

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

A

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.

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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

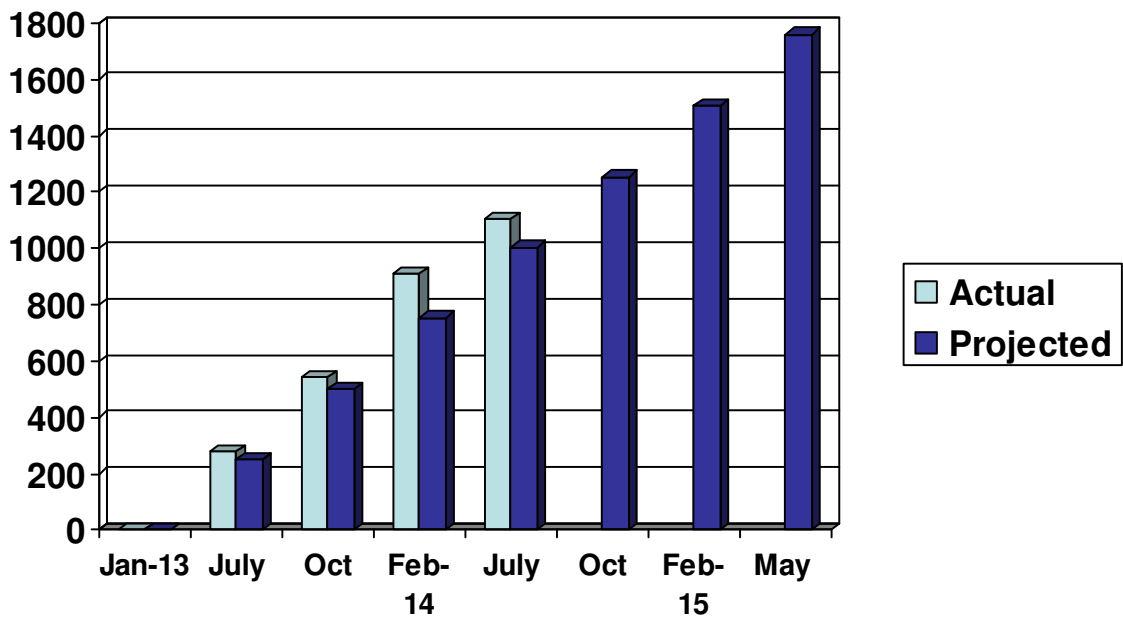
2.8 Bradford has now made 3 claims which are outlined below:-

	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 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 120)

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, Financial analysis based on the findings from this report 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. 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 an more effective and consistent family working approach which is outlined below.

EFFECTIVE FAMILY WORKING

Family First Approach Tier 1 Improved outcomes Whole family approach What are priorities for the family?	Health –Safeguarding Are there any health issues in the family? Are they registered with GP/ Dentist Have they missed any health appointments ? Are there any concerns they have about their health?	Actions Offer advice -support Monitor Seek specialist help if required	
Take stock of all agencies supporting family	Education-attendance-behaviour Are the children attending school? If not why not ? Are there any barriers to them attending ? Do they have any concerns about their children's behaviour at school?	Actions Offer advice-support Monitor Seek specialist help if required	
Focus on all children-young people in family	Crime and anti – social behaviour Are there concerns about the children's behaviour in the community ? Are any criminal justice/ASBO agencies involved?	Actions Offer advice-support Monitor Seek specialist help if required	
Focus on adults	Getting ready to enter job market and off benefits Offer of outreach help from esf programme or from jobcentre plus		

2.18 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. Delivery of effective parenting programmes. Additional support to those young people and families in Bradford's pupil referral units 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%
North	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 South 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.

Families First

Update
April 2014



BRADFORD
working in partnership

51% of Families have had their lives turned around with improvements in education, reductions in crime and antisocial behaviour and have made progress into training and work.

893 of the 1,760 families on the programme.

Families First

In 2012 Bradford Council signed up to the National Troubled Families payment by results programme which aims to turn around the lives of 120,000 families in England by 2015.

The Bradford programme is called Families First and will work with 1760 families over 3yrs.

The Government's view is that many families with complex needs often have several of agencies working with them focused on their separate agency issues which results in poor outcomes.

The Family First programme will deliver a whole family approach which will deliver improved long term outcomes for the family and reduce demand on services.

What are the Families First targets?

- Improve School attendance to over 85% over the last 3 terms
- Reduce school exclusions
- 60% reduction in Anti Social Behaviour by families in last six months
- 33% reduction in offending by all young people in the family in last six months
- Adults have moved onto Work Programme, European Social Fund (ESF) provision or into employment

The Ofsted inspection April 2014 asked for further information on the families who have been turned around which is outlined below-

How much has attendance and exclusions improved?

2.3% reduction in average unauthorised absence from school 2013- 4% 2012-6.3%
49% reduction in fixed term exclusions
3 terms up to July 2013- 69 exclusions
3 terms up to Dec 2012 -135 exclusions

What has been the reduction in reoffending?

40% reduction in detected offences by young people
6 months prior to July 2013 – 72
6 months prior to Dec 2012 -120

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)

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WARD	Families cohort	Families turned around
Baildon	18	10
Bingley	33	21
Bingley Rural	32	21
Bolton Undercliffe	53	19
Bowling & Barkerend	102	64
Bradford Moor	110	53
City	57	29
Clayton & Fairweather Green	57	33
Craven	2	1
Eccleshill	121	45
Great Horton	64	36
Heaton	75	41
Idle & Thackley	25	10
Ilkley	1	1
Keighley Central	78	44
Keighley East	55	21
Keighley West	109	61
Little Horton	92	47
Manningham	76	41
Queensbury	26	21
Royds	73	33
Shipley	32	21
Thornton & Allerton	66	30
Toller	57	25
Tong	132	65
Wharfedale	1	0
Wibsey	44	26
Windhill & Wrose	59	36
Worth Valley	14	6
Wyke	44	29

Families First - location of families in project

April 2014



Percentage of Families in Project living in ward

- < 1%
- 1 - 2%
- 2 - 4%
- 4 - 6%
- ≥ 6%

Families First

Frequent asked
questions July 2013



BRADFORD
working in partnership

Why was this programme established?

The government decided more need to be done to make a difference in the most complex families who put a large cost on services and who despite the number of agencies and interventions they have received haven't made much improvements in their lives therefore the government announced extra funding in 2011 to turn around the lives of 120,000 families in England by 2015. The criteria set by the national programme is strict because this is a 3 year payment by results programme. In Bradford the programme is called Families First .

What is different about this programme

1. It's a risk based approach based on criteria of ; - education, crime ,anti social behaviour and being on benefits.
2. It's a whole family approach –all the members of the household are in scope
3. It's using intensive support and contracts but will use sanctions and ensure families don't walk away from the help that's on offer
4. It's cross cutting bridging children's services and adult services
5. it's build on existing good practice about sharing information and partnership working

How are families selected ?

The chart below outlines the 3 national criteria and the 4th local criteria.

National Definition 'Troubled Families'

1. Crime & Anti-Social Behaviour – Identify young people involved in crime and families involved in anti-social behaviour, defined as:

- 1 or more under 18-year-old with a proven offence in the last 12 months AND/OR
- 1 or more members has an anti-social behaviour order, anti-social behaviour injunction, anti-social behaviour contract, or where the family has been subject to a housing-related anti-social behaviour intervention in the last 12-months.

2. Education – Identify households affected by truancy or exclusion from school, where a child:

- Has been subject to permanent exclusion; three or more fixed school exclusions across the last 3 consecutive terms; OR
- Is in a Pupil Referral Unit or alternative provision because they have previously been excluded; OR is not on a school roll; AND/OR
- A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms.

3. Worklessness – Meets one of the criteria above and an adult member of the household is claiming an out-of-work benefit

4. Local Discretion – Meets two of the criteria above and are a local cause for concern

What's Bradford's local criteria?

The fourth criteria is used to ensure the most complex families are in the cohort.

- Referrals and open cases to social care/edge of care
- Domestic violence referrals/MARAC
- Multi call outs police
- C A.F.
- Not in education training and employment (NEET)
- Y/P of concern to schools and BACS
- Families affected by reduction in housing benefit
- Homeless families
- Families of concern to social housing providers

How does this work ?

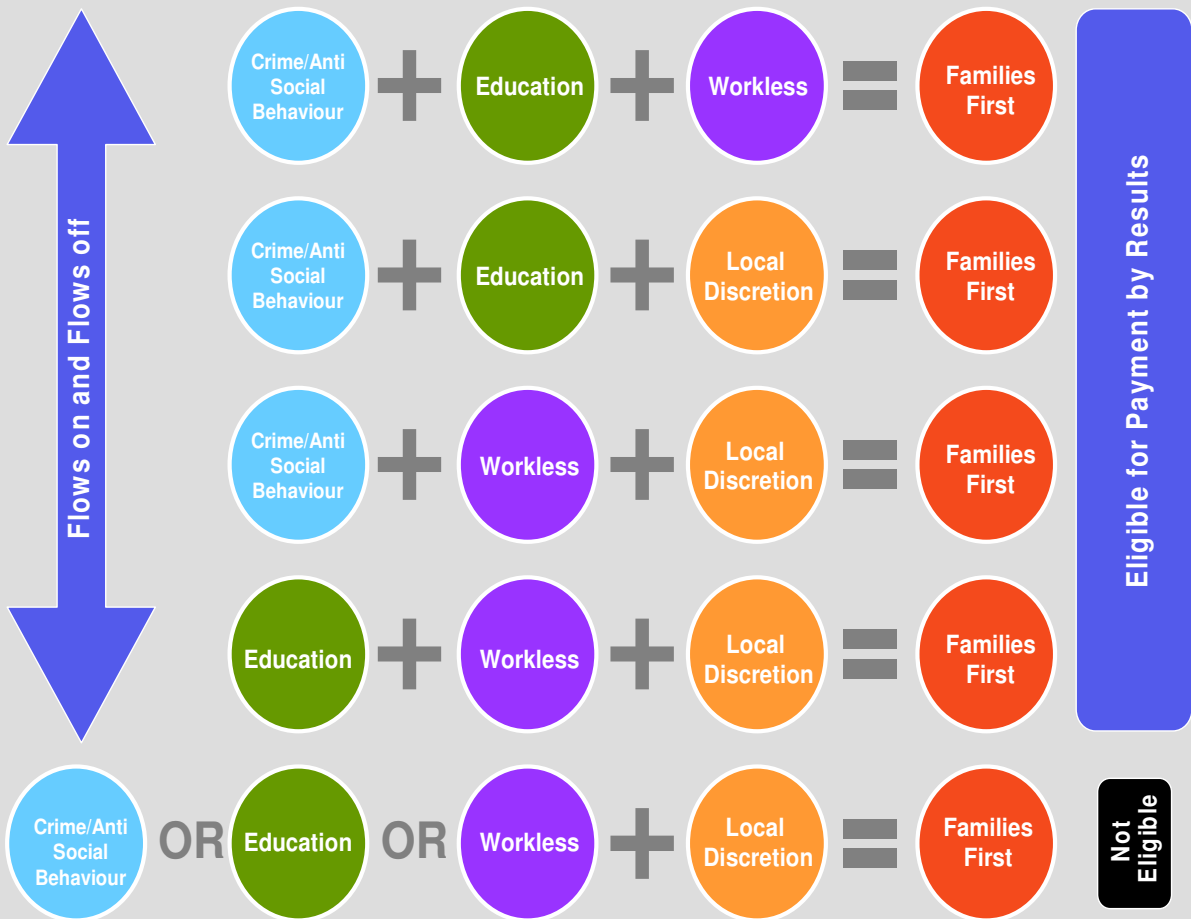
Families have to meet three of the national criteria

Or they can meet any two of the national criteria and one of the local criteria

Nb the local criteria only counts once

If they meet the criteria they are in the cohort and will be assessed for their level of need

Defining Families First



Bradford

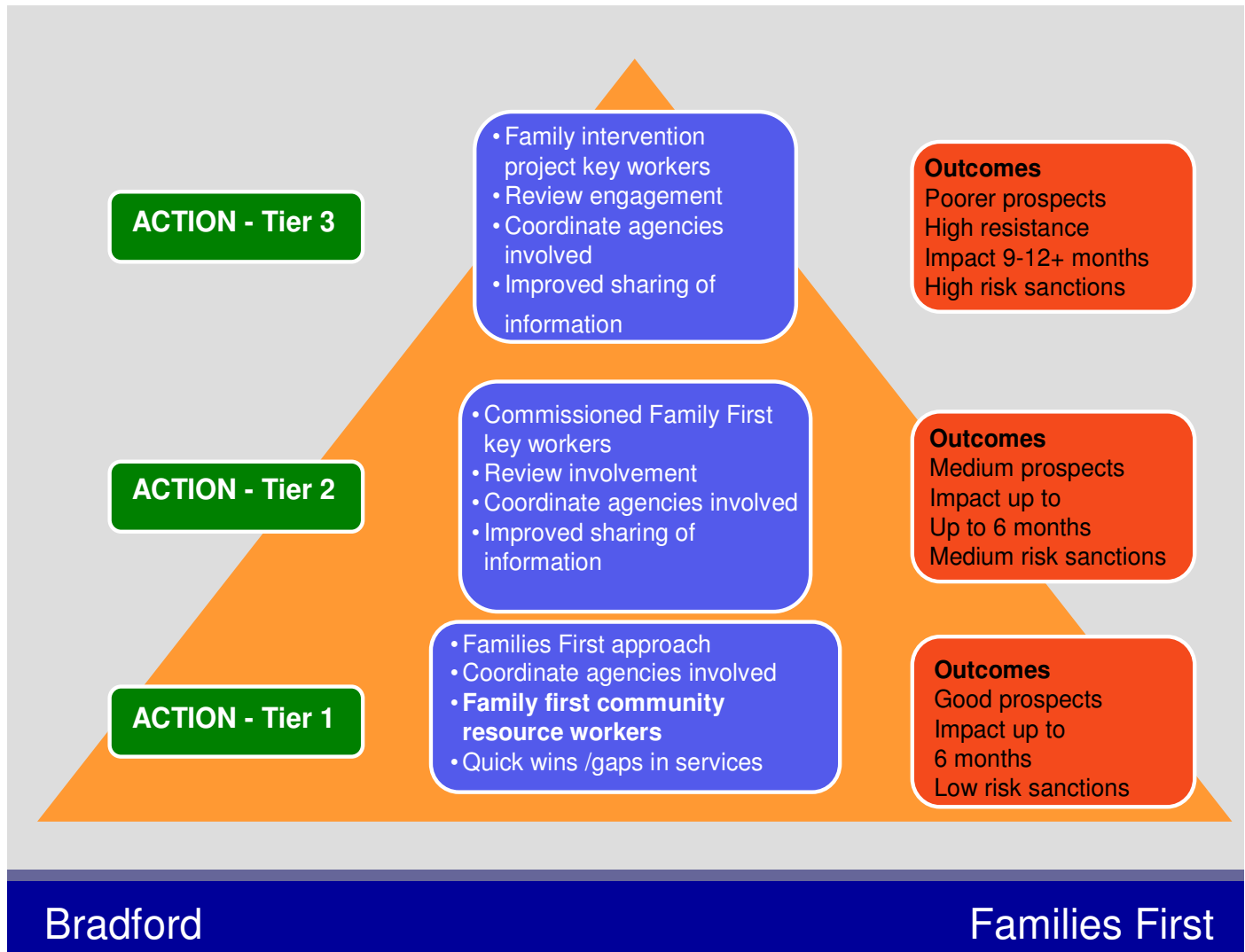
Families First

How are the families assessed for risk ?

This is done through a allocation and sanction meeting which is held weekly focusing on a 13 clusters of wards.

The families who meet the criteria present a range of issues from low risk to very high risk families often with many agencies involved.

Families First tiers of risk



What interventions will be delivered ?

The keyworkers will undertake an assessment of the whole family using a family intervention assessment or a C.A.F.. They will identify the barriers that impact of the family and listen to their needs

This may range from practical support, advocacy, housing advice , brokering between the agencies working with the family, parenting and offering support to the parents to get job ready and enter training and employment and activity to support the y/p attend school and improve behaviour .

Why focus on the adults in the family ?

We won't be able to improve the lives of children in the families unless we help families out of poverty and most parents parent their children in the way they themselves were raised as children. Most parents want the best for their children and themselves but are often overwhelmed by the problems they face

Case examples

Family A with 5 children history of involvement from agencies- Families first involved since Sept 2012 and has provided keyworker support and assistance in pulling agencies together to work in a Team around the family.

Education - 2 of the 5 children's attendance at school below 85% - now creeping to above 85%,
Crime – one of the children supervised by the YOT for committing offences of assault, knife crime, criminal damage and has successfully completed Final Warning and not reoffended.

Asbo –no concerns since intervention

Parenting support - mum and step dad on Family Links (structured parenting programme) and are getting a lot out of the programme and have high hopes this will improve their parenting skills.

Support into training work - 17 yr old supported into attending t college, 14 y/o on CSE work, Mum and stepdad attending works programme.

Overall positive improvements in family functioning.

Family B Families First has provided keyworker support and assistance in multi agency working through supporting a Team around the family meeting and producing an action plan.

Education –attendance was 63% this did improve alternative education arrangements in place.The y/p is now focused on attending college to study sports science.

Crime –no reported offences since intervention.

Asbo-no reports of asbo concerns since intervention.

Parenting support - mum and dad have completed Triple p programme (structured parenting programme). Father reports this has helped him learn new skills to deal with his sons challenging behaviour.

Support into training work – father unable to work due to ill health but has been supported into volunteering.

Home conditions improved with a focus on budgeting, cooking, and cleanliness of the home.

Overall positive improvements in family functioning.

Family C Focus of intervention on the 3 young peoples attendance at school and college –all 3 have improved with attendance at 90% . Mum caring for young child and is keen to seek help to return to work when this child is of school age.

Family D y/p in family history of poor attendance at school and asbo incidents.

He has now left home and being supported into finding accommodation and has been accepted on a course at college.

Family E History of non attendance at alternative school provision. Families First has helped support the young person to attend alternative school provision and mother has worked with staff to redecorate her flat and she has developed enough confidence to start a college course.

Families First Programme - Contact details

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