

Report of the Assistant Director (Children's Social Care) to the Meeting of the Bradford West Area Committee to be held on 25 January 2017

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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 1509 families since September 2014. Council and key partners are ensuring a sustained and assertive effort to meet agreed targets.

We are now implementing the new Early Help structure and offer which aligns 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) will identify and deliver interventions to 5,990 Families by March 2020 against locally agreed Payment by Results targets.
- 1.2 By the end of December 2016, we had reached 1509. We have made Payment by Results claims for 214 of these families. A further claim is due to be made.
- 1.3 Under the new Early Help structure and offer, we are aligning key teams and partnerships to support the Families First outcomes and interventions.
- 1.4 We are ensuring an assertive and sustained effort in order to meet our agreed targets.

2. BACKGROUND

- 2.1 This report outlines the multi agency work to deliver the Bradford's District wide Early Help/Families First Programme which forms part of the National Troubled Families Programme.
- 2.2 Phase 2 of the programme 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.
- 2.3 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.
- 2.4 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.
- 2.5 Families First aim to turn around the families with multiple problems by focusing on the family rather than just mum, dad or one of the children. The team can provide better support and improve the way individual services work together.
- 2.6 The criteria may apply to one individual in the family but once eligible a whole family approach is delivered by the programme.
 - 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.

2.7 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 In Phase 1 we turned around 93% of our allocated families 1632 / 1760 against the Payment by Results targets by improvements for 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 with a wider complexity of needs
- 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 Early Help structure, under Children's 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 Martyn Stenton, new Head of Service has been now taken up post.
- 3.9 Two Service Managers have been assimilated to the new structure; one covering the five Cluster teams and one covering district-wide services and assessed contacts 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 panels were operating in the Keighley and Better Start (BD3/4/5) areas. The pathfinders tested out the best ways to ensure support and plans are offered to children and families below the threshold for children's social work. A multi-agency event was held 5 October to capture learning from panel members. Learning from the two pathfinders is shaping wider plans to upscale Early Help across the district.
- 3.11 Team Managers have also now been assimilated and workers allocated to teams. We have now convened panels aligned to the seven children's centre cluster areas. The new arrangements will be operational by the start of February 2017.
- 3.12 In Phase 2, Bradford has been allocated 5,990 families.
- 3.13 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
- 3.14 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.

3.15 Funding

- 3.16 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.
- 3.17 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.

3.18 Bradford Payments by Results Outcome Plan

- 3.19 We continue to work with partners to deliver our outcomes plan. A Working Group will 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 (data sharing place)
- Housing (strengthening links)
- Youth Services (building links)
- NEET (data sharing in place)
- NHS (strong engagement in area developments and Panels)

3.20 Families First Phase 2 – progress against targets at the end of December 2017

3.21 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.

3.22 By the end of December 2016, we had reached **1509**.

3.23 Below is a breakdown of the families by Ward & presenting issues at the point of joining the programme (report run in June 2016):

Ward	Families	Crime/ ASB	Education	Child in Need of Help	Workless ness	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						
Rural 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%

3.24 We have now submitted a further claim for Payment by Results making total claims for 214 families so far.

3.25 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.

3.26 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.

3.27 Specific Area Committee delivery and partnerships

- 3.28 We have commissioned HIMMAT and Barnardos as our VCS delivery partners in Bradford West. Key workers across the Council and these two organisations work closely together.
- 3.29 In all areas we have developed good links with the schools. We have provided information to Primary, Secondary schools and Pupil Referral Units so they understand the process and where needed, we support school staff to make referrals. We will be visiting Primary School Clusters and Behaviour and Attendance Collaboratives over the coming weeks.
- 3.30 To date, Families First keyworkers contact the schools and inform them about the families they are working with and will seek the schools views, opinions and discuss how we can work together to help the families to engage and support them to make sustainable change.
- 3.31 Strengthening our working relationship with our schools is a key part of our strategy. Schools often have a key role to play by helping to introduce the families and build meaningful relationships with families. This support is invaluable when trying to engage hard to reach families. When we have a good starting point with families this can ultimately lead to better outcomes.
- 3.32 Our keyworkers often host team around the family meetings and professionals meetings in the schools associated with the families. This helps to share information in order to complete the family assessment and agree on actions. The collective input by professionals helps to ensure that we get the right support and the right input from the right agencies to support these families.
- 3.33 As part of the new Early Help arrangements, Families First, Family Centres and Children's Centres in the Bradford West area are already working together to provide and develop services locally.
- 3.34 We are working with our colleagues in the Youth Service to identify vulnerable young people and families. Undertaking joint visits if required, delivering programmes and holding joint team meetings to share expertise.
- 3.35 Workers in West have linked with Café West (Allerton) in order to hold a clinic for local residents and allow/encourage self-referrals to the project. This allowed workers to be a visible presence in the area and advice on face-face basis. We are in the process of attempting to re-establish these in the near future, and possibly offered at other locations in the West constituency. This was based on the model worked with the Job Centre whereby staff attend and see clients in a neutral location and have the opportunity to promote self- help.
- 3.36 In team meetings we encourage individual staff to make links with local provisions, for example we have staff who previously worked with the Youth Service, domestic abuse services and so these staff members are building on existing networks to promote and offer advice around processes and services to encourage referrals and joint working. Information is shared from these staff members with the wider team and details of local courses, activities and provisions are collated regularly and a West Toolkit is being developed, which will be available to all team members.
- 3.37 More recently, team members are visiting local schools and Children's Centres, with

whom we have had little/no referrals from, to identify those families who are a concern - and see if there are ways in which we can work with the provision to offer additional support to professionals already involved.

3.38 Team members are also attending Children's Centre Cluster meetings, community projects and linking with local Voluntary agencies, to ensure that we are promoting partnership working.

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

3.40 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.

3.41 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?

3.42 Effective Family Working - Bradford has adopted a **Think Family** Model which is an effective and consistent family working approach. This includes the delivery of effective parenting programmes. 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.

3.43 Early Help/Families First example:

A) *Issue: YP making allegations towards mum and step dad around chastisement*

Assessment: Mum showing signs/traits of OCD and suffering from depression. Both parents openly said they both lacked confidence and have low self esteem.

Intervention: With support from the key worker, Mum agreed to a referral for therapy. Mum is addressing her depression by regularly attending appointments with her GP and taking her prescribed medication.

Parents both referred to Family Links and completed the programme

B) 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.

4. OTHER CONSIDERATIONS

4.1. None.

5. OPTIONS

5.1 To note the targets and achievement to date.

6 FINANCIAL & RESOURCE APPRAISAL

6.1 The Families First programme is funded by a grant from the national troubled families Programme.

6.2 The current programme ends in March 2020.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

6.1 The Outcome Plan is monitored robustly. Internal Audit approve claims for Payment by Results. A priority focus is on achieving agreed targets. This should be accelerated by the new Early Help arrangements.

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 Early Help/Families First programme is using the Think Family approach to working with families and promoting best practice 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 Early Help/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 Early Help/Families First complies with the Human Rights Act.

8.6 TRADE UNION

8.6.1 None

8.7 WARD IMPLICATIONS

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

8.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

8.1 To note specific issues and partnerships related to the area.

9. NOT FOR PUBLICATION DOCUMENTS

9.1 None.

10. RECOMMENDATIONS

10.1 West Area Committee notes this report.

10.2 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.

11. APPENDICES

11.1 Appendix 1 – Bradford’s Early Help offer & thresholds

12. BACKGROUND DOCUMENTS

12.1 None.

Appendix 1

Community & Universal	Early Help/Additional Needs Universal Plus Services Swift support for emerging worries about development	Targeted Early Help Partnership Plus across a number of agencies (still involving universal) Continuing worries and concerns or non-engaging family	Statutory/Specialist Child in Need/Child Protection/ Looked After Children
<i>Undertake conversations, assessments and plans which focus on seeing and knowing about the day-to-day experience of the child – everything comes back to ‘what is this situation like for the child!?’</i>			
<p>Multi agency conversation and information sharing</p> <p>Early Help assessment within a setting linked to Signs of Safety</p> <p>A range of services and activities available to all across a range of agencies:</p> <ul style="list-style-type: none"> • Childcare • Schools • Community activities • GPs • Healthy Child Programme <p>Clear step up entry point into Early Help</p> <p><i>Disability equality & reasonable adjustments to services</i></p>	<p>Co-located Early Help gateway for public & staff</p> <p>Multi-agency Early Help assessment linked to Signs of Safety</p> <p>Link to a range of advice and programmes focused on need delivered in locality setting</p> <p>Strengthen family resilience to stop problems becoming bigger</p> <p>Advice and support into training & work out of poverty</p> <p>Clear step up & down process</p> <p>Use non-engagement pathway if needed</p> <p><i>Short breaks for disabled children</i></p>	<p>Co-located Early Help gateway for public & staff</p> <p>Multi-agency Early Help assessment linked to Signs of Safety</p> <p>Strengthening resilience approach. Range of local interventions focused on need</p> <p>Assertive outreach for non-engaging families</p> <p>Support out of poverty into training & employment</p> <p>Contribute to Families First outcome plan</p> <p>Clear step up & down process</p> <p><i>Short breaks & inclusion link work for disabled children</i></p>	<p>Child or young person at risk of, or suffering significant harm/significant impairment to health or development</p> <p>Signs of Safety assessment process for child protection</p> <p>Clear step down process</p> <p><i>Disabled children who needs cannot be met through reasonable adjustments, short breaks and/or inclusion link work.</i></p>
<i>Undertake conversations, assessments and plans which focus on seeing and knowing about the day-to-day experience of the child – everything comes back to ‘what is this situation like for the child!?’</i>			

Bradford Early Help Framework

