

# Report of the Assistant Director (Children's Social Care) to the Meeting of the East Area Committee to be held on 16 February 2017.

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**AA****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%
<b>Eccleshill</b>	<b>77</b>	<b>11.7%</b>	<b>32.5%</b>	<b>76.6%</b>	<b>79.2%</b>	<b>24.7%</b>	<b>20.8%</b>
<b>Little Horton</b>	<b>66</b>	<b>13.6%</b>	<b>25.8%</b>	<b>83.3%</b>	<b>81.8%</b>	<b>28.8%</b>	<b>15.2%</b>
<b>Bowling and Barkerend</b>	<b>64</b>	<b>15.6%</b>	<b>26.6%</b>	<b>81.3%</b>	<b>68.8%</b>	<b>28.1%</b>	<b>25.0%</b>
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%
<b>Bradford Moor</b>	<b>47</b>	<b>25.5%</b>	<b>42.6%</b>	<b>87.2%</b>	<b>68.1%</b>	<b>25.5%</b>	<b>14.9%</b>
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)
<b>Bolton and Undercliffe</b>	<b>35</b>	<b>17.1%</b>	<b>45.7%</b>	<b>80.0%</b>	<b>62.9%</b>	<b>31.4%</b>	<b>20.0%</b>
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						
<b>Idle and Thackley</b>	<b>18</b>						
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 Brathay & Barnardos as our VCS delivery partners in East. 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 Keighley 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 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.
- 3.36 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.
- 3.37 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.

### **3.38 The programme helps families as illustrated by the case examples below**

- 3.39 **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.
- 3.40 **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?

**3.41 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.

3.42 Early Help/Families First example:

**Example 1 - What were the problems experienced by this family?**

The issues that the family were experiencing included the following: -

- History of Domestic Violence (DV) that the mother experienced from the father.
- Children witnessing the DV in the household.
- Breakdown of family relationships.
- Behavioural issues with children.
- Daughter displaying risky behaviour.
- Mother is disabled.
- Mother being out of work.

**How did Families First turn the family around/ or how did they help the family?**

After conducting the initial assessment, it was identified that the main concern for the family was the relationship between eldest daughter and mum. Also mum's confidence and parenting skills and the impact that dad has over the family.

Families First built a strong relationship with the family through regular visits and one to one parenting sessions in the home with mum and children. The Brathay worker worked with the eldest daughter at school on a one to one basis and completed internet safety and CSE work with her. This allowed her to have a voice away from her family. She felt confused about the relationship between her mother and father. Once the key worker gained a better understanding of what had been going on at home. The keyworker was able to bring the family together and conduct a family meeting. Mother, father and children all attended and we openly discussed what needs to happen to keep the children safe and happy. Father was open to taking more responsibility for the children and we arranged a regular visitation schedule for father to take the children. Mother and father were also able to discuss their feelings about the DV and their relationship (without the children being present). The outcome from this meeting was that everyone was clear about what they want and how they want to get back to having a happy family.

Mother started to feel stronger in herself and started doing activities for herself. She was offered support around the DV via Staying Put. She felt that Families First support was enough and didn't continue with this. She has enrolled in level 1 course at her local children's centre. Father is not living in the home and mother has kept firm about not allowing him back in until she feels ready. Father respects her



wishes and is there to support with the children only. They have an amicable relationship now and she feels he listens to her now.

After taking part in the Family Links one to one parenting sessions that Families First conducted in the home, mother has put boundaries and rules in place. Families First supported mother and daughter with their relationship and made a contract between them. They are continuously working on their relationship and review the contract regularly. Mother feels the relationship has improved.

Eldest daughter has gained a better understanding about her relationship with her mother and the rules in the home and is still working hard at making changes. She has also joined the girl's football team at school.

Mother is more aware of why the children misbehave and how to cope with this when it happens. Mother has started engaging more with her own family and visits her father once a week.

Mother is keen to start work and wants help with this after she has completed her course. She has never worked due to her disability and lack of confidence.

Working with partner agencies allows the families to access specialist services that will meet their individual needs. Key workers ensure families have access to the services available to them.

### **Example 2 – What were the problems experienced by this family?**

The issues that the family were experiencing included the following: -

- History of Domestic Violence (DV) that the mother experienced from the father
- Children witnessing the DV in the household
- Breakdown of family relationships
- Son having anger issues at school and at home, as well as being deaf
- Debt issues
- Mum being out of work

### **How did Families First turn the family around/ or how did they help the family?**

After conducting the Signs of Safety assessment, it was identified that the main concerns that the family wanted to concentrate on was the issues surrounding the DV between the parents. As well as looking at methods of anger managed for their son.

It was agreed that every few weeks we would concentrate on the rest of the issues once progression was made with each matter one by one.

To help the children understand what Domestic Violence was, how it affects the family, what effect the perpetrator has on the victim, and the affect it has on the children for the mothers; the family were referred to the D.A.R.T Programme.

D.A.R.T Programme stands for Domestic Abuse Recognising Together. The programme is designed to look at how domestic violence affects the mother in the family and the children who witness the DV. It helps the children to understand why the parent stayed in the abusive relationship for so long and why they decided to leave. It also looks at the child views and how much they witnessed. The programme helps to build the relationship between the mother and the child. Brathay Trust teamed up with the HOPE Project to deliver the programme.

Mum and her son went on the 10 week programme. This helped her son to understand that the DV his mum experienced was wrong, why the police was called and why Dad had to leave the household. The D.A.R.T programme also had some positive effects on her son's behaviour at home and at school.

The programme also gave mum the confidence to move forward and have the courage to do things on her own. The skills, techniques and methods of coping helped mum to focus on what future she wanted to strive for.

Mum was referred to a job work coach from DWP. The job work coach helped mum devise a new CV, help search for jobs and look for volunteering opportunities and look for various courses. Mum has now started an 8 week course on family support, after the course she will volunteer with a family centre to advocate on behalf of families where English is not their first language.

We also looked at the incomings/outgoings of the family and looked at where the family can cut back and save. We also devised a debt management plan that mum found manageable to follow and easy to pay back. We called the various companies, banks and council tax and agreed on a payment plan.

Also referred the family to the Dental Service and helped fill in various forms such as a DLA (Disability Living Allowance) Form and Family Fund.

#### **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 East 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	Targeted Early Help	Statutory/Specialist
	<p><b>Universal Plus Services</b>  <b>Swift support for emerging worries about development</b></p>	<p><b>Partnership Plus across a number of agencies (still involving universal)</b>  <b>Continuing worries and concerns or non-engaging family</b></p>	<p><b>Child in Need/Child Protection/ Looked After Children</b></p>
<p><b><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></b></p>			
<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"> <li>• Childcare</li> <li>• Schools</li> <li>• Community activities</li> <li>• GPs</li> <li>• Healthy Child Programme</li> </ul> <p>Clear step up entry point into Early Help</p> <p><i>Disability equality &amp; reasonable adjustments to services</i></p>	<p>Co-located Early Help gateway for public &amp; 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 &amp; work out of poverty</p> <p>Clear step up &amp; 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 &amp; 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 &amp; employment</p> <p>Contribute to Families First outcome plan</p> <p>Clear step up &amp; down process</p> <p><i>Short breaks &amp; 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>
<p><b><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></b></p>			

# Bradford Early Help Framework

