

Report of the Strategic Director (Children's Services) to the meeting of the Corporate Overview and Scrutiny Committee to be held on 22 November 2017.

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Subject:

Families First Programme

Summary statement:

The committee received a detailed report in January 2017 which included information about the Families First programme, progress with engaging families onto the programme and claiming payments up to Oct 2016, information about the new Targeted Early Help structure introduced from January 2017, national and local cost benefit analysis information and examples of outcomes for individual families.

This report provides an update on progress with the programme and related developments in early help services. It covers national programme development, local progress made since the last report in January 2017 and provides examples of recent case studies which show how the programme has helped local families.

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1. SUMMARY

- 1.1 This report provides an update on progress with the Families First programme and related developments in early help services. It covers national programme development, local progress made since the last report to Scrutiny in January 2017 and provides examples of recent case studies which show how the programme has helped local families.

2. BACKGROUND

- 2.1 The committee received a detailed report in January 2017 which included: information about the Families First programme, progress with engaging families onto the programme and claiming payments up to Oct 2016, information about the new Targeted Early Help structure introduced from January 2017, national and local cost benefit analysis information and examples of outcomes for individual families.
- 2.2 Bradford's Families First Programme is a multi-agency programme which forms part of the government's national Troubled Families agenda co-ordinated by the Department for Communities and Local Government (DCLG). Phase 2 of the programme commenced in Bradford in 2014 and we are able to work with up to 6,070 families by the end of the programme in 2020. This is a large and ambitious programme which reflects the size, complexity and deprivation within Bradford.
- 2.3 Along with council and partner support locally, DCLG currently fund us to do this work in three ways:
1. An annual Service Transformation Grant to support programme development, delivery and co-ordination.
 2. Paying us £1,000 per family that meets agreed criteria and is added to the programme with one allocated key worker, a whole family assessment and a family plan. This is called an attachment fee.
 3. Paying us £800 per family where we can demonstrate sustained progress on issues identified through work with them which are linked to our outcomes plan. This has to meet the requirements of the financial framework of the programme, for example, school attendance for each child sustained at 90% or over for three consecutive terms. This is called the payments by results element and is subject to internal audit and sign off by the Strategic Director of Corporate Services.
- 2.4 By taking the approach of 'one worker, one family, one plan', sharing information between services and seeking to provide 'the right service at the right time' there is potential to make considerable savings to the public purse, reduce multiple service input in family lives, reduce demands on late/statutory interventions, help families to help themselves and improve outcomes for different family members.
- 2.5 Our work with families and other services is based on a Think Family approach using Signs of Safety as our framework, with work incorporating the following key elements:

- A whole family Signs of Safety assessment including everyone living in the household.
- A family plan which would address the needs of each family member where identified.
- Regular family and agency meetings to ensure all agencies involved are delivering to timely agreed actions and the family are fully informed of progress.
- One worker who will build a positive working relationship with the family and act as the main point of contact and information for agencies and family as well as delivering direct support to families.
- Make sure relevant support/help is in place for every member of the household if needed with the help of the family network and other services.

- 2.6 Agreed inclusion criteria for the programme are two or more of the following within a family:
- a. Involvement in crime or anti-social behaviour
 - b. Children not attending school regularly
 - c. Children who need help (social care/targeted early help)
 - d. Adult out of work or at risk of financial exclusion
 - e. Families affected by domestic violence and abuse
 - f. Health problems

National Developments

- 2.7 The government published its annual report on Troubled Families in April this year alongside its 'Improving Lives: Helping Workless Families' strategy. Together these documents, and further communications since the general election in June, have reinforced the importance of public services working together to deliver coordinated and tailored support to families experiencing multiple and complex problems. DCLG have also made clear the government's intention for the remainder of the programme to have greater emphasis on tackling worklessness and related problems such as family conflict and debt and for embedding preventative work across agencies to reduce demand on costly reactive services. DCLG have also committed to reviewing the financial framework for the programme and the payment by results model. The updated financial framework for the programme is expected by the end of the calendar year.

Service Transformation Maturity Model and Peer Review of Local Troubled Families Work

- 2.8 DCLG have produced a guide and toolkit for local authorities and their partners delivering the programme. Fitting around local plans for service development and transformation, new opportunities and funding changes, DCLG have asked all areas to complete an initial self-assessment of their position along a path of transforming early help services over the life of the programme.
- 2.9 There are six transformation strands in the model: leadership, strategy, culture, the family experience, workforce development, delivery structure and processes. For each one there is guidance to assess whether the area is positioned as: early, developing, maturing or mature.
- 2.10 The initial assessment was requested by DCLG for September 2017 and this was submitted with a note that this would be updated again after the report to the Executive in November 2017 on integrated early help and related services. The summary of the initial assessment by strand is:

Leadership - Maturing

Strategy – Developing / Maturing

Culture – Developing / Maturing

The Family Experience – Maturing

Workforce Development – Developing / Maturing

Delivery Structures and Processes – Developing / Maturing

Overall initial self-assessment in September 2017 – Developing / Maturing

- 2.11 We are working with North Yorkshire County Council on the transformation of our early help services (and also working with them on our DfE funded B Positive Pathways work as a Partner in Practice). We have therefore agreed with them and DCLG that we would look to peer review each other's work on the Troubled Families programme and it is expected that this will be beneficial to each area. This will be scheduled when guidance from DCLG has been received following some trial peer reviews in other areas. We are also working on this with other West Yorkshire authorities and W Y Police and are planning a session to share and discuss our work and also link this with early intervention work taking place in W Y Police.

Local Developments

- 2.12 Bradford's new arrangements for Targeted Early Help were implemented from October 2016. This enabled the commencement of district wide delivery through a locality model aligned with the children's centre clusters. From January 2017 we have had an Early Help Gateway Service (sitting alongside the front door for social care) and 5 early help clusters which are aligned with the 7 current children's centre clusters. Each cluster has a Targeted Early Help Manager to act as a key point of contact for local services, chair early help multi agency panels and manage a team of staff to do whole family work along with commissioned VCS services.

2.13 Notable areas of development over the last 9 months have included:

- a. Establishing Early Help Gateway service and moving into Sir Henry Mitchell House in August 2017 (same building as social care front door)
- b. Phone lines for front door service transferred to corporate contact centre to improve swiftness and quality of responses
- c. Review of back office admin support functions
- d. Implementation of domestic abuse notifications to schools across the district
- e. Work with a range of services about attaching and engaging eligible families onto the Families First programme including all targeted early help services, commissioned VCS services (eg Young Carers), children's centres family support teams, social work teams, youth service, Youth Offending Team
- f. Closer work with police and community safety services
- g. Launch of ESIF / Lottery funded Stronger Families programme linked with DWP, early help and VCS services
- h. Building Signs of Safety culture – further training and embedding across teams and partners
- i. Development of early help and targeted early help communications eg website, information for schools on Bradford Schools Online, information on Bradford Safeguarding Children's Board website
- j. Introduction of service standards and programme of quality assurance for targeted early help and VCS commissioned services
- k. Early Help Module of Liquid Logic (case recording system) configuration, testing and go live for all new cases from August – linked with LCS social care system for step ups/step down with social workers
- l. Adoption of common referral form for early help, children's centre support and requests for social work support, includes Signs of Safety and Families First questions
- m. Work with partners to update Families First Outcomes Plan, pending further changes to financial framework from DCLG
- n. Recruitment taking place for two dedicated analyst posts to support remainder of Families First programme following Office of Chief Executive restructure – manage database, cross check systems to identify families, support claims for payment by results
- o. Re-commissioning of Families First and related early help contracts taking place to support service delivery between April 2018 and March 2020
- p. Work linked to future of early help in line with report to Executive Board in July 2017 and further report in November 2017

2.14 Collectively, this has helped shape a clearer targeted early help offer across the district which works closely with social care services, local settings and services such as schools, children's centres and health provision. This is helping us to maximise opportunities from the Troubled Families programme in the District.

2.15 Progress with engaging families on the Families First programme is currently as follows:

Date	Families engaged on Families First programme phase II
31 Oct 2016	1,416 (as reported in last report to Scrutiny)
27 Oct 2017	2,312 (with a further 121 families identified and being checked/triaged)

- 2.16 In relation to commissioned VCS services, a number of existing contracts are in place until 31st March 2018. We have gone out to competitive tender for future delivery of these services to enable providers to be confirmed, mobilisation of new contracts, transition and delivery from 1 April 2018. New contract arrangements are being designed to:
- Reshape the contract requirements and develop a model to best fit service requirements.
 - Allow for opportunity to align other children's services differently in line with changes to Early Help delivery anticipated across Bradford.
 - Provide opportunities for continued service delivery by the VCS as part of a mixed economy of service delivery and way to access the added value services in VCS providers in their work with families and young people.
 - Provide a clear compliance with Bradford Council's contract standing orders.

Families First Outcomes

- 2.17 Appendix one includes a small number of recent case studies to highlight the difference the approach is making to families in the Bradford District. Case studies are also used in workforce development sessions with staff and partners and as part of our work through Signs of Safety we have introduced group supervision sessions in our teams to help staff to learn from and reflect on case work. There is also an element of group work in service delivery and this supports family members to share their experiences and learn from each other. For example, family members can learn from other families about their experience of issues such as domestic violence and abuse and how they were supported to address them and become more resilient.
- 2.18 Our work with families through the Families First approach can bring direct benefits for the families themselves and can reduce the need for further service involvement in their lives eg fewer police call outs, fewer visits to accident and emergency or ambulance calls, not needing social work interventions, children not missing school.
- 2.19 We submit regular payment by results claims to DCLG where we can evidence significant and sustained progress in families we have worked with in line with the measures in our outcomes plan and the financial framework for the programme. Examples of this include school aged children with attendance over 90% for three consecutive terms and an adult moving off benefits and into employment for 26 consecutive weeks.
- 2.20 Progress with claims for payment by results payments for the programme is currently as follows:

Date	Payment by results claims submitted to DCLG
31 Oct 2016	214 families
31 Oct 2017	331 families already claimed Plus 112 new claims currently being submitted Total to date 443 families

- 2.21 As noted above we have commenced a review of our current outcomes plan and will look at it further when updated financial framework guidance is received from DCLG.

Progress with Stronger Families programme

- 2.22 Our Families First work in Bradford sits alongside work on the Stronger Families programme which was launched in the summer. This supports people across Bradford and Leeds who are facing challenges in being able to develop their skills, move towards the world of work and secure employment. Taking part in the programme is entirely voluntary and is available to anyone who meets the eligibility criteria. Alongside partners from across Leeds and Bradford we have been given £3.5 million of funding from the Big Lottery Fund and the European Social Fund to deliver the programme until September 2019. Each participant, and their family, will have someone who works with them as a Key Worker, helping them to access support from across their local area. Work in Bradford is co-ordinated through a hub which is managed by Barnardo's.
- 2.23 There are many different factors which affect whether people feel ready to start job-searching or secure employment and the programme includes an offer of specialist help and support in a number of areas including supporting health and well-being, accessing debt and financial advice and building employability skills. Childcare is also available as part of the programme to ensure participants can fully engage with the offer of support. To be eligible for this support, participants must:
- have a dependent child in the same household,
 - have the right to work in the UK,
 - be unemployed or economically inactive
- 2.24 Over the last three months, there have been around 140 referrals to the programme in Bradford, mainly through job centres but also Children's Centres, Early Help services, other children's services, schools, health and voluntary sector partners.

3. OTHER CONSIDERATIONS

- 3.1 Work on the Families First programme is related to other service developments in children's services. This includes a service redesign in children's social work and developments on the DfE funded B Positive Pathways Programme.
- 3.2 Work on Families First is also integral to the remodelling of early help services and members will be aware that there was an initial report on this to July 2017 Executive with a more detailed report to the November meeting, after which a period of

consultation is anticipated. Learning and elements from this programme have been central to the development of proposals and the preferred option being put forward for consultation.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Programme finances are regularly reviewed with finance colleagues and our DCLG contact. Each payment by results claim is subject to internal audit and sign off by the Strategic Director of Corporate Services. Future resources for this work are linked with the work on early help and prevention services which is being reported to Executive in November 2017 and subject to consultation afterwards.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Any programme risks are considered as part of the risk management arrangements for projects in children's services. Partnership oversight of the programme is governed by the Early Help Board. As a cross-cutting programme there has been scrutiny from the Corporate Overview and Scrutiny Committee.

6. LEGAL APPRAISAL

- 6.1 No new legal issues.

7. OTHER IMPLICATIONS

- 7.1 There are no significant new implications arising from this report.

8. NOT FOR PUBLICATION DOCUMENTS

- 8.1 None

9. OPTIONS

- 9.1 To note and discuss the progress made.

To support the need for a continued assertive and intensive approach to reach, engage and improve outcomes for eligible families across the District.

10. RECOMMENDATIONS

- 10.1 The committee continues to support the implementation of Bradford's Families First programme to seek to deliver effective services to families, avoid duplication and improve outcomes for families in the district.

11. APPENDICES

11.1 Appendix One: Examples of progress in families

12. BACKGROUND DOCUMENTS

12.1 None

Appendix One

Examples of progress in families

Example One

A family with a parent and child were referred for targeted early help support. Mum is a single parent who is working but due to stress and anxiety from the job she was off sick. Her child has autism and all were concerned she was not coping well with life in general. There were some alcohol concerns around the impact this would have on her parenting. The worker did an assessment using Signs of Safety and this worked well with both the child and parent and both were willing to give their views and input these in the assessment. The worker discussed concerns in the worry section clearly and the parent understood this and it helped her clearly see why people had concerns and worries. Together the worker looked at the parent's strengths and set some clear actions required. She was supported to access counselling and a support group for children with autism. The mum went to see her HR team at work and resolved her work related issues as she came to understand how this was effecting her child and their relationship. Mum's emotional health has improved and mum is accessing counselling. Mum is now also receiving support for alcohol use. The child is happy and more settled at home with no concerns at the moment. The child is also accessing extra curricular activities outside of school which is helping their mental health and well being which was a clear action on the Signs of Safety plan put together. The child understood the three houses assessment and valued being able to give her views in a non-threatening and open manner and these views were incorporated in the assessment to keep the child's views at the heart of the work with the family.

Example Two

DWP Job Coach works with mum and targeted early help key worker to support mum into work for the first time.

Joint visit arranged in Spring 17 with the key worker to see a young mum who had never worked but wanted to start to look at moving forward and was able to do so after other issues were being progressed. Work Coach discussed that she would need to get a CV and arranged for her to get support to do this. Advised her to make a claim for relevant benefits and helped her sort out a bank account. Worked with mum in getting her digital skills and job search techniques she needed to apply for job vacancies and looked at apprenticeships, training options and regular meetings to apply for suitable jobs. Worked alongside the key worker to ensure kept up to date with how mum was progressing. Mum has been successful and started work full time in Oct 17.

Example Three

Earlier this year, a referral was made into Targeted Early Help by a Police Officer who attended a call to a parental and child conflict incident at the home address. The family unit consisted of mum, dad and two brothers. The incident had involved mum and the youngest child. There had been two other previous incidents at the address. The most

serious incident involved mum being threatened with a knife.

The calls to the Police had been reported as child protection concerns and as a result, notifications had been made to Children Social Care. The family consented to support via Targeted Early Help. The case was allocated to the Early Help Police Officer who conducted a full assessment with the family.

It was identified that the youngest struggled attending school. His behaviour at school was difficult at times and he didn't like being in large groups which affected his attendance and punctuality. He also complained of stomach pains and as such there were concerns with his health. His relationship with his parents and brother had completely deteriorated.

The eldest child admitted that he didn't have a good relationship with his younger brother and he believed that his parents were too lenient with his brother. However after working through Signs of Safety and three houses work, it became clear that both brothers enjoyed spending time together as a family and in particular watching live football matches with their dad.

As a result of the work carried out the boy was referred to his GP and a full health check was carried out and his health problems addressed. Through close liaison with his school nurse – the boy's emotional wellbeing was monitored and an assessment for a CAMHS made and referral passed through to CAMHS for their involvement.

The school worked more closely with parents and child to address his behaviour and concerns around large groups. Such an improvement was made with regards to his behaviour, a personal letter of praise was sent out by the school to the family, thanking them for their hard work and effort.

Close liaison was undertaken with the older boy's school to ensure that his emotional welfare was considered and any issues addressed. The relationship between the brothers has improved remarkably after they have been able to discuss together as a family their worries and have spent quality time together, on holiday and at football.

Due to the conflict between youngest and mum both have attended the parental and child conflict sessions – Enough is Enough. Since they have attended this course, there have not been any further reported incidents made to the Police or Children's Social Care. The eldest child remains a happy teenager and continues to enjoy secondary school. The family remains on track to continue with their significant and sustainable positive changes.