

Report of the Strategic Director (Children's Services) to the Meeting of the Corporate Overview and Scrutiny Committee to be held on 11 August 2016

Subject:

Progress Report on Bradford's Families First Project Phase 2 – of the National Troubled Families Programme

Summary statement:

Bradford's Families First (Phase 2) will identify and deliver interventions to 5,990 families by March 2020 against locally agreed Payment by Results targets.

We have now engaged 1114 families since September 2014. The Council and key partners will ensure a sustained and assertive effort to ensure we meet agreed targets. We are now implementing our plans to align key services and support to our Families First interventions and outcomes.

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1. SUMMARY

- 1.1 Bradford's Families First (Phase 2) aims to identify and deliver interventions to 5,990 families by March 2020 against locally agreed payment by results targets. There is a stronger National Focus on gathering more information on the cost effectiveness of the programme.
- 1.2 By the end of June, we had reached 1114. We have made Payment by Results claims for 142 of these families.
- 1.3 We are aligning key teams and partnerships to support the Families First outcomes and interventions.
- 1.4 We will require assertive and sustained effort in order to meet (and exceed) our agreed targets.

2. BACKGROUND

- 2.1 This update report outlines the multi agency work to deliver the Bradford's District wide Families First Programme which forms part of the National Troubled Families Programme. Phase 2 aims to turn around the lives of 400,000 families in England by 2020. In March 2015, Bradford Council signed up to Phase 2 of the National Troubled Families Programme.
- 2.2 The Government estimates £9 billion pounds was spent on these families, £8 billion reacting to the problems of these families and £1 billion was being spent on targeted interventions to help families address their problems.
- 2.3 In 2015, research by the Early Intervention Foundation estimated that nearly £17 billion per year is spent in England and Wales by the state on Late Intervention, with the largest single items being the costs of children who are taken into care, the consequences of domestic violence, and welfare benefits for 18-24 year olds who are not in education, employment or training (NEET). Late Intervention services in the area of child protection and safeguarding account for over a third of the total, followed closely by spending in response to crime and anti-social behaviour.
- 2.4 **Families First** aims to turn around the families with multiple problems by:
 - Working with the whole family in a way which recognises they interact and influence each other, rather than viewing them as individuals with problems
 - Using a dedicated worker or team to get to the underlying problems
 - Developing a relationship with the family, being persistent and building trust with them in order to challenge them to make the changes they need, step by step
 - Drawing in specialist services in a sequenced way at the right time for the family
- 2.5 There is assertive and focused work with families on problems such as domestic violence, family conflict, mental and physical health problems, poor school attendance, crime and anti-social behaviour, support to parents about their training and preparation for work.

3. REPORT ISSUES

3.1 Phase 1 Payment by Results (PBR) outcomes

3.2 The previous report confirmed that in Phase 1 we turned around 93% of our allocated families 1632/1760 against the payment by results targets by improvements by each family against the following targets:

- Each child in the family has less than 3 exclusions & less than 15% unauthorised absences in three school terms
- 60% reduction in anti-social behaviour in the family in last 6 months
- Offending rates by all minors reduced by 33% in last 6 months
- Adult members of the family are on the Job Centre Plus work programme, European Social Fund support into work or training provision
- The parent is in employment

3.3 Update on Phase 2

3.4 Phase 2 will be harder to achieve the Payment by Results outcomes due to:

- higher number of families
- additional Payment by Results outcomes (4 increased to 11)
- 50% reduction in funding
- additional monitoring requirements.

3.5 Bradford is now implementing a new Targeted Early Help structure and offer (Appendix 1). This will make the Families First outcomes everyone's business.

3.6 These outcomes support our District and Children's Plan priorities linked to education, health, employment and skills.

3.7 The new structure, under Children's Specialist Services, brings together the Family Centres, specialist inclusion and behaviour teams, the Intensive Family Support Team, Parenting Programmes, Youth Offending Team and Families First Teams.

3.8 An interim Head of Service is in place and recruitment to the post on a permanent basis is underway.

3.9 There will be three service managers; one covering Shipley/Keighley/East, one covering West/South and a YOT Service Manager. A Police Sergeant and Employment Co-ordinator also form part of the management team.

3.10 Multi-agency Early Help pathfinders are operating in the Keighley and Better Start (BD3/4/5) areas. The pathfinders are testing out the best ways to ensure support and plans are offered to children and families below the threshold for children's social work.

3.11 Learning from the two pathfinders will shape wider plans to upscale early help across the district (now planned for November 2016).

3.12 Bradford District's Children's Trust is also adopting Signs of Safety with over 700 people trained to date. We are working with licenced trainers to deliver a training programme to reach 1300 practitioners and managers by the end of December 2016. The training forms part of a wider implementation which will need to continue over 3 years and beyond for full implementation.

3.13 Signs of Safety is a method of agreeing plans with families. The approach expects families to lead safety planning for their children with agencies then offering support to the families own plans. It keeps the focus on a child's safety whilst also building on family networks and strengths. Areas which have adopted Signs of Safety have seen significant reductions in numbers of looked after children after sustained implementation. See summary of the model as Appendix 2.

3.14 Families First Programme Phase 2

3.15 In Phase 2, Bradford has been allocated 5,990 families.

3.16 The focus will be on families who meet at least 2 of the 6 areas identified below:

- Families involved in crime and anti-social behaviour
- Young people who are not attending school regularly
- Children who need help (Bradford will initially focus on those high number of children referred to social care who do not meet the child protection threshold)
- Adults out of work
- Families affected by domestic violence and abuse
- Families with health problems

3.17 The programme continues to be a Payment by Results programme which will be based on targets set locally and sustained improvements across all relevant areas or entry into work.

3.18 Funding

3.19 Phase 2 programme funds £1,800 per family. Bradford will receive an upfront payment of £1,000 per family when we commit to work with on the programme and £800 per family based on achieving the Payment by Results outcomes.

3.20 Bradford's full funding allocation will be £10,782,000 over the 5 years. £5,990,000 will be paid upfront. £4,792,000 by achieving Payment by Results targets.

3.21 Bradford Payments by Results Outcome Plan

3.22 We continue to work with partners to deliver our outcomes plan (APPENDIX 3). A Target & Engage Working Group has been convened to ensure we build and maintain strong links between the new Targeted Early Help Service and:

- Community Safety and ASB Panels (data sharing in place)
- Children Centres working in the target areas (building links)
- Pupil Referral Units and SEBD provision (data sharing in place)

- Education Social Work (data sharing in place)
- Behaviour Support Services (data sharing in place)
- Probation (strengthening links)
- Housing (strengthening links)
- Youth Services (building links)
- NEET (data sharing in place)

3.23 Families First Phase 2 – progress against targets at the end of June 2016

- 3.24 In the previous report, we outlined how we would extend our reach so that wider teams adopted a Think Family approach and supported families to achieve the Families First outcomes. This has now been extended across all the key teams who provide interventions to families who meet the criteria for inclusion in the programme.
- 3.25 The programme has to identify and work with 1,918 families by March 2016. In the last report we were off track against this target. We are providing monthly reports to the Trouble Families Team in order to secure release of the attachment fee.
- 3.26 By the end of May 2016, we had reached 1053 families. By the end of June, we reported that we had reached **1114**. At the time of writing this report we have not been able to benchmark across other areas. We understand though that all areas are challenged by the new criteria and we are seeking benchmark data.
- 3.27 On average, over the last 5-months we have engaged 81 new families.
- 3.28 Below is a breakdown of the families by Ward & presenting issues at the point of joining the programme:

Ward	Families	Crime/ASB	Educ	Child in Need of Help	Worklessness	Domestic Violence	Health
Tong	91	13.2%	31.9%	81.3%	84.6%	19.8%	19.8%
Eccleshill	77	11.7%	32.5%	76.6%	79.2%	24.7%	20.8%
Little Horton	66	13.6%	25.8%	83.3%	81.8%	28.8%	15.2%
Bowling and Barkerend	64	15.6%	26.6%	81.3%	68.8%	28.1%	25.0%
Royds	56	16.1%	39.3%	82.1%	67.9%	28.6%	17.9%
Thornton and Allerton	52	15.4%	26.9%	82.7%	84.6%	25.0%	23.1%
Keighley West	50	12.0%	40.0%	82.0%	68.0%	14.0%	20.0%
Windhill and Wrose	49	14.3%	40.8%	79.6%	77.6%	14.3%	24.5%
Great Horton	48	16.7%	37.5%	89.6%	83.3%	31.3%	8.3%
Bradford Moor	47	25.5%	42.6%	87.2%	68.1%	25.5%	14.9%
Clayton and Fairweather Green	46	15.2%	30.4%	82.6%	67.4%	34.8%	28.3%
Manningham	42	14.3%	50.0%	83.3%	76.2%	23.8%	11.9%

Wibsey	42	28.6%	33.3%	88.1%	69.0%	31.0%	9.5%
Keighley East	41	14.6%	22.0%	90.2%	70.7%	24.4%	17.1%
Heaton	39	20.5%	48.7%	79.5%	64.1%	20.5%	17.9%
Wyke	36	(low)	55.6%	83.3%	72.2%	(low)	(low)
Bolton and Undercliffe	35	17.1%	45.7%	80.0%	62.9%	31.4%	20.0%
Toller	34	14.7%	29.4%	76.5%	70.6%	32.4%	20.6%
Keighley Central	31	16.1%	22.6%	96.8%	74.2%	16.1%	16.1%
City	30	16.7%	16.7%	90.0%	73.3%	23.3%	13.3%
Shipley	25	(low)	28.0%	96.0%	72.0%	(low)	(low)
Queensbury	19						
Idle and Thackley	18						
Bingley	17						
Craven	14						
Bingley Rural	13						
Baildon	12						
Ilkley	12						
Wharfedale	4						
Worth Valley	4						
Total	1114	175	371	934	815	278	205
Overall percentages		15.7%	33.3%	83.8%	73.2%	25.0%	18.4%

3.29 We have now submitted a further claim for Payment by Results for 77 families. This now makes a total of 142. This is 13% of the families engaged in Phase 2 since September 2014.

3.30 We will ensure that we pursue timely claims for Payment by Results. For education improvements though we need to demonstrate improved attendance over three full terms.

3.31 In order to both catch up and maintain the reach of the programme by March 2017 we will need to reach an average over 120 new families per month. We will ensure that all key interventions from across the new Targeted Early Help structure count towards these target and outcomes.

3.32 Building Better Opportunities – European Social Inclusion Fund & Big Lottery - early intervention to divert families from becoming ‘trouble families’

3.33 This is a joint bid with Leeds City Council. Bradford District can expect to receive approximately £1.5M over 2-years. This is the only bid which has been approved to progress to Stage 2 of the application process. The programme would be expected to start in January 2017 at the latest. Given Brexit, we do not expect ESIF funding to continue beyond 2-years.

3.34 We will need to engage at least 865 people engaged in activities to improve work readiness.

3.35 We will link this programme to support the Early Help framework especially Tier 2 families with a focus on a whole family approach, staff with coordinating role and supporting adults out of poverty into training and employment.

3.36 The programme helps families as illustrated by the case examples below

Young male aged 14 years. Living with family carer. Regular missing person.

Prior to Families First involvement – 10 missing from home reports commencing in 2014 – attendance well below 85%.

He disengaged from services such as Youth Centre. Police started to identify some concerns around sexual exploitation (CSE).

He was allocated to a CSE Key Worker. We started to get a clearer picture of his activities and risks by working closely with grandmother and robust follow up of missing incidents.

After positive engagement with YP by FF key worker – a CSE risk assessment was completed and forwarded to the MASH for discussion at the strategy meeting. CSE marker placed on Social Care and Police Systems in Sept 2015.

Positive effects and actions carried out with YP:

- Key worker refers YP into Drugs and Alcohol Team who identify a worker to work within a youth setting
- Massive Improvements made in attendance at School – Bradford District PRU – attendance increased to 100%
- Drugs worker conducts some outreach work with YP which assists in some healthy changes in behaviour and attitude
- YP re-commences activities at local youth centre and begins again to mix with peers in a positive way
- Key worker continues to engage with YP – who locates his mother in another district and wishes to meet with her
- Key Worker facilitates this - which impacts greatly on YP emotional well-being and mental health
- YP makes radical decision to move away from Bradford and moves in with mother
- Key worker monitors his move for short time and all seems well at present time
- Positive work conducted by Key Worker – empowered family carer to report YP missing on every occasion
- Positive engagement with YP by Key Worker to divulge his whereabouts and activities whilst out missing from home (declared he had slept rough on a park bench on occasions)

- Key Worker referred YP into additional & specific programmes and offered further support

3.37 **Pregnant single female aged 33 years old.** Three children - aged 4, 8 and 15 years. Repeat Domestic Violence. Allocated to a Police Officer to work intensively.

Early assessment by Key Worker identifies further issues within the family:

- Debt
- Housing problems
- Lack of communication with DV services and woman feeling lonely and isolated due to pregnancy
- Children not accessing any activities or involved in any hobbies and have witnessed lots of violence in the home

Work carried out with the family:

- Debt. Helped with reclaiming benefits and back payment received via tax credits. Not evicted from home and therefore not making 3 children and young baby and mother homeless.
- Self – Esteem. After years of domestic abuse, the female's confidence had diminished. Confidence Course organised at Together Women Project and attended. On track to look for work once maternity leave concluded, shows a readiness and willingness to work.
- Victim Support/ Domestic Violence. Contact re-initiated with DV services via assistance from Key Worker. Supported female with the restraining order against ex-partner. Helped with concerns around future contact with ex-partner and contact with children once released from prison.
- Support offered to explain the mandatory course ex-partner attending through the prison and the position around his rehabilitation and resettlement into the community once he is released from prison. He has now served his sentence and there are still no incidents of DV.
- Children and Activities. Police camp places offered to the children for the Summer holidays and October Half term. Children attend and enjoy camps, expressing their desire to attend further camps and similar activities. List of local provision provided and assistance given to enrol children in local clubs and access activities offered through schools.
- Housing. Repairs made to the fence and rear garden secured. House alarm fixed and in full working order.

4. OPTIONS

4.1 To note the targets achieved to date.

4.2 To note the need for a continued assertive and intensive approach to reach, engage and improve outcomes for the agreed number of families. A whole system approach will be required to reach and engage these families lead by the Targeted Early Help Service, other key Council teams and wider partners and commissioned services.

5. CONTRIBUTION TO CORPORATE PRIORITIES

5.1 The Families First outcomes plan directly contributes through its delivery of services & outcome plan to meet the corporate priorities

- Maintaining Safe, Clean and Welcoming Neighbourhoods
- Transforming Educational Outcomes by Improving Attainment
- Supporting & Safeguarding the most Vulnerable Adults, Children & Families
- Promoting Prosperity
- Reducing Health Inequalities

6. RECOMMENDATIONS

6.1 The Corporate Overview and Scrutiny Committee support the work to deliver 'a Whole Family Approach' to deliver improved family outcomes.

6.2 The Corporate Overview and Scrutiny Committee continues to support the implementation of Bradford's Early Help offer/framework to deliver more effective services, reduce duplication and improve outcomes for families in the district.

7. BACKGROUND DOCUMENTS

None.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. APPENDICES

Appendix 1 – Bradford's Early Help offer & thresholds

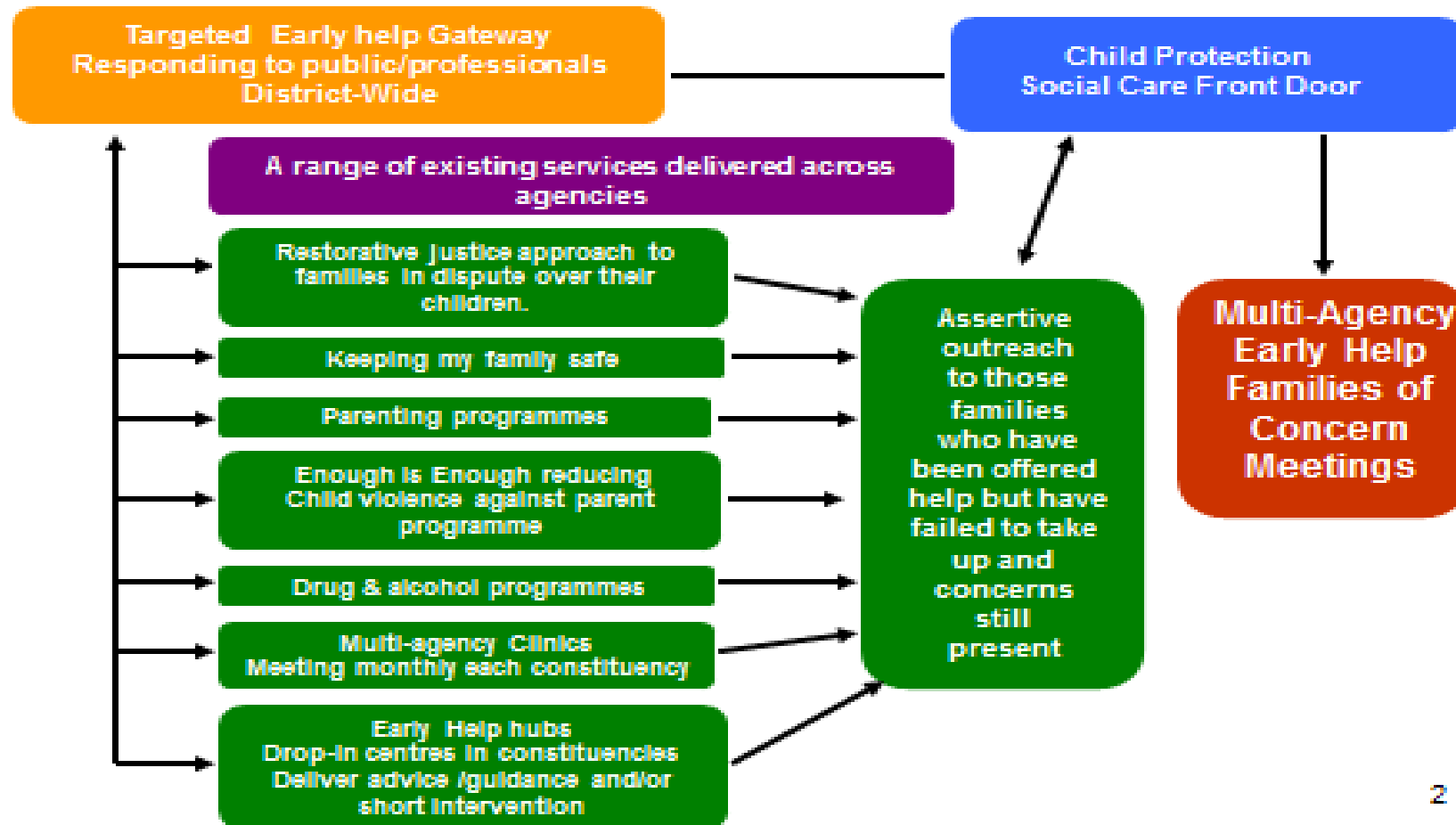
Appendix 2 - Signs of Safety summary of model

Appendix 3 - Bradford Phase 2 Families First Outcome Plan 2015/16

Early Help – pathfinders in Keighley & Better Start from April

<p>Tier 1 UNIVERSAL & EARLY HELP</p> <p>Think Family</p> <p>Support within existing resources & partnerships of the school/setting</p>	<p>Tier 2 TARGETED EARLY HELP FAMILIES FIRST</p> <p>Co-located Early Help Gateway for public & staff</p> <p>Early Help assessment linked to Signs of Safety</p> <p>Range of interventions focused on need delivered in locality setting, for example, groups, drop-ins and clinics</p> <p>Strengthen family resilience & support into training & work out of poverty</p> <p>Clear step up & down process</p>	<p>Tier 3 TARGETED EARLY HELP FAMILIES FIRST SOCIAL CARE – CHILD IN NEED</p> <p>Co-located Early Help Gateway for public & staff</p> <p>Early Help assessment linked to Signs of Safety</p> <p>Risk based approach based on repeat contacts</p> <p>Assertive outreach for high risk non engaging families</p> <p>Range of interventions focused on need delivered in localities</p> <p>Strengthen family resilience & support into training & work out of poverty</p> <p>Clear step up & down process</p>	<p>Tier 4 CHILD PROTECTION LOOKED AFTER CHILDREN</p> <p>NEW</p> <p>Clear step down process</p> <p>Signs of Safety approach to assessments and Child Protection Conferences</p>
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Bradford Early Help Framework



A summary of Signs of Safety

Bradford Council and partners are working with licenced trainers to deliver a training programme to reach 1300 practitioners and managers by the end of December 2016. The training forms part of a wider implementation which will need to continue over 3 years and beyond for full implementation.

City of Bradford Metropolitan District Council

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Benefit - Safety

- **Western Australia – children in care reduced by 8.5% over four years**
- **Canada – decrease in children entering care & contested court matters – 50% increase in completed Support Agreements with families**
- **Minnesota – 50% reduction in children in care & court action over 8 years**
- **Netherlands – since 2007 – whilst stat cases have increased the numbers removed to care reduced by 20%**

Signs of Safety – key principles

- **Safety is always the goal**
- **Changes happens when there are constructive working relationships**
- **Everyone should take an enquiring approach**
- **Developed from what practitioners and family members said works best**

Benefit - Practitioner job satisfaction

'I find the tools useful in my direct work with children & families.'

'This approach really helps families to understand our worries and what needs to change.'

'Everyone is very open and honest with each other.'

'We focus much more on a family's own responsibilities and support networks.' (family tree)

'We have regular opportunities to learn from each other.'

'I have time and support to get alongside children and families to make sure they keep their children safe.'

Benefit - Families more empowered

'Our worker is really honest and 'straight up' with us.'

'We get what people are worried about and what we need to do over the next few months.'

'Our worker took time to get to know us and our children.'

'That meeting did talk about the good things in our family as well as the things which are going wrong.'

'I know why I am looked after or why social workers are in life'.

'Things are better for me at home. I don't feel worried like I was before.'

Benefit - Intensive focus on building child safety

- **Common language & shared focus**
- **Focus on every day safety for the child**
- **Safety focus skills & tools**
- **Sustained focus on what safer parenting looks like**
- **Plans to get there!**
- **Continuous assess – plan – do – review**

Signs of Safety® Assessment and Planning Framework

What are we Worried About?	What's Working Well?	What Needs to Happen?
<p>HARM: Past hurt, injury or abuse to the child (likely) caused by adults. Also includes risk-taking behaviour by children/teens that indicates harm and/or is harmful to them.</p>	<p>Existing Strengths: People, plans and actions that contribute to a child's well-being and plans about how a child will be made safe when danger is present.</p>	<p>SAFETY GOALS: The behaviours and actions the child protection agency needs to see to be satisfied the child will be safe enough to close the case.</p>
<p>DANGER STATEMENTS: The harm or hurt that is believed likely to happen to the child(ren) if nothing in the family's situation changes.</p>	<p>EXISTING SAFETY: Actions taken by parents, caring adults and children to make sure the child is safe when the danger is present.</p>	<p>Next Steps: The immediate next actions that will be taken to build future safety.</p>
<p>Complicating Factors: Actions and behaviours in and around the family, the child and by professionals that make it more difficult to solve danger of future abuse.</p>		
<p>On a scale of 0–10 where 10 means everyone knows the children are safe enough for the child protection authorities to close the case and zero means things are so bad for the children that they can't live at home, where do we rate this situation? <i>Locate different people's judgements spatially on the two-way arrow.</i></p>		
<p>0 ←</p>		<p>→ 10</p>

- **TOOLS FOR DIRECT WORK WITH CHILDREN (need to consider range of communication needs). For example, Three Houses:**

Craig



House of good things

I don't get shouted at when I am with dad.
I like living with daddy because I get lots of hugs.
When I'm with daddy I can play with my toys.



House of worries

I was not happy at my mam's house because she shouted at me a lot.
Mam locked all of my toys away and I didn't get all of my Christmas presents they were put in mam's wardrobe.



House of wishes

My wish has come true.
I'm living with my daddy and brothers.
I wish we had a big house so we had our own room and didn't have to share our beds.