).</p> <p><b>Wider economic benefit</b> This could equate to a wider saving to the public purse of around <b>£500K</b> per year. (Based on the New Economy Manchester Model.)</p>
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## DA Housing (DA OBR)

### The idea

Housing Single Point of Contact (SPOC):

A new post has been created in the Housing Needs structure which will take the lead on DA cases, drive up improvements in service to customers presenting with DA across Housing Needs, share knowledge across the service and attend key multi-agency groups e.g. MARAC to improve understanding of and response to people reporting DA and improve multi-agency working. The key purpose of the Domestic Abuse Housing Officer role is to provide a specialist service to survivors of domestic abuse seeking housing assistance. The role also manages the Sanctuary Scheme which helps survivors of domestic abuse to remain in their homes. The role also offers housing assistance in the community, such as in refuges and Community Hubs in Brent.

The postholder will work strategically with a range of partner organisations to promote the domestic abuse agenda and the Sanctuary Scheme. The role will seek to empower survivors of domestic abuse to support them with finding a solution to their housing crises, and particularly:

- Engaging individuals in the borough experiencing a housing crisis and managing their expectations in relation to the private rented property market in order to make the decision for themselves.
- Linking those individuals with, and advocating for, the right assistance in existing services to address their holistic needs.
- Avoiding a placement in Temporary Accommodation by receiving timely assistance in relation to their housing crisis.

Secure accommodation for DA survivors:

Research shows that survivors of DA are likely to lose secure tenancies as a result of fleeing from violence. Further case analysis will identify level of opportunity to support victims of DA and their families to remain in their home (if safe to do so) using schemes such as the Sanctuary Scheme and to support those with secure tenancies to retain their tenancy. This is in line with a Private Members Bill currently going through Parliament which seeks to give additional rights to victims of DA in relation to secure tenancies.

### What issue is it addressing?

OBR research found that:

- Survivor and professionals did not always receive an effective service from front line council staff. These anecdotal findings were backed up by a mystery shopping exercise, see below.
- Survivors report that uncertainty over housing is a factor in returning to perpetrator and in delaying ability to rebuild their life (and that of their family) and benefit fully from other interventions.

### Why is it different?

Secure housing is a fundamental issue for people affected by domestic abuse. These interventions are designed to drive improvements in the level of customer service being provided by Housing Needs staff, ensure Housing Needs staff are working effectively as part of a multi-agency response to DA and to develop ways to avoid survivors of DA becoming homeless which can have an ongoing impact on their lives and those of their children.

Mystery shopping exercise<sup>7</sup> found that:

- Approaches to dealing with DA were process rather than person driven
- There were significant gaps in knowledge of staff dealing with DA including understanding of the dynamics of DA, understanding of relevant legislation and understanding of appropriate housing options for people fleeing DA
- Staff dealing with DA were not always following best practice even if they were aware of it
- Basic provisions e.g. private spaces for interviews were not provided even when requested
- There was very little signposting to other relevant services.

(These findings were common across all five boroughs who took part.)

Research has indicated that being in settled accommodation is vital to enable survivors to re-build their lives including dealing with health concerns and re-entering employment.<sup>8</sup> It has also suggested that survivors are likely to move several times after fleeing domestic abuse and that 41% of victims who had secure tenancies when entering a refuge lost their tenancy as a result of fleeing.<sup>9</sup> In addition, both living with domestic abuse and homelessness have been found to have a significant long term impact on children.<sup>10</sup>

<sup>7</sup> Brent Council, London Domestic Abuse Mystery Shopping Exercise, 2017 (exercise carried out with Harrow, Hounslow, Hillingdon and Southwark Councils)

<sup>8</sup> Finding the Cost of Freedom, Solace Women's Aid. 2014, <http://solacewomensaid.org/wp-content/uploads/2014/06/SWA-Finding-Costs-of-Freedom-Report.pdf>

<sup>9</sup> The Price of Safety, Solace Women's Aid, 2016, [http://solacewomensaid.org/wp-content/uploads/2015/11/Solace-Womens-Aid-housing-report\\_The-price-of-safety\\_Mar16.pdf](http://solacewomensaid.org/wp-content/uploads/2015/11/Solace-Womens-Aid-housing-report_The-price-of-safety_Mar16.pdf)

<sup>10</sup> Early Intervention in Domestic Abuse, Early Intervention Foundation, 2015 <http://www.eif.org.uk/publication/early-intervention-in-domestic-violence-and-abuse/>; Impacts of Homelessness on Children, Shelter, 2017, [https://england.shelter.org.uk/.../2017\\_12\\_20\\_Homelessness\\_and\\_School\\_Children](https://england.shelter.org.uk/.../2017_12_20_Homelessness_and_School_Children)

<p><b>Current status</b></p> <p>A DA specialist housing role has been designed and is being recruited to. Mystery Shopping exercise has been carried out and DA training has been provided to Housing Needs staff.</p>	<p><b>Proposed next steps</b></p> <p>Six month pilot, carried out by the DA housing specialist, to look at how the Housing Needs service can work differently to support more victims to retain their home or tenancy (when safe). This would include joint working with the Police (via Community Protection) to consider how effective legal means of removing perpetrators from properties can be better utilised.</p> <p>Early intervention and work with survivors can prevent the need to go into B&amp;B accommodation. Through the dedicated service, if the survivor has to go into B&amp;B (where an alternative is not immediately available) their enquiries will be concluded within a shorter timeframe to facilitate the move into more suitable and sustainable accommodation.</p>
<p><b>Cost of intervention</b></p> <p>There is no cost to the six-month pilot. Work would be led by the Housing DA Single Point of Contact which is already funded. Costs for interventions such as additional security (Sanctuary Scheme) would be within the allocated budget which is currently underspent.</p> <p>A longer term model would use savings from B&amp;B spend to fund any costs associated with additional use of Sanctuary Scheme.</p>	<p><b>Benefit to Council</b></p> <p>Worst case: £21,013 (20% reduction in B&amp;B placements)          Likely case: £42,027 (40% reduction)          Best case: £63,040 (60% reduction)</p> <p>The LAC demand management review carried out in 2016 indicated that DA was a presenting factor in a quarter of children services referrals in Brent. Wider research also shows the impact of homelessness on outcomes for children. For every family where this intervention avoids temporary accommodation or homelessness there is a potential saving in social care costs.</p> <p><b>Wider economic benefit</b></p> <p>It has not been possible to model the wider economic benefit for Brent but the EIF estimates the annual fiscal costs for late intervention in cases of domestic abuse related to housing and refugees at £181m.<sup>11</sup></p>

<sup>11</sup> The Immediate Fiscal Cost of Late Intervention for Children and Young People, Technical Report, 2015 <http://www.eif.org.uk/publication/spending-on-late-intervention-how-we-can-do-better-for-less/>

DA Commissioned Services Review (DA OBR)	
<p><b>The idea</b></p> <p>This review has been completed. Recommendations include:</p> <ul style="list-style-type: none"> <li>• A set of priorities for tackling DA through early intervention is developed and agreed across front line services, in particular Housing Needs, Housing Management and Social Care.</li> <li>• All DA commissioning is informed by the above priorities and the Brent VAWG strategy (part of the Community Safety Strategy).</li> <li>• An aligned specification covering all DA commissioned service areas, in line with agreed strategic priorities, is developed and used as the basis of recommissioning services at contract end dates. Contract start/end dates are aligned to move towards combined commissioning approach from 2020.</li> <li>• A single lead in the Council for DA commissioning and contract management is put in place to ensure specialist DA knowledge is used to inform commissioning decisions.</li> <li>• Best practice in evidence based, user-focussed commissioning and contract monitoring and evaluation is used across all DA contracts.</li> </ul>	
<p><b>What issue is it addressing?</b></p> <p>Lack of strategic vision, priorities, targets and approach to DA across council services dealing with domestic abuse.</p> <p>Opportunities for impact through current spend and staff resources not being maximised as work is fragmented.</p> <p>Some DA services being commissioned without involvement of DA specialists.</p>	<p><b>Why is it different?</b></p> <p>This would result in a cross-Council approach to domestic abuse with a focus on key front line services such as housing and children’s social work. Treating DA as a priority would result in earlier interventions and would contribute to cost avoidance across these front line services.</p> <p>Implementing recommendations would also result in a more joined-up commissioning approach focussing on an agreed set of priorities, resulting in greater impact for current spend and delivering savings.</p>
<p><b>Current status</b></p> <p>Report shared and agreed with commissioning leads across relevant services (Community Protection, ASC, Housing Needs, CYP).</p>	<p><b>Proposed next steps</b></p> <p>It is proposed that the Transformation Team works with Community Protection and other services involved to develop and agree DA priorities and to implement the recommended approach to commissioning.</p>
<p><b>Cost of intervention</b></p> <p>None identified.</p>	<p><b>Benefit to Council</b></p> <p>The total annual cost of DA commissioned contracts is £425,000. A 10% saving would deliver £42,500. A further 5% per year saving would be built into the contract based around approaches to earlier intervention reducing demand for high cost IDVA support over five years.</p>

In addition the social value element (currently 10%) of contracts would be increased.

A targeted approach to prioritise DA across frontline council services would contribute to the delivery of savings including children in care, temporary accommodation and housing management (ASB, repairs, evictions).

**PHASE 4: DELIVER**

Proposed next steps are outlined in the tables above, with proposals for many of the projects which have come from the OBR work continuing to be developed.

These include:

PROJECT	POTENTIAL IMPACT	POTENTIAL SAVING
<p><i>DA One Stop Shop</i> - A six month pilot to test impact of approach based on learning from initial prototype of a one stop shop for domestic abuse.</p>	<p>Cost avoidance savings from a range of commissioned provision and Council services (IDVA, social care and housing) resulting from earlier intervention and reduced re-occurrence (based on 5,351 cases per year and a 22% rate of repeat cases):</p> <p>20% reduction 40% reduction 60% reduction</p>	<p>£169,575 £339,151 £508,726</p>
<p><i>Housing</i> - A six month pilot to test effectiveness of new approaches within Housing to support more survivors while reducing B&amp;B</p>	<p>% Reduction in B&amp;B placements for DA victims</p> <p>20% based on 50 cases per year.</p> <p>20% reduction 40% reduction 60% reduction</p>	<p>£21,013 £42,027 £63,040</p>
<p><i>Commissioning</i> - A project to implement recommendations from the review of commissioned services to develop and agree cross council priorities and better align commissioning approach.</p>	<p>10% reduction in overall cost of commissioned services (plus additional 5% reduction per year over 5 year contract.)</p>	<p>£42,500 in first year plus additional 5% per year.</p>

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# GANGS OBR

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## OBR: GANGS

### PHASE 1: DISCOVER

The discover phase of the OBR involved a wide range of engagement including in-depth interviews and focus groups with individuals and professionals. The table below provides a snapshot of groups and individuals engaged during the discover phase for the Gangs OBR:

Gangs	
<b>Community engagement:</b>	
<ul style="list-style-type: none"> <li>• 3 x ethnography</li> <li>• parents focus group</li> <li>• focus groups with Yr. 7 / 8 students</li> <li>• local residents (Harlesden, Church Road, Stonebridge &amp; South Kilburn) focus groups</li> </ul>	<ul style="list-style-type: none"> <li>• families focus group</li> <li>• conversations with grassroots organisations</li> <li>• Somali community focus group</li> </ul>
<b>Professional engagement:</b>	
<ul style="list-style-type: none"> <li>• Safer Brent Partnership</li> <li>• Borough Gang Delivery Group</li> <li>• Vulnerable Adolescents Panel (incl. Health &amp; Police)</li> <li>• Head teachers</li> <li>• Social Workers</li> </ul>	<ul style="list-style-type: none"> <li>• Council Services (Community Protection, CCTV Team, Housing)</li> <li>• Police</li> <li>• St Giles Trust</li> <li>• Safer London</li> </ul>

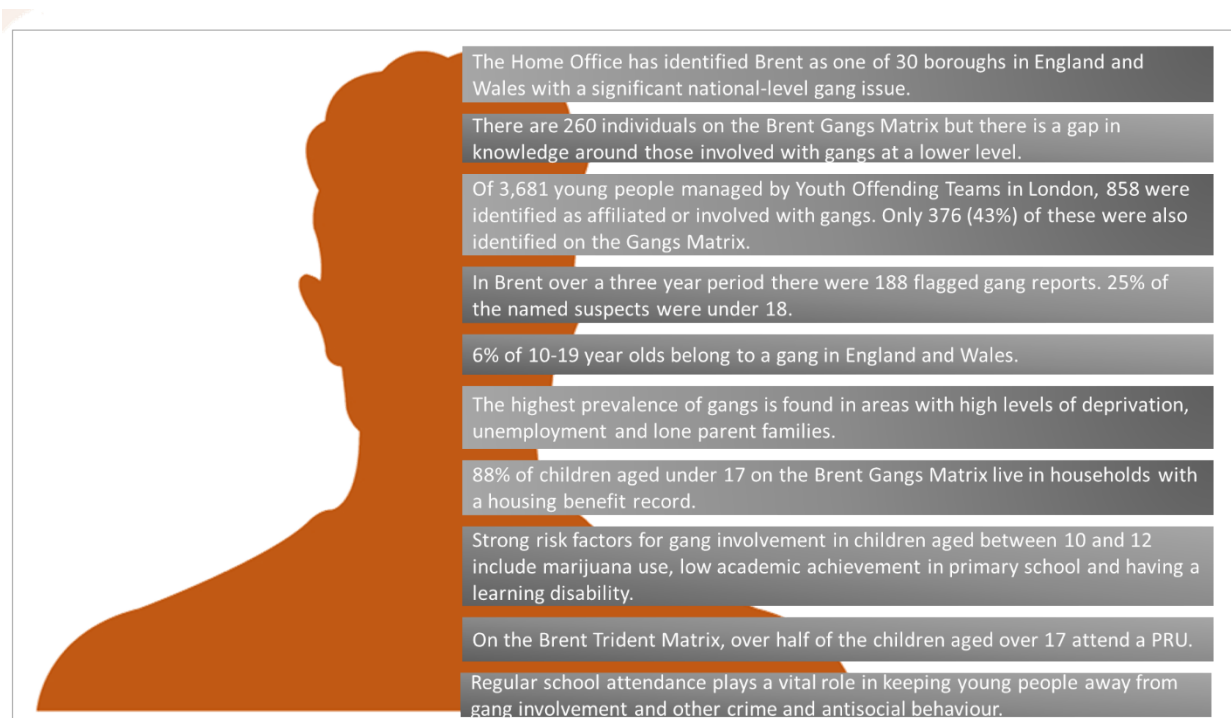
In addition, other research was carried out including:

- Data gathering
- Customer journey mapping
- Service mapping
- Horizon scanning



## KEY FINDINGS

### Key facts:



- The Home Office has identified Brent as one of 30 boroughs in England and Wales with a significant national-level gang issue.
- There are 260 individuals on the Brent Gangs Matrix but there is a gap in knowledge around those involved with gangs at a lower level.
- Of 3,681 young people managed by Youth Offending Teams in London, 858 were identified as affiliated or involved with gangs. Only 376 (43%) of these were also identified on the Gangs Matrix.
- In Brent over a three year period there were 188 flagged gang reports. 25% of the named suspects were under 18.
- 6% of 10-19 year olds belong to a gang in England and Wales.
- The highest prevalence of gangs is found in areas with high levels of deprivation, unemployment and lone parent families.
- 88% of children aged under 17 on the Brent Gangs Matrix live in households with a housing benefit record.
- Strong risk factors for gang involvement in children aged between 10 and 12 include marijuana use, low academic achievement in primary school and having a learning disability.
- On the Brent Trident Matrix, over half of the children aged over 17 attend a PRU.
- Regular school attendance plays a vital role in keeping young people away from gang involvement and other crime and antisocial behaviour.

### Key themes from community and professional research:

*"You can get more money on the street"*

*"There is nowhere for children to go nowadays, we need to invest in that"*

*"If my child is not back by a certain time, I get scared"*

*"People need to hear from those they can relate to"*

*"More street, less office"*

*"For every person we pull out there are 10 waiting to fill their role"*

*"A multi-agency response is needed with greater tools for young people to disarm and abandon the lifestyle, tapping into the experience of ex-offenders to demonstrate the power of change"*

#### Gangs OBR: Key themes

- There are many reasons people join gangs – a lack of activities to get involved in, being unhappy at home or school, as an easy way to make money, to gain respect or family breakdown. More needs to be done to respond to and find alternatives to address the reasons why people get involved in gangs.
- Parents may not be around as working and don't see what is going on, feel their child is unjustly targeted or ask the local authority to take young people as they can't cope.
- People are concerned about vulnerable young people, a lack of respect for girls, how the media portrays and sensationalises gangs, the lack of support available and the individual stories they hear.
- Parents' fear loss of their children and fear that they might get hurt. Parents highlighted that attacks can happen anywhere. They fear that a child can accidentally find themselves in another gangs 'territory' and end up being attacked.
- More needs to be done to work with and better support parents of gang members. Parents don't know where to go for help, don't want to talk to a stranger or feel uncomfortable talking to professionals.
- Some people don't trust authorities having been let down in the past. They want support for community-led solutions and see the church and faith based community as having a core role to play.
- Young people feel professionals don't understand. Mentoring is important – time restricted programmes don't allow for proper mentoring and some parents would like to be access mentoring for parents but this isn't currently part of provision.

### PHASE 2: DEFINE

A synthesis process was carried out to generate insights and questions from the research. These included:

- **Motives** - How might we develop legitimate means to satisfy motives and stop individuals joining and remaining in gangs?
- **Role models and mentors** – How might we link young people to relatable role models and get them involved from an early age?
- **Community-based activities and support** - How might we publicise and improve access to out of hours youth provision in the community?
- **Parental awareness and support** - How might we help parents to be aware of the warning signs of gang culture and know where to seek support in the community?

These questions were used as the basis of the visioning day which took place on 4 October 2017, bringing together a range of stakeholders to generate ideas in response to the key insights from the discover phase (further details on the visioning day can be found on page 12).

#### Summary of key ideas:

##### Ideas from OBR visioning event - Gangs

- A whole system approach focused on prevention, intervention and support
- Youth engagement app
- Community-led support programme
- Awareness and support programme for parents

### PHASE 3: DEVELOP

Following the visioning day, a series of projects was agreed for each OBR to take forward the ideas developed through the process. Some projects were linked to more than one OBR as similar themes had emerged. In particular, there are close links between the Gangs and Edge of Care OBRs with the development of the Edge of Care ideas contributing to the outcome of the Gangs OBR.

Engagement with service users and residents continued to feed into this phase of the work.

Key activities included:

- A 'hackathon' bringing together over 20 young people to design the features, content and what the interactivity of an app should be;
- Consultation with over 50 young people on the production and design of a youth engagement app;
- Development of proposals for the Council's Technical Design Authority; and

- Working with grassroots organisations to develop community-led support programmes.

The whole system approach will be taken forward through the service review and redesign of the Early Help approach to support more effective ways of working across departments.

There are additional projects and provision which directly respond to some of the insights from the community research and the challenges for children and young people at risk of gang affiliation. This includes a Gangs Intervention Programme, a mentoring, sports and wellbeing programme and an early help mentor.

To address low levels of attainment of Black Caribbean boys compared to national averages, the Black Caribbean Achievement challenge programme is being delivered by Brent CYP (working with Brent Schools Partnership) to raise attainment and ensure services are targeted at families whose children are at risk of underperformance, including during early years.

Helping parents to be aware of the warning signs of gang culture was a key theme from the OBR research. There is also ongoing engagement with parents, with a coffee morning taking place in June 2018 to educate parents on the issues of county lines and gangs.

A summary of the projects developed from the Gangs OBR ideas, their benefits, current status and the opportunities for further developing this work are included in the tables below.

Youth engagement app (Gangs OBR – links with EoC)	
<p><b>The idea</b> An app that links young people with activities, services, support and opportunities.</p>	
<p><b>What issue is it addressing?</b> Improving access to out of hours youth provision, activities, support and advice in the community.</p>	<p><b>Why is it different?</b> There is a lack of information about services available and ways for young people to interact positively to gain access to support and opportunities</p>
<p><b>Current status</b> A 'hackathon', run by Ultra Education (a local provider), was held over three evenings in March at Roundwood Youth Centre. During these sessions over 20 local young people contributed and worked in groups to consider what features, content and interactivity should be included in the app. Using online software the groups of young people created wire-frame outlines for three app designs. These results, together with over 50 consultation questionnaires completed by various groups of young people (BYP, YOS and RYC users), will inform the production and design of the app.</p> <p>An initial proposal was taken to the Council's Technical Design Authority in early April which agreed further work should be taken place to develop the app idea, including making links with the team seeking to develop a Care Leavers' App to explore potential synergies. A workshop to explore these synergies, options and next steps was held in May 2018.</p>	<p><b>Proposed next steps</b> It is proposed that work on the app (or other approach) is developed as part of the Digital Programme, linking closely with ongoing work within CYP to effectively publicise services and activities available for young people locally.</p>
<p><b>Cost of intervention</b> Cost of a 'full' app build is estimated at around £50K, but will vary depending on number and type of features and integrations to be included in the final design. £31k from CYP budget is already allocated, the remaining funds will be bid for through the Digital Programme. Cheaper options, including a 'shell' app, are also being explored.</p>	<p><b>Potential benefit</b> For every young person prevented from getting involved in gang related activity there is a potential fiscal benefit of £9,754 (based on the cost of incidents including reduced ASB incidents and reduced exclusion from school). There is also a potential wider social / economic benefit per case of £26,552.<sup>12</sup></p>

<sup>12</sup> New Economic Model - <http://www.neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/cost-benefit-analysis-guidance-and-model>

<b>Community led support programme (Gangs OBR)</b>	
<p><b>The idea</b></p> <p>Development of a community-led support programme which:</p> <ul style="list-style-type: none"> <li>• Is location based</li> <li>• Brings together existing support being delivered in the community</li> <li>• Helps people connect with this support</li> <li>• Harnesses talent and celebrates success</li> <li>• Gives a voice and platform to community groups to design solutions</li> </ul>	
<p><b>What issue is it addressing?</b></p> <p>Connecting people with existing support and programmes to address some of the key issues and concerns around gangs</p> <p>Raising aspirations</p>	<p><b>Why is it different?</b></p> <p>Provides support for community groups to work together to generate and implement ideas</p>
<p><b>Current status</b></p> <p>Held meetings with grassroots organisations and invited bids to take forward the idea from the OBR (funded through the Partnerships Team). Two bids were initially received (with one bid withdrawing due to a lack of capacity to deliver). Further work was required on the second bid and an alternative approach to widen the engagement of community groups in this work was agreed in early May.</p> <p>Ongoing engagement with community groups including a presentation to the Independent Advisory Group for Brent Police on 17 April on the Gangs OBR and Domestic Abuse OBR.</p>	<p><b>Proposed next steps</b></p> <p>It is proposed that the idea is taken forward through a structured bid process open to community groups across Brent to deliver a project within an agreed set of criteria.</p> <p>The grant process is currently being developed. This includes grant criteria, an information event for community groups and support for bid writing.</p>
<p><b>Cost of intervention</b></p> <p>Grant funding of £50k (subject to Cabinet approval).</p>	<p><b>Benefits</b></p> <p>For every young person prevented from getting involved in gang related activity there is a potential fiscal benefit of £9,754 (based on the cost of incidents</p>

	including reduced ASB incidents and reduced exclusion from school). There is also a potential wider social / economic benefit per case of £26,552. <sup>13</sup>
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<sup>13</sup> New Economic Model - <http://www.neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/cost-benefit-analysis-guidance-and-model>

## PHASE 4: DELIVER

Proposed next steps are outlined in the tables above, with proposals for many of the projects which have come from the OBR work continuing to be developed.

These include:

PROJECT	POTENTIAL IMPACT	POTENTIAL SAVING
<p><i>Youth engagement app:</i> Commission next phase of app development</p>	<ul style="list-style-type: none"> <li>Improving access to out of hours youth provision, activities, support and advice in the community.</li> </ul>	<p>The number of residents impacted is difficult to assess until more work has been done and so for this project the unit costs have been calculated to illustrate the potential benefits: £9,754 for every young person prevented from involvement in gang related activity, with a potential wider social / economic benefit per case of £26,552.</p>
<p><i>Community-based projects:</i> Develop proposals to set up and administer a small grant programme for community-based projects</p>	<ul style="list-style-type: none"> <li>Connecting people with existing support and programmes</li> <li>Raising aspirations</li> </ul>	<p>The number of residents impacted is difficult to assess until more work has been done and so for this project the unit costs have been calculated to illustrate the potential benefits: £9,754 for every young person prevented from involvement in gang related activity, with a potential wider social / economic benefit per case of £26,552.</p>
<p><i>Early Help (whole system approach):</i> Service review and redesign of new early help approach</p>	<ul style="list-style-type: none"> <li>Redesigned early help approach to support more effective ways of working across departments</li> <li>Early intervention and prevention approaches resulting in cost avoidance</li> </ul>	<p>Support for design of single solution approach to deliver savings proposals across CYP and Public Health.</p>

## Appendix 1

	<ul style="list-style-type: none"><li>• Improved services for children and families</li></ul>	
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# EDGE OF CARE OBR

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## OBR: EDGE OF CARE

### PHASE 1: DISCOVER

The discover phase of the OBRs involved a wide range of engagement including in-depth interviews and focus groups with individuals and professionals. The table below provides a snapshot of groups and individuals engaged during the discover phase for the Edge of Care OBR:

Edge of care	
<b>Community engagement:</b>	
<ul style="list-style-type: none"> <li>• pop up at a parents forum</li> <li>• focus groups held with young people in care and care leavers</li> </ul>	<ul style="list-style-type: none"> <li>• focus group with young people</li> <li>• 2 x parents focus group</li> <li>• conversations with parents</li> </ul>
<b>Professional engagement:</b>	
<ul style="list-style-type: none"> <li>• Safer Brent Partnership</li> <li>• Vulnerable Adolescents Panel (incl. Health &amp; Police)</li> </ul>	<ul style="list-style-type: none"> <li>• Council services (Localities including the FAST Team, Early Help including EWOs, YOS, Family Solutions, Virtual School, Safeguarding, Transitions and Housing)</li> </ul>

In addition, other research was carried out including:

- Data gathering
- Customer journey mapping
- Service mapping
- Horizon scanning

## KEY FINDINGS

### Key facts:

In 2017 there were 320 looked after children in Brent.

26% of young people in Brent are Black, this group represents 40% in the LAC population.

Key demand drivers are domestic abuse, teenagers / gangs and toxic trio (domestic abuse, mental ill-health and substance misuse).



### Key themes from community and professional research:

*"For mum to actually be a mum"*

*"Don't know who to go to – need help but who do you trust?"*

*"If I do not move from where I currently live I would most likely see no progress in my studies or my current job. It is a barrier for me to achieve certain aims I have"*

*"Told we can't help you, we can only help your children"*

*"It feels like social services want to separate the family"*

*"Sometimes I feel the kids are in control and not the parent"*

#### Edge of Care OBR: Key themes

- There are a lot of people coming in and out of young people's lives, making it difficult to build consistent relationships. Young people say that there are very, very few people they are able to build a trusting relationship with.
- They want parents who love them and provide guidance and support – especially in adolescence.
- Young people have a range of aspirations but are not always able to describe what they care about. There are lots of things young people are proud of and they want recognition for their achievements.
- Understanding the system, knowing how to access services and having the confidence to access support are key challenges for parents. Language can also be a barrier. Some parents feel there is a lot of support for children but not a lot of support for parents. People are not aware or informed of the services and support available and feel when they do ask for help, the focus shifts to the child.
- Support isn't consistent across agencies. Parents feel judged and threatened by professionals and feel there is a lack of understanding from services of their child's behaviour and what creates it.
- There is inconsistent involvement of fathers and mothers feel the burden of parenting is on them.
- Parents need more support as their children become teenagers and parents want a safe space to access support.
- Some parents are struggling to cover costs and other parents want to access training but a lack of money and financial support affects their choice.
- Access to safe places is a concern, working patterns affect the time parents can spend with their children and there is a number of external factors within the environment that have an impact on young people.

### PHASE 2: DEFINE

A synthesis process was carried out to generate insights and questions from the research. These included:

- **Consistency of care** - How might we improve the consistency of care for young people?
- **Parenting** - How might we support parents to be confident parents? How might we gain the positive engagement / involvement of fathers?
- **Prevention work** - How might we prioritise prevention work in order to improve family functions and avoid family breakdown?
- **Role models and mentors** - How might we provide access for young people and families / parents to role models and mentors?
- **Multi-agency approach** - How might we improve multi-agency working in order to improve outcomes for children and young people?

These questions were used as the basis of the visioning day which took place on 4 October 2017 (further details on the visioning day can be found on page 12). Insights from the research also fed into an additional workshop with the Vulnerable Adolescents Panel.

#### Summary of key ideas:

##### Ideas from OBR visioning event: Edge of care

- Early response service
- Parent support programme (iParent) offering advice, support and guidance
- Community parenting – community members offering their skills to support families (linked to hubs)
- Training programme for fathers and multi-agency workers to learn and train together
- Family hub led by professionals, parents and community organisations offering support to young people on the edge of care
- Mentoring social media platform (app)

### PHASE 3: DEVELOP

Following the visioning day, a series of projects was agreed for each OBR to take forward the ideas developed through the process. As with the Domestic Abuse OBR, some projects were linked to more than one OBR as similar themes had emerged, for example supporting parents to be confident parents.

Key activities included:

- Testing elements of a family hub approach as part of the Central Middlesex Hospital community hub prototype;
- Facilitating a design workshop for a family hub;
- A review of current parenting provision;
- Establishing a working group to lead the design process for an early response service and facilitating the design process; and
- Cost modelling interventions.

The design process for an early response service within the Council has been led by a working group that includes representatives from CYP (Localities, LAC and Permanency and Early Help) and Community Protection. The output from this work will be a service, consisting of three key components that together comprise an early response service for 11–17 year olds that will provide more agile and accessible services. This includes reconfiguring and enhancing the current FAST Team.

Opportunities were also taken to align the work coming out of the OBRs with other projects and initiatives, for example the development of the prototyping phase of the Predictive Modelling approach developed by Community Protection which was clearly linked to the OBR work around prevention and early intervention.

In addition, a number of funding bids have been developed to take forward OBR ideas (for example a successful bid for NHS England funding to test an out of hours approach for young people at risk). The findings from the OBR research and design work on the early response service have been shared with Ofsted as evidence during the inspection in May 2018.

A summary of the projects developed from the Edge of Care OBR ideas, their benefits, current status and the opportunities for further developing this work are included in the tables below.

**Early response service (EoC OBR)**

**The idea**

Designing and testing an early response service for 11–17 year olds, with interventions aimed at reducing the number of young people who become looked after, focusing on the following populations:

- Young people at risk – identified through indicators / triggers for young people not previously known to social care (e.g. initial contact, Brent Family Front Door referral, Youth Offending Service referrals)
- Young people at risk – currently known to social care or other services
- Young people going into care – identified at entry to care panel

The design process resulted in three components to be tested:

- Wrap around intensive support – focusing on top 50 most vulnerable young people to help reduce the number coming into care and time spent in care (based on identification of vulnerable adolescents: children and young people missing from education, missing from care or home, YOS cohort, CSE and Police Top 10 list)
- Out of hours support - to help reduce the number of young people coming into care
- Community outreach - to help reduce the number of young people at risk

**What issue is it addressing?**

The ultimate aim is to avoid family breakdown through:

- Managing avoidable demand and reduce escalation of cases, including:
  - Reduction in number of vulnerable adolescents becoming looked after
  - Increase in the number of vulnerable adolescents being safely supported in the community
- Improving performance of prevention services

**Why is it different?**

The three intertwined components focus on earlier and more targeted interventions available at times and in places where they are most likely to have impact, for example, out of hours including evenings and weekends, in community locations and targeted support such as at Saturday court.

<p><b>Current status</b></p> <p>Three key features of a newly configured service approach have been developed:</p> <ul style="list-style-type: none"> <li>• The wrap around intensive support approach will be taken forward as a redesign of the current FAST team – it will be reconfigured and enhanced and will be a multi-disciplinary team including social workers, youth workers, a housing officer, clinicians and youth offending professionals with the relevant skills to tackle effectively the presenting challenges that have not been satisfactorily addressed within the current FAST arrangements.</li> <li>• A service focused on children at risk of offending outside of normal office hours, aimed at young people in receipt of current criminal disposals, young people at risk of offending or young people at risk of physical harm or harm to their emotional wellbeing.</li> <li>• The community outreach component will deliver street and community outreach, email and phone hotline access out of hours.</li> </ul>	<p><b>Proposed next steps</b></p> <p>It is proposed that a project is taken forward to reconfigure the current FAST team. The Transformation Team will work with CYP in the initial phase of this work to build the new model, embed the approach and develop processes to measure the impact and financial benefits of interventions.</p> <p>The outcome of the Home Office funding bid to support the 10 month community outreach pilot is expected in summer 2018.</p>
<p><b>Cost of intervention</b></p> <ul style="list-style-type: none"> <li>• The wrap around intensive support will focus on a reconfiguration and enhancement of the current FAST team, drawing on the existing budget of that team (£322k). Any further costs will be confirmed in the next stages of this work.</li> <li>• Community Protection is leading the community outreach work and has submitted a funding bid to Home Office for a 10 month pilot starting Summer 2018 (£80k).</li> <li>• The out of hours service to reduce offending rates will be supported through a combination of VCS, NHS and Council funded sources (with funding of £85k secured from NHS England).</li> </ul>	<p><b>Potential benefit to Council</b></p> <p>The wrap around support intervention would focus on working with the top 50 at risk young people. The placement costs for this target group is £1.5m (based on 20.5 fte having had placement costs across the year in 2017-18).<sup>14</sup></p> <p>There are potential financial savings arising from:</p> <p>(a) <b>Step down placements</b> (e.g. the difference between an independent foster carer placement and a Brent foster carer placement is £400 per week or £20k per year)</p> <p><i>Work focusing on step down placements needs to link with the current</i></p>

<sup>14</sup> Modelling based on Vulnerable Adolescents Panel data of top 50 vulnerable children (sources of information – missing from education, missing from care or home, Brent Offenders Management, CSE and Police Top 10 list).

*LAC Commissioning & Sufficiency Strategy in identifying targets.*

- (b) **Reduced time in placement** – (e.g. each week a young person is not in foster care represents costs avoided of £400 to £800)

*In 2017/18 the average length of placement for cases held by or co-allocated to the FAST Team was 30 weeks for 11-18 year olds, at a total cost of £531k. Of all cases allocated to the FAST team an average of 20 cases per quarter had associated placement costs. The mean weekly cost of these placements was £576 and the median weekly cost was £336.*

*In addition, during 2017/18 of cases held by the FAST team, an average of 3 young people per quarter were in secure placements for an average of 60 nights each. The total cost in 2017/18 of these cases was £158k.*

*If the number of weeks was reduced through a more effective response, this would lead to potential savings of:*

***Worst case (no change) – £0***

***Likely case (33 %) - £ 120k*** (average length of placement reduced to 20 weeks saving £67k and reduction of 1 young person per quarter on remand saving £53k)

***Best case (50 %) - £ 205k*** (average length of placement reduced to 15 weeks saving £100k and reduction of 2 young people per quarter on remand saving £105k)

- (c) **Prevention of placement costs** – this avoids the most costs from a financial perspective – preventing one year of a placement with a Brent foster carer avoids £20k of costs, preventing one year of a placement with a residential home avoids £172k costs.



	<p>The placement costs of the target group can be monitored to evidence the financial success of the intensive intervention.</p> <p>Savings rely on overall LAC numbers remaining at current levels.</p>
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## Family hub/confident parenting (EoC OBR - links with Gangs, DA)

### The idea

A local family hub bringing together professionals, community organisations and parents to provide support to young people on the edge of care and their families, facilitating connections with support required. This approach would be aligned with other structures e.g. community hubs and/or children's centres.

### What issue is it addressing?

Many young people and families feel unsure where to find support for some of the complex challenges that arise through adolescence. When they seek support and advice through existing channels they feel judged by services, don't trust professionals or may not have the confidence or language skills to access support. The family hub will help young people and their families get the support they need at an early stage, preventing problems and issues from escalating and stopping families falling into crisis. This includes:

- Supporting parents to be confident parents
- Gaining the positive engagement / involvement of fathers
- Enabling parents to access the advice and support they need, overcoming barriers of confidence and language skills
- Parents know how to spot the signs that something is not right, manage and address the issue
- Preventing relationship breakdown between young people and families
- Addressing some of the challenges families face, including the cultural and generational gap
- Stopping young people entering the system or falling into crisis

### Why is it different?

The hub approach is focused on working with young people, parents and partners in the wider community. The hub will facilitate greater involvement of the voluntary sector, community groups and parents to support families.

Current status	Proposed next steps
<p>Elements of the family hub were tested as part of the Central Middlesex Hospital (CMH) community hub prototype in February and March 2018, with two days of the prototype focused on a children and families theme. Learning from the DA one stop shop will also feed into this.</p> <p>The outcomes of a design session to develop the model for the hub, which included engaging with Children’s Centres, is feeding into next steps combining the family hub and confident parenting workstreams.</p> <p>A workshop will take place in June 2018 to bring together a range of partners to develop the concept further and produce a blueprint for the family hub model, focusing on:</p> <ul style="list-style-type: none"> <li>• <i>Transition to adolescence</i> - ensuring young people and their families have the support they need to solve problems and manage pressures / risks through adolescence</li> <li>• <i>Environment</i> - creating an environment that is comfortable and safe (purpose-led design)</li> <li>• <i>Connections</i> - connecting with people one-to-one, or in family groups, inspiring trust, listening to people and responding to problems raised</li> <li>• <i>A holistic approach</i> - supporting multi-agency working with families</li> <li>• <i>Building trusted relationships</i> - helping people connect with other and build relationships with peers and the wider community</li> </ul> <p>Potential funding sources for developing the family hub approach are being explored, e.g. London Family Fund.</p>	<p>A further workshop with community members and practitioners will take place in June 2018 to design the hub in more detail, including building a family hub blueprint. The outcomes from this workshop will inform the build and testing of the approach.</p> <p>A report and recommendations from the review of parenting provision to be considered by CYP, with key insights feeding into the June workshop.</p> <p>This work will be taken forwards as part of a wider project to review the council’s early help approach.</p>

<p>As part of this workstream, a review of current parenting provision is underway. This include collating and reviewing key documentation and conversations with key officers. The key insights from this work will also feed into the family hub workshop in June.</p>	
<p><b>Cost of intervention</b></p> <p>The cost of delivering a family hub model in the testing phase would be kept to a minimum and would focus on bringing together key agencies, professionals and community / voluntary groups to work together in supporting families. Where possible existing council premises would be used but a coordinator would be required to bring this together if testing over an extended period.</p> <p>Full costs, including any specialist intervention, will be scoped following the design workshop in June 2018 and tested through a small-scale prototype but key costs in an initial phase are likely to include:</p> <ul style="list-style-type: none"> <li>• Coordination and evaluation - £52,000 pa (based on cost of 1 FTE PO2)</li> <li>• Publicity and basic running costs (stationery, refreshments etc) - £500 - £1,000</li> </ul> <p>Costs would also need to be considered as part of the wider piece of work.</p>	<p><b>Potential benefit</b></p> <p>The family hub will focus on addressing issues early to prevent problems from escalating and reduce the need for more costly interventions at a later stage when young people and their families experience significant difficulties in life. The Early Intervention Foundation (EIF) defines these issues as school absence and exclusion, the need for children’s social care involvement, child injuries and mental health problems, youth substance misuse, youth economic inactivity and crime and anti-social behaviour.<sup>15</sup></p> <p>Work carried out by Brent’s Community Protection Team in developing a predictive model for testing identified key indicators linked to vulnerability and risk related to offending, CSE and gangs. These indicators include fixed term exclusions, permanent exclusions, going missing from home/care, unauthorised absences from school, living in a chaotic or dysfunctional family, living in a known gang area and Free School Meals. The approach has been informed by evidence from research carried out by the Office of the Children’s Commissioner into CSE indicators showing a high risk where three or more indicators were present.</p> <p>The proposed model aims to support young people and their families and an earlier stage and therefore reduce the number of incidents. Potential benefits</p>

<sup>15</sup> The cost of late intervention: EIF analysis 2016 – Technical Report <http://www.eif.org.uk/publication/the-cost-of-late-intervention-eif-analysis-2016/>

relate to the avoidance of incidents. The Early Intervention Foundation calculated the unit cost for children's social care (including LAC, Child Protection Plan & Children in Need) as £77,855.<sup>15</sup>

Wider potential benefits through cost avoidance of incidents are outlined in the table below.

*Table: Incident unit cost<sup>15</sup>*

Incident	Unit cost
<b>School absence and exclusion</b>	
Persistent absentees	1,886
Permanent school exclusion	2,545
<b>Child injuries and mental health</b>	
Child admitted to hospital due to injuries	1,319
Child admitted to A&E due to injuries	80
Child admitted to hospital due to mental health	42,236
Child admitted to hospital due to self-harm	2,241
<b>Youth substance misuse</b>	
Young people admitted to hospital due to substance misuse	404
Child using specialist substance misuse treatment services	17,007
Child admitted to hospital due to alcohol	1,770
<b>Youth economic inactivity</b>	
16-17 year olds who are NEET	630
18-24 year olds who are NEET	3,507
<b>Crime and anti-social behaviour</b>	
Reported anti-social behaviour incidents	364
Young people in the Youth Justice System	9,031

**PHASE 4: DELIVER**

Proposed next steps are outlined in the tables above, with proposals for many of the projects which have come from the OBR work continuing to be developed.

These include:

PROJECT	POTENTIAL IMPACT	POTENTIAL SAVING
<p><i>Early response service:</i> A project to support the implementation of an early response service for 11 – 17 year olds</p>	<p>Reduced escalation of cases and management of demand.</p> <p>Reduction in the number of vulnerable adolescents being looked after.</p> <ul style="list-style-type: none"> <li>• Step down in placements</li> <li>• Reduced time in placements</li> <li>• Avoidance of placement costs</li> </ul> <p>Increase in the number of vulnerable adolescents being safely supported in the community.</p>	<p>There are potential financial savings arising from:</p> <p>(a) Step down placements</p> <p>(b) Reduced time in placements</p> <p>(c) Prevention of placement costs</p> <p>For (b) if the number of weeks was reduced through a more effective response, this would lead to potential savings of: Worst case (no change) – £0 Likely case (33%) - £120k Best case (50%) - £205k</p> <p>For (c) preventing one year of a placement with a Brent foster carer avoids £20k of costs, preventing one year of a placement with a residential home avoids £172k costs.</p> <p>The placement costs of the target group can be monitored to evidence the financial success of the intensive intervention.</p>
<p><i>Family hub:</i> Design and testing of a family hub model</p>	<p>Earlier support, preventing problems and issues from escalating and stopping families falling into crisis</p> <p>Building connections and resilience for families</p>	<p>The proposed model aims to support young people and their families at an earlier stage and therefore reduce the number of incidents. Potential benefits relate to the avoidance of incidents. The Early</p>

## Appendix 1

	Improving multi-agency working	Intervention Foundation calculated the unit cost for children's social care (including LAC, Child Protection Plan & Children in Need) as £77,855. <sup>15</sup> Wider potential benefits through cost avoidance of incidents e.g. school absence and exclusion, ASB incidents.
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## LESSONS LEARNED

Key lessons learned from work to date on the second phase of OBRs include:

### **Ensuring the scope is right**

Although narrower than the themes of the first three OBRs, the 2017-18 OBR themes were still broad and carrying out three concurrent projects was ambitious – both for the Transformation Team and for colleagues in service areas and external organisations whose involvement is vital for the development, testing and implementation of new approaches. However, there were also some advantages to this approach as the OBR themes were closely inter-related and the approach made it possible to identify shared themes across the three areas.

For the next phase of this work it is proposed to focus on one OBR theme at a time with an aim to complete the stages of the process in a shorter, more focussed timeframe. It is also proposed that the OBR methodology is adapted to be used in different ways for different types of projects. For example it could be that a discovery phase followed by recommendations for others to take forward could be a suitable approach for some projects, or design and prototyping techniques could be used to take forward and develop ideas which have already been identified.

### **Building relationships**

As with the first set of OBRs, a key benefit of the approach has been the opportunity to build and develop relationships with organisations and individuals and work in a collaborative way across organisational boundaries. The cross-cutting themes of the OBRs enabled groups working in Brent on issues such as domestic abuse and gangs to come together for the first time and build connections. This approach does take time to achieve and one of the aspects of the OBRs which took longer than planned was the community engagement work which required time to build relationships including connections with key professionals to assist in identifying and approaching individuals affected by very sensitive and traumatic issues. However, as with the first round of OBRs, allowing sufficient time for the initial engagement phase is important to gather rich insights and build relationships with stakeholders which are beneficial to the effectiveness of future stages.

### **Identifying areas for potential savings**

Work to develop model potential reductions in demand and associated savings should be started earlier in the OBR process and used to help to refine and develop ideas to be taken



forward and tested through the prototyping stage. If a full four stage OBR is carried out, a process for prioritising the ideas which are generated should be included so resource in the later stages of the work can be best utilised and stakeholder relationships can be managed.

### **Ongoing delivery**

OBRs generate projects which are ongoing and require capacity to support beyond the four phases of the OBR process. More planning is required to ensure resource is available to support ongoing projects as well as commence new ones and to identify and agree when work is handed back to services. This will be taken forward as part of the Transformation Work Programme development work which is underway.

### **New ways of working**

The second round of OBRs has provided an opportunity to further develop and test learning about different approaches including community research techniques and prototyping. The Edge of Care OBR Team secured a place on the London cohort of the Design in Public Sector Programme. This provided access to a range of additional tools and techniques to apply to the OBR. New ways of working have continued to be shared with a wider range of colleagues both within the Council and in partner organisations and anecdotal evidence shows these methods influencing ways of working across the Council. The opportunity to work collaboratively on issues which cut across Council services and partner organisations is received positively by all of those involved.

### **Elected member engagement**

Engagement of elected Members was more effective in the first stages of these second round of OBRs with presentations to scrutiny committees and a number of Members attending initial engagement events and the Visioning Day in October. However, more could have been done to build on and maintain this engagement throughout the process. Some of the prototyping activities would have provided a good opportunity to re-engage Members but these coincided with the election period which made this more challenging. The proposal to carry out shorter, more focussed OBRs in future should make engagement easier to maintain.

## TAKING THE OBR APPROACH FORWARD

Based on experience from the six OBRs carried out to date, it is proposed that Transformation Team resource is used to focus on one targeted OBR project at a time, enabling the reviews to be completed more quickly (within a maximum of six months). In addition, the tools and techniques from the OBR approach can be used for other projects, including work to support departmental savings. Work to model potential benefits (including financial benefits) from the OBRs will be included earlier in the process and used to inform the ideas which are developed and tested.

A proposed work plan for Transformation Team, including future OBRs, will be discussed by CMT in May 2018.

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