

## **BARNSELY METROPOLITAN BOROUGH COUNCIL**

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

Report of the Executive Director (People)  
to Cabinet

(15<sup>th</sup> November 2017)

### **Provision of a Multi-Systemic Therapy Team on behalf of Sheffield City Council**

#### **1.0 Purpose of the Report**

- 1.1 This report proposes that Barnsley MBC enters into a partnership agreement to manage and deliver a Multi Systemic Therapy (MST) Standard Team on behalf of Sheffield City Council.

#### **2.0 Recommendations**

- 2.1 **That Cabinet approves the participation of the Barnsley Youth Justice Service in providing an MST Standard Team on behalf of Sheffield City Council, to support the Sheffield area.**
- 2.2 **That, subject to Cabinet's approval of the proposal, a progress report on the work of the MST Standard Team, in supporting sector led improvement elsewhere in the Region and of any accruing benefits which could be applied, locally, is submitted for Cabinet's consideration, following the first year of the Programme.**

#### **3.0 Introduction**

- 3.1 Multi-systemic Therapy (MST) is an evidence based programme that works with the parents or carers of a child to prevent that child going to prison or coming into Local Authority care. MST is run in over 500 sites across nearly 30 countries internationally and is a licensed programme from MST Services based in the United States.
- 3.2 In 2008 Barnsley Council was successful in attracting tapered funding from the Department of Health to set up and run a Multi-systemic Therapy Team. The service was successful and it expanded in 2014 as Barnsley entered into a partnership with Rotherham MBC. This led to the Barnsley MST Team providing a service across two boroughs on a 50/50 cost and capacity basis. This has proved to be a successful model and performance data indicates that the team has been instrumental in addressing behaviour that would otherwise have led to children going in to care or going to prison.
- 3.3 In July 2017 an informal approach was made by Sheffield City Council (SCC) to ask if Barnsley Council would be prepared to run an MST Standard Team on behalf of Sheffield, serving the needs of their population.

#### **4.0 Proposal and Justification**

- 4.1 This proposal creates the opportunity to increase the overall resilience of the existing Barnsley and Rotherham MST Team through the expansion of capacity created through an additional team, focusing on the Sheffield area. Through establishing a second team we will increase the use of specialist interventions for young people at risk of care across the region and to potentially generate future income for the authority, allowing us to increase the strength of programme management, building expertise and experience across a larger geographical area. This will lead to increased benefits for a greater proportion of children, young people and families being supported by the service.
- 4.2 The current Barnsley and Rotherham Team will benefit from having a peer team in the Region enabling shared training as well as sharing of best practice and support. In particular, the presence of another supervisor post will provide resilience and support to the current supervisor. In addition to a modest reduction in some fees a second team will enable training and development work to be shared and delivered at a cheaper unit cost, whilst improving the quality of training through pooled perspectives
- 4.3 Through our work with families, the Youth Justice Service is aware that there are high levels of mobility across Local Authority boundaries. Greater awareness in Sheffield of MST approaches will support a more consistent offer in this Region.
- 4.4 In addition, a greater regional presence will be helpful when it comes to engaging with partners, particularly colleagues in South Yorkshire Police. The normalisation of MST in four of the five Basic Command Unit (BCU) areas will support better partnership working. The two teams in South Yorkshire will be aligned with the 5 teams in Leeds to support and develop a Yorkshire regional network.
- 4.5 MST is a programmed and manualised intervention. This ensures that it can be delivered in new areas with no loss of programme fidelity, in Barnsley, as long as there is adherence to programme fidelity. Strategies are in place to assess and measure programme fidelity, mitigating risk that delivery deviates from the programme model. The Service aims to monitor and review the effectiveness of the programme and to take remedial action if data indicates that it is not being delivered appropriately.
- 4.6 The specific proposal is for Cabinet to agree for Sheffield City Council to commission Barnsley MBC's Youth Justice Service to manage and run an MST Standard Team for a period of three years. The team would be fully funded by Sheffield City Council and would have the same staffing structure as the Barnsley and Rotherham MST Team. As a condition of licence the staff would be employed by Barnsley MBC. Through contract negotiations, Barnsley MBC will ensure that it will not accrue any additional liabilities as a result of employing staff to deliver a service on behalf of another local authority. The agreement with Sheffield City Council will therefore be structured to ensure it mitigates any potential financial risks to this Authority.

- 4.7 The Service has planned for the MST Standard Team to deliver 40 cases pro rata in the first year of operation moving to 50 cases per year as a mature team.
- 4.8 The proposal would involve Sheffield City Council paying a fee for this service and a proportionate contribution for the Programme Manager role. This will enhance the overall strength of both services and create additional capacity to support their ongoing development.
- 4.9 The team would be employed on current Barnsley MBC Job Profiles and would be based within the Council's Youth Justice Service. This Team will be managed by the Youth Justice Service Manager who also undertakes the MST Programme Manager role for the current team. The Youth Justice Service Manager is an experienced Programme Manager and is fully trained in the MST model.
- 4.10 In order to mitigate the potential reputational risk of either the existing or new service not performing to the required standard, it is proposed that the revenue generated through the commissioned service should be used to provide necessary operational capacity within the Youth Justice Service. The Service has undertaken an assessment of the most effective model and anticipates that this can be done whilst maintaining the effectiveness of Barnsley's current Youth Justice provision.
- 4.11 A key part of the service offer to Sheffield is the experience, knowledge and expertise which the Barnsley service holds in setting up and running a programme. The additional resourcing requirements will be met by Sheffield as part of the cost of establishing the new team in their area.
- 4.12 In employing staff on behalf of another authority there are specific issues raised and the proposal is made on the basis that Barnsley MBC's Legal and Commissioning Teams are supportive and are satisfied that the authority is suitably protected from any additional liability.
- 4.13 Governance
- 4.14 Currently the MST service is overseen by a steering group. The Terms of Reference and membership will be reviewed in light of the current proposal to ensure continued strong and effective governance. It is anticipated that the Steering Group would continue to meet on a quarterly basis, with a continued focus of holding the services to account and ensuring that the services are delivered in line with the licence. It is proposed that the Programme Manager will step aside from chairing the Steering Group and a chair person will be chosen from the membership of the group. Voting within the group will be on an individual authority and each authority will have one third of the voting entitlement; ensuring a partnership of equals.
- 4.15 The Steering Group will report into commissioning arrangements within each Local Authority. In terms of the proposed staffing structure, concerning the proposal, please see Paragraphs 8.1.

## **5.0 Consideration of Alternative Approaches**

- 5.1 This report proposes that the Council's Integrated Youth Support Service is able to provide a specific service on behalf of another authority as part of sector led improvement in the Region and leading to the potential generation of future income for Barnsley MBC. The proposal will ensure that capacity and resources are in place, both to ensure the current level of quality and standards are maintained within Barnsley and to meet the needs for an MST Standard Team, for the Sheffield area. This would enable a larger proportion of vulnerable young people to benefit from an MST programme, within the Region.

## **6.0 Implications for Local People and Service Users**

- 6.1 This proposal will enable us to expand the offer of MST Standard across another community with close ties to Barnsley. The current team in Barnsley will benefit from a further peer team being in place that can offer support, share training and good practice with and provide additional resilience in key roles to a greater proportion of young people in a neighbouring area, without detrimentally affecting the quality and level of provision, delivered to all communities in this Borough.

## **7.0 Financial Implications**

- 7.1 Consultations have taken place with representatives of the Service Director (Finance)/Section 151 Officer. The financial implications of managing and delivering an MST Standard Team on behalf of Sheffield City Council, through a partnership agreement is summarised below and in the attached Appendix 'A'.
- 7.2 It is proposed to replicate the existing Barnsley Standard Team (which also provides support to Rotherham) for the Sheffield arrangement. An estimated one-off cost of £25,000 would be incurred in setting up the team/arrangement in 2017/18 (for example, recruitment, training, IT, promotional materials, etc). It is agreed that any set up costs would be passed through to Sheffield City Council at no risk to Barnsley MBC.
- 7.3 The effective date for the new arrangement would be 1<sup>st</sup> April 2018, although it is expected that recruitment into new posts may commence in January 2018. The annual recurrent cost of the Sheffield MST Standard Team is estimated at £370k and consists of the following:
- Staffing/ on-cost, on-call allowance, travelling and mileage costs. The costs of the Youth Justice Senior Practitioner role (please see Paragraph 8.2) will be met via the MST Programme Management fee of £46,000.
  - Programme management fee.
  - General office expenses, including phones, stationery and printing.
  - MST licence/support fees, and
  - Accommodation/overheads.
- 7.4 The arrangement with Sheffield will, initially, be for 3 years, during which the Team and associated running costs would be fully funded by Sheffield City Council on a

'cost pass-through basis'. The arrangement will be underpinned by a legal agreement/framework that would ensure all future liabilities during and after the 3 year period, do not fall on the Council. Such financial risks are to be mitigated through the legal agreement, including pay/pension increases, staff termination costs and ill health retirement.

## **8.0 Employee Implications**

8.1 The proposed structure of the MST Standard Team (Sheffield) is summarised below and detailed in Appendix 'B' of the report. The structure is determined by the MST Licence and is not negotiable. The proposal will involve the establishment of the following posts:

- 1 FTE MST Supervisor (Grade 12)
- 4 FTE MST Therapists (Grade 9)
- 1 FTE MST Family Engagement Worker (Grade 6)

8.2 In addition, and to provide additional capacity within the Youth Justice Service, the following post will also be established

- 1 FTE Youth Justice Senior Practitioner (Grade 10, subject to evaluation and confirmation)

8.3 The above posts have been evaluated through the Barnsley MBC Job Evaluation Scheme. There are no employee implications for existing staff within the Council's Youth Justice Service. The new posts will be recruited to in compliance with this Council's recruitment and selection policy.

## **9.0 Communications Implications**

9.1 There are no communications implications for Barnsley MBC emerging through consideration of this report.

## **10.0 Consultations**

10.1 In developing this proposal, consultation has been undertaken with the Service Director (Human Resources and Business Support), Service Director (Finance) and Service Director (Legal Services). In addition the UK Licence Holder for MST Services has been consulted and has indicated her support to the proposal.

## **11.0 The Corporate Plan and the Council's Performance Management Framework**

11.1 This proposal will create additional high quality posts to help and prevent a greater proportion of young people within our Region, from going to prison or into local authority care. The MST Standard Team will support a greater percentage of families within the Region, to improve parental skills, leading to improvements in the range of outcomes for children and young people, at risk of entering the Youth Justice system and, thereby, enhance their potential for becoming active participants in the labour market and as citizens for the benefit of their communities.

## **12.0 Promoting Equality, Diversity and Inclusion**

12.1 The MST Standard Team will ensure that the specific, equality related needs of individual service users are identified and met, as part of the Service's specification.

## **13.0 Tackling the Impact of Poverty**

13.1 Please see Paragraph 12.1.

## **14.0 Tackling Health Inequalities**

14.1 Please see Paragraph 12.1.

## **15.0 Reduction of Crime and Disorder**

15.1 Through being better able to care for their children, this programme will enable the Council to perform a key role in enabling parents to help reduce crime and disorder, committed by young people, in areas close to or bordering the Borough and the presence of a second team will enhance the resilience of the existing team.

## **16.0 Risk Management Issues**

16.1 Any risks, concerning the potential impact of the proposals upon capacity and resources, together with the quality and level of provision delivered, locally, will be monitored as part of the regular review of the Integrated Youth Support Service element of the Business Unit 1 Operational Risk Register.

## **17.0 Health, Safety and Emergency Resilience Issues**

17.1 There are no implications for the resilience of the Borough, arising through this report.

## **18.0 Compatibility with the European Convention on Human Rights**

18.1 There are no implications for the Convention, arising through the proposal.

## **19.0 Conservation of Biodiversity**

19.1 There are no implications for the local environment or the conservation of biodiversity emerging through the proposal.

## **20.0 Glossary of Terms and Abbreviations**

20.1 None, applicable.

## **21.0 List of Appendices**

21.1 Appendix 'A' – Summary of financial implications.  
Appendix 'B'- Summary of proposed service structure.  
Appendix 1 - Proposed MST Standard Team service specification.

**22.0 Details of Background Papers**

22.1 Background papers used in the compilation of this report are available, subject to a request, by contacting the Youth Justice Manager, Barnsley Metropolitan Borough Council, the McLintock Building, Summer Lane, Barnsley, South Yorkshire, S70 2NZ or telephone (01226) 774986

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Financial Implications/
Consultation ..... <i>(to be signed by senior Financial Services Officer where no financial implications</i>