

Report of the Assistant Director (Children's Specialist Services) to the Meeting of the Bradford East Area Committee to be held on 26 June 2014.

Subject:

Progress Report on Bradford's Families First Project – part of the National Troubled Families Programme.

Summary statement:

Bradford's Families First programme has identified and delivered interventions to 1,760 families with complex needs. The programme aims to turn the lives around of these families and deliver long term improvements in the outcomes for the whole family. 1104 families (63% of the cohort) have improved their lives and met the national target which triggers a payment by results reward. Improved outcomes for these families will reduce demands on services and deliver savings. This is a 3 year funded Payment by Results programme and work is underway to ensure the lessons learnt are embedded into mainstream services. The Government has announced further funding for the programme for 2015/16.

Julie Jenkins
Assistant Director
(Children's Specialist Services)

Portfolio:

Children's Services

Report Contact: Paul O'Hara
Families First Manager
Phone: (01274) 437666
E-mail: paul.ohara@bradford.gov.uk

Overview & Scrutiny Area:

Children's Services



1. SUMMARY

- 1.1 Bradford's Families First programme has identified and delivered interventions to 1,760 families with complex needs. The programme aims to turn the lives around of these families and deliver long term improvements in the outcomes for the whole family. 1104 families (63% of the cohort) have improved their lives and met the national target which triggers a payment by results reward. Improved outcomes for these families will reduce demands on services and deliver savings. This is a 3 year funded Payment by Results programme and work is underway to ensure the lessons learnt are embedded into mainstream services. The Government has announced further funding for the programme for 2015/16.

2. BACKGROUND

- 2.1 This 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.
- 2.2 In May 2012, the Chief Executive of Bradford Council signed up to the National Troubled Families Programme, the aim of which is to turn around the lives of 120,000 families in England by 2015. The National Programme is led by Louise Casey and the Troubled Families Team (TFT) in the Department of Communities and Local Government (D.C.L.G).
- 2.3 The Government estimates £9 billion pounds was spent on services to 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 long term.
- 2.4 The National Team promote the effectiveness of this programme from the evidence of results from Family Intervention Projects who have achieved the following results with complex families:
- 59% reductions in Anti-Social Behaviour
 - 45% reductions in crime
 - 52% reductions in truancy/exclusion/poor behaviour at school
 - 57% reduction in domestic violence
 - 47% reduction in relationship/family breakdowns
 - 24% reduction in mental health issues
 - 14% reduction in education/training problems
- 2.5 The programme is a risk based approach with families identified by the following criteria and outcomes will be measured by improvements by each family against the same criteria.
- 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 or into employment

2.6 The criteria may apply to one individual in the family but once eligible a whole family approach is delivered by the programme.

2.7 National funding for the programme is based on the allocation of families per district. Bradford has been allocated total 3 year funding of £6.67 million. The budget is dependent on achieving the payment by results targets.

	Upfront Attachment	Upfront Attachment %	Payment by results	Payment by results %
Year 1 2012/13	£1,743,000	80	0	0
Year 2 2013/14	£1,975,000	60	£386,300	20-40
Year 3 2014/15	£610,200	40	£1,956,100	60

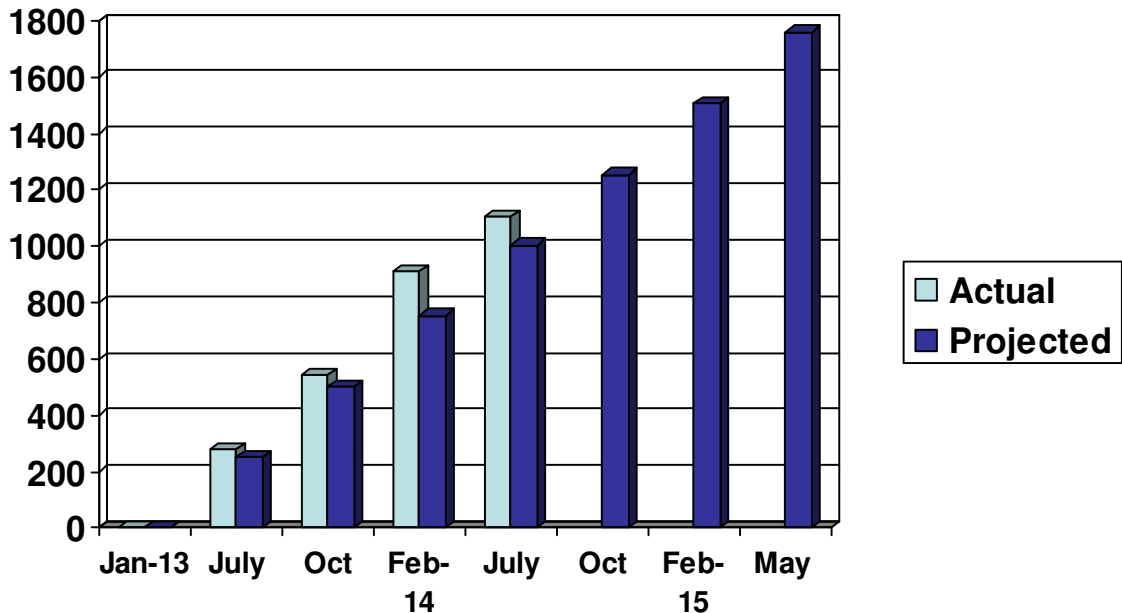
2.8 Bradford has now made 3 claims which are outlined below:-

	ASB / Youth Crime / Education	Continuous Employment	Progress to Work	Total Families "Turned Round"	Cumulative Total	%
JULY 2013	281	0	0	281	281	16
OCT 2013	259	3	2	262	543	31
FEB 2014	342	20	5	350	893	51
May 2014	182	16	11	193	1104	63

2.9 The payment by results claim are verified by the Councils internal auditors who have made recommendations on how the process can be strengthened for future claims.

2.10 Bradford's performance profile indicates we are on target to achieve all the outcomes which will enable to claim for all the payment by results funding.

Numbers of families "turned round"



2.11 Bradford's programme is supported by staff from Childrens services, Police, Health, Probation, Incommunities, Jobcentre plus and the voluntary sector.

2.12 The Government agreed in March 2013 to support the programme with the secondment of Jobcentre staff into the Families First programme. The Jobcentre has therefore seconded a Job Centre Manager and two Job Centre Work Coaches who are having a big impact in raising the profile of how adults can be supported into work. This is joint national initiative between the Government's Departments of Work and Pensions and Communities and Local Government.

2.13 Bradford is performing well in comparison with other large local authorities in terms of number of families who have improved and are eligible to be claimed for under the terms of the payment by results.

2.14 Breakdown of February payment by results claims identifies the following outcomes

- **2.3% reduction in average unauthorised absence** from school by children in families claimed for the payment by results February 2014 (2013 4.0%,2012 6.3%)
- **49% reduction in fixed term exclusions** from school by children in families claimed for the payment by results February 2014 (Year to July 2013,69 Year to Dec 2012,135)
- **40% reduction in detected offences** by young people in families claimed for the payment by results February 2014 (Year to July 2013 72, Year to Dec 2012

Do the families maintain the progress they have made ?

- 75% of families turned around don't continue to meet the criteria trigger points and therefore have maintained progress. (411/542)
- 80% of families turned around who met the crime & asbo criteria have not continued to meet these criteria. (424/542)
- 84% of families turned around who met the education criteria of poor attendance and exclusion have not continued to meet this criteria. (466/542)

2.15 The National Teams recent report on the financial cost to Local Authorities, show the average savings of 5 authorities was £27,860 per year based on the most complex families. This was adjusted and reduced by 50% to take into account range of difficulties of the families which gives an estimate of potential savings of £13,930 per year. More work is being undertaken nationally to consider the 'cashability' of the savings.

2.16 The National team are undertaking further evaluations to explore the extent of the cashable savings which can be delivered by the programme. Greater Manchester has led on this work with a breakdown of costs.

- The savings of one adult coming off benefits is estimated at £8,946 per person
- The average cost of an individual spending a lifetime on benefits is £430,000.
- Domestic violence incident (Police, Criminal Justice System & Health) £18,730 per incident
- Cost of prison for young person £59,000-£219,000 per year

2.17 The Families First programme have identified the following lessons that have been learnt:

Risk Based Approach -Sharing information across agencies using a risk based scoring matrix has helped target the right level of interventions to families who most need it. The programme has led us to ask, 'How could this approach help inform an early help offer? How could this build on a multi agency approach'?

Families Want Help -The majority of families have accepted/welcome the help on offer and often said they had been asking for help for some time. How can better pathways be established for parents to receive effective help at an earlier stage?

Practical Support - The families have often been told by professionals to change but they need a more hands on approach which shows and guides them on how to deliver the change that is required.

Working with and for the whole Family - Recognise that parent's own experiences and aspirations have a big impact on the behaviour of their children. All staff should be responsible for ensuring all children attend school, they are healthy, they behave and that their parents are given help out of poverty of benefits into training and/or work?

Persistent, Assertive, and Challenging Approach - Many staff have these qualities but we need to be clearer with families when things aren't going well.

We need clear processes and multi agency action to deal with families who don't engage and where the long term impact of such behaviour is going to have a negative impact on their children or communities.

Effective Family Working - Bradford needs to adopt a more effective and consistent family working approach which is outlined below.



The Family First programme is working to help develop and deliver effective services at an

early stage with activity linked to Early Help board which is overseeing Bradford's early help offer.

This includes the delivery of effective parenting programmes; additional support to those young people and families in Bradford's pupil referral units and work with families where there have been incidents of domestic violence in order to reduce the number of repeat call out by the Police. Raising the self esteem of parents is a big focus of the programme with many of the parents being encouraged to take part in a range of volunteering opportunities for them to make a more positive contribution to their community.

2.19 Feedback from families include :

- Families First worked with family and discovered the mother did not like to leave the home due to low confidence. With the support of her keyworker she expressed interest in starting to look at work. A joint visit was arranged with an Outreach Adviser from Jobcentre Plus and they have agreed a package of support which includes mother attending a job skills course in Keighley to help her with her job hunting skills and she is starting to move forward.
- Families First is working with a family where the mother has had a stroke which had a massive impact on family, including that she was embarrassed to smile, felt worthless and insecure. The keyworker worked with mum on her self esteem, took her to dentist to sort out her missing teeth and built up her confidence. Over time she has struggled to manage herself and debts have built up, paperwork including benefit notifications were left unopened and her key worker has helped her sort this out. Mum can now deal with issues rather than put her head in the sand and she has started attending a session around arts and Crafts in a Community Centre every week. She has also expressed interest in volunteering in the café.
- Families First working with a mum and dad with 10 children, a couple of children having attendance at school issues and mum and dad were not interested in doing anything. The keyworker has worked with them on these issues and children's attendance has improved. Mum is now volunteering once per week and has attended a course to develop confidence, self esteem and create a CV. She has also applied to volunteer for a project working with young people with learning difficulties. Dad has set up football in the local community and is applying for funding for kits for the children. They are making steps towards their goals.
- Families First working with family at initial stage the young person had 5 fixed term exclusions from school in year and his school behaviour included, refusal to comply, rudeness and many detentions. At the final meeting the school reported that he attended the unit daily, appeared happy, doing excellently in class, has been rewarded for good behaviour. Head of Year advised the transformation has been 'brilliant'. Attendance improved to 88.2% with no exclusions. Mother initially advised she did not feel confident to begin training and move off benefits but with keyworker support she has now completed a training course which she says she enjoyed, and is now signed up to a preparation for work course and has applied for 5 jobs. Mother has agreed to counselling and states her relationship with her sons is much better and they are teaching her how to use the computer.
- Young Person M's attendance on referral was 50%. This has risen to 90% - no concerns from school. No Children's Social care concerns – previously the children

were on Child Protection Plans, and then Child in Need plans, social care case is now closed.

- All health issues now addressed - all family's immunisations/dentist appointments up to date. Mother has engaged with ESOL classes through the Work Programme.
- Young person K's attendance is now 98.6% at school with no further exclusions with improved behaviour. Target is 6 weeks with no "red marks" after which reintegration to mainstream school will be considered. The young person's carer agreed to attend Family Links Nurturing group and is starting the DWP Launch Pad (support into work) 8 week course in Feb – keen to do voluntary work, also agreed to attend counselling sessions.
- Attendance improved for 2 out of three children, one from 88% to 100%, the second from 80% to 92% with improved behaviour. The third child had a 4% worsening of attendance but with no exclusions compared to 2 in the previous year. Mother would like to do some volunteer work and will be referred to Jobcentre. No ASB incidents since last July after 3 in previous year. Mother agreed to attend 'Enough is Enough' course (child violence against parents). JAMES worker continues to work with Young Person K2. Children's Social Care very pleased with mother's progress for all the positive changes - she is much more in control, using new parenting skills and putting boundaries and consequences in place. No police call outs. Children's Centre engaging children in sessions.
- Families First health staff worked with Mother of two children. She asked for support for her 7 year old son who has been struggling at school. The Families First Health Team's Speech & Language Therapist carried out an assessment of his language and understanding at home and identified some difficulties he was having with language development. The Therapist has reported back to his school, including providing school staff with activities and strategies that will support his language and learning. She also has referred him to mainstream Speech and Language Therapy services and is waiting for an appointment.
- Families First health staff worked with a mother where her stress at home caused her to self-harm. She was referred her to primary mental health services and to her GP to make sure that she was getting the right medication and support from mental health workers. Whilst the services were being established Families First Health worker has done a short piece of work with mother focussing on distraction and minimising self-harm which has been successful.

3. OTHER CONSIDERATIONS

3.1. None.

4. OPTIONS

4.1 Bradford Council has signed up to meeting the national objectives of the National Troubled Families Programme.

5. FINANCIAL & RESOURCE APPRAISAL

- 5.1 The Families First programme is funded by a grant from the national troubled families programme
- 5.2 The current programme ends in March 2015.
- 5.3 The Government has announced a new 5 year programme with funding for the first year 2015/16 further funding pending government support for the programme post national elections.
- 5.4 The requirements and funding of the new programme to be released July 2014.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 6.1 The risks for the Council arise from the implications of not achieving the payment by results funding. The risk is in the year 2014/15 and could lead to the programme ending earlier than March 2015 and services and staff affected. Due to the progress to achieve the payment by results targets and funding the risk is deemed to be low.

7. LEGAL APPRAISAL

- 7.1 No legal issues arising from the programme.

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

- 8.1.1 None.

8.2 SUSTAINABILITY IMPLICATIONS

- 8.2.1 The Families First programme is piloting a Whole family approach to working with families in order to learn the lessons of the programme and promote across mainstream services. This approach could lead to improved outcomes for a wider number of families in the Bradford district.

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

- 8.3.1 None.

8.4 COMMUNITY SAFETY IMPLICATIONS

- 8.4.1 Families First contributes to the work of Bradford's Safer Communities through its performance targets of reducing youth crime and reducing anti-social behaviour.

8.5 HUMAN RIGHTS ACT

- 8.5.1 Families First complies with the Human Rights Act.

8.6 TRADE UNION

8.6.1 None

8.7 WARD IMPLICATIONS

8.7.1 The Families First programme covers all wards in the district.

8.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

8.8.1 Breakdown by constituencies

	Families in cohort	%of total	Families turned around	% per constituency
West	388	23%	199	51%
East	503	29%	185	37%
South	383	22%	170	44%
Shipley	174	10%	109	63%
Keighley	258	15%	133	52%
	1706		796	

9. NOT FOR PUBLICATION DOCUMENTS

9.1 None.

10. RECOMMENDATIONS

10.1 The Bradford East Area Committee note this report.

11. APPENDICES

11.1 Families First bulletin April 2014 update

11.2 Families First newsletter frequently asked questions July 2013

12. BACKGROUND DOCUMENTS

12.1 None.