

Report of the Strategic Director (Children's Services) to the meeting of the Corporate Overview and Scrutiny Committee to be held on 15 November 2018.

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Subject:

Update on Families First programme, including links to Stronger Families.

Summary statement:

Committee received a detailed report in November 2017 which provided an update on progress with the programme and related developments in targeted early help services.

This update covers national programme development, local progress and service changes made since the last report. The report also provides examples of how the programme has helped local families turn around their lives.

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1. SUMMARY

- 1.1 This report provides an update on national Troubled Families (called Families First in Bradford district) programme developments, local progress made since the last report and provides examples of how the programme has helped local families turn around their lives.

2. BACKGROUND

- 2.1 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 Ministry for Housing, Communities and Local Government (MHCLG).
- 2.2 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 March 2020.
- 2.3 Alongside council and partner support locally, the MHCLG currently fund us to deliver local work in three ways:
- An annual Service Transformation Grant to support programme development, delivery and co-ordination.
 - Paying us £1,000 per family that meets agreed criteria and is added to the programme with one identifiable main key worker and a whole family assessment and plan. This is called an attachment fee. Families need to meet two of the following inclusion criteria for the programme are two or more of the following within a family:
 - Involvement in crime or anti-social behaviour
 - Children not attending school regularly
 - Children who need help (social care/early help)
 - Adult out of work or at risk of financial exclusion
 - Families affected by domestic violence and abuse
 - Health problems
 - Paying us £800 per family where we can demonstrate sustained progress on the issues identified through work with families which are linked to our outcomes plan. This has to meet the requirements of the financial framework of the programme. 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.

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

- 2.5 MHCLG have produced a guide and toolkit for local authorities and their partners delivering the programme. We completed an initial self-assessment of our local position along a path of transforming early help services over the life of the programme.
- 2.6 There are six transformation strands in the model: leadership, strategy, culture, the family experience, workforce development, delivery structure and processes.
- 2.7 The summary of the initial assessment completed and submitted to MHCLG in September 2017 by strand was:
- Leadership - Maturing
 - Strategy – Developing /Maturing
 - Culture – Developing/Maturing
 - The Family Experience – Maturing
 - Workforce Development – Developing/Maturing
 - Delivery Structures and Processes – Developing/Maturing
- 2.8 Our overall initial self-assessment in September 2017 was **Developing/Maturing**.
- 2.9 In June 2018, we were also visited by the national Troubled Families Practice Lead. The purpose of this visit was to challenge and support our local plans in the context of the requirement that we recover our projections on both families engaged with and positively affected by the programme.
- 2.10 Both the Maturity Model self-assessment and feedback from the national Practice Lead have been incorporated into a local Transformation Plan. Deputy Director (Children's Social Care) chairs the Family Hubs Board which also oversees implementation of this plan.
- 2.11 A further visit by the national Practice Lead and review of the Maturity Matric will lead to an update of the transformation plan by the end of November 2018.
- 2.12 Bradford's new arrangements for prevention and early help are being implemented through a Family Hubs model of delivery. Our new Family Hub model is sustaining core elements of the Families First programme:
- A Prevention and Early Help Outcome Framework and dashboard has been agreed across the children's trust partnership. This includes all the key Families First outcome areas.
 - The largest proportion of the new Family Hubs workforce is Senior Family Key Workers and Family Key Workers.
 - A new post of Practice Lead (Families First) is a part of the new Family Hubs senior leadership team.

- As early as possible in 2019, health visiting and school nursing teams will co-locate with Family Hub teams which will increase joint identification of families who need additional support.
- Our Prevention offer includes group work responding to issues such as domestic abuse and child exploitation.
- A whole family Signs of Safety assessment and plan including everyone living in the household.
- Regular family and agency meetings to ensure all agencies involved are delivering to timely agreed actions and the family are fully informed of progress.
- We continue to provide an Early Help Gateway so all members of the public and professionals can discuss and/or refer any family for support. All contacts are triaged against the Families First criteria.
- Continuation of dedicated Families First Analysts (2 x FTE) and business support to the programme.
- Continue to target schools with higher levels of children experiencing domestic abuse and/or subject to referrals to social work.
- Service standards and quality assurance reinforce 'one family, one worker, one plan' approaches.
- New Early Help Module case recording system which flags families against Families First criteria at contact, assessment, review and closure points.

2.13 Whilst the Family Hub model does reflect a reducing workforce, we have sharpened our focus on family key working, using IT to case track outcomes and evidence-based groups work with families.

2.14 The Prevention and Early Help outcome framework has also sharpened our focus on those localities where there are the biggest inequalities. We have identified at least 10 wards where children and families are experiencing the poorest outcomes. The Early Help Gateway and screen of all daily Domestic Violence Notifications will continue to allow us to identify families who may need support from any part of the district.

2.15 We have now accelerated progress with attaching families on the Families First programme is currently as follows:

Date	Families engaged on Families First programme Phase II
31 Oct 2016	1,416
27 Oct 2017	2,312
End September 2018	3,809 <i>(for the first time exceeding our projections of 3635)</i>

2.16 We are now ahead of our projected attachment figures – as of mid-October that meant £199,000 extra funding for the attachments. Since July 2018, we have added 699 families. This has led to the national team releasing the £633,000. This means over £1.2 million being raised into the council. This is not including claims for

outcomes achieved with families - which will also increase.

- 2.17 In relation to our commissioned VCS services, following a competitive tender for delivery of these services mobilisation of the new contracts has been completed.
- 2.18 This service is led by **Barnardos** in partnership with **Brathay, J.A.M.E.S** and **YMCA** and covers the whole of Bradford & District. As part of a whole family approach there is also intensive youth support for children and young people (age 8-13) where additional needs have been identified.
- 2.19 Delivery is undertaken across four Family Hub areas. There is a total of 22 key worker staff located across these areas delivering a 'Think Family Model; one worker, one family, one plan'.
- 2.20 At present there are **238** families receiving key worker support. This includes 22 young people receiving individual targeted support. Families also access a range additional activities which individual partners are running – including a Barnardos flower arranging work shop in partnership with Prestige flowers and 'Food, Families, Fun' summer programme delivered by J.A.M.E.S and YMCA.
- 2.21 As part of this contract there is recognition of the high numbers of children going missing from home/school settings and increased pressure on the Integrated CSE/MISSING Hub. In response to this there is a Missing/CSE worker (Barnardos) employed (one day per locality) to support capacity regarding early identification of young people at risk and working closely with partner agencies and schools.
- 2.22 Barnardos have also provided training to wider staff based on a Barnardos training resource **Real Love Rocks**. This is a tool used to help young people understand and build healthy relationships. Further work will take place with school staff and to Family Hub family key workers (based on data relating to priority data hot spots).

Families First Outcomes

- 2.23 Appendix One includes a small number of recent examples to highlight the difference the approach makes to families in the Bradford District.
- 2.24 We submit regular payment by results claims to MHCLG where we can evidence significant and sustained progress in individual families we have worked with in line with the measures in our outcomes plan and the financial framework for the programme.
- 2.25 Examples of this include school aged children with attendance over 90% for three consecutive terms, an adult moving off benefits and into employment for 26 consecutive weeks, fewer police call outs, fewer visits to accident and emergency or ambulance calls, not needing social work interventions and children not missing school.
- 2.26 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	443 families
End September 2018	607 and we have already identified an additional 80 families by the 15 October but still below our projection of 705 projected for the end of September)

Progress with Stronger Families programme

- 2.27 Our Families First work in Bradford sits alongside work on the Stronger Families programme which 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.
- 2.28 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. There are strong day-to-day partnership and delivery links across the two programmes.
- 2.29 By the end of September 2018, there have been 195 families participating on the programme in Bradford.
- 2.30 By end of September 2018, 63 participants had moved into employment or training, 29 had moved into employment and 22 had moved from being economically inactive to job searching.
- 2.31 On 29 August 2018, Stronger Families hosted an event to celebrate the work that has been carried out over the past twelve months in Bradford and the journeys that the participants have experienced. The Bradford Participants forum that was held in July and all the activities were suggested by parents during the forum.
- 2.32 All participants who have been engaged with Stronger Families over the last year were invited, participants could bring friends and family who they thought might benefit from the service or who could offer them support on the day.
- 2.33 The event was attended by 35 adults and 65 children. Stronger Families also had an information stall which was supported by two parents who had attended the initial forum. Parents could meet and talk with some of the key partners and support services.

3. OTHER CONSIDERATIONS

- 3.1 The core priority within the transformation plan is focused effort to link as many families to the programme as possible by the end of March 2019 in order to maximise claims for positive results before the programme ends in March 2020.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Programme finances are regularly reviewed with finance colleagues and our MHCLG contact. Each payment by results claim is subject to internal audit and signed off by the Strategic Director of Corporate Services.

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 Family Hubs Implementation Board. As a cross-cutting programme there is also 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 Committee is asked:

- To note and discuss the progress made.
- To support the need for a continued assertive and intensive approach to the reach of the programme and improved outcomes for eligible families across the District.

10. RECOMMENDATIONS

- 10.1 The Committee consider the implementation of Bradford's Families First and Stronger Families programmes which delivers 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

Family A supported through Barnardos

Worries at the time of referral

The relationship between a young person and his parents were very strained which was leading the young person to have angry outbursts. It was identified that the focus of work should be around parenting skills, behaviour management for the young person and relationship development.

The whole family assessment identified that the majority of the young person's anger and relationship break down was linked to the amount of alcohol the father was drinking. This was leading to changes in the father's behaviour and lack of money within the household.

Additionally his mother suffers from a degenerative disc disorder (spine/disability has long term depression.) Both parents were worried about their son's emotional wellbeing as he seemed to be low in mood, low self-esteem and depressed at times. There were no concerns identified for the elder sibling.

Work completed with family

Following assessment including a Three Houses model a work plan identified

- 1:1 work with the son, 1:1 with each of the parents and a Family Meeting.
- Referral to Young Carers and Wellness Recovery Action Group with the young person.
- Discussions with College as the son was struggling with his peer group and academic work
- Triple P parenting was identified as the preferred parenting programme as the focus is on behaviour management and would enable the additional use of coping skills which would help support the parents.

Progress/impact/outcomes at the end of the support

The Family sessions created a safe space to talk about the impact of parental alcohol use.

Following meetings with College and advocating on his behalf it was identified that the young person has dyslexia and is now getting appropriate support. An Education, Health and Care Plan has been applied for. The young person attended all the WRAP sessions and is to be asked to act as a mentor in future groups. He is currently engaging with Young Carers.

Dad is undertaking a medical detox and Mum has applied to be a volunteer and also supported a Barnardo's recruitment panel.

Dad and son have been playing pool together and the physical fights between them have significantly decreased. Dad has been signposted to volunteering opportunities once he has completed detox.

Mum feedback:

When I was first asked to volunteer to be part of the interview process for Barnardo's Families First, I was slightly hesitant, and thought "why have I been asked".

On the morning of our first meeting I did consider not going because I was hesitant, drained from doing my normal family things and just felt like I didn't want to. However, I persuaded myself to go and I'm glad I did. I met some lovely people, other parents and other key workers, and it got me out of the house and thinking about something else other than my family and its problems etc. After my first meeting I felt more confident, and proud of myself.

I would like to say, any experience I have had working with Barnardo's has been a positive one.

Family B supported by Barnardos

- Dad – over aged 65 years
- Daughter – young adult
- Son – young adult
- Son – young adult
- Son – high school
- Son – just started high school

Worries/concerns at the time of referral

Dad was receiving mental health support from Lynfield Mount, due to wanting to end his own life. Dad is a single elderly parent with his wife currently remaining in Pakistan.

The only money currently being received is dad's pension. The young adults in the family are not receiving any education or benefits.

Schools are not local to the family home, impacting on attendance. Look into Young Carers support for younger 2 children.

Work completed with family

Worked with adult social care to support dad receiving appropriate support. Worked with the older young people to register for college and benefits, enabling one of the young people to get a job. Supported school transfer to local school, including supporting and attending the appeals process. Offered young carers, but they feel it is not needed at this time. Ensured the family are receiving appropriate housing benefits and school meals benefits. Registered family with a dentist.

Progress/impact/outcomes at the end of support

The younger children are now attending their local school, and their attendance and well-being has improved significantly.

All of the adults in the house are receiving appropriate benefits, college education and employment support, one of them is now in employment.

The family unit are happier, and looking forward to the future.

Family C supported by Targeted Early Help

Worries at the point of referral

Referral from secondary school. Concern regarding young person's attendance at school and worries about her socialising with other young people involved in crime – though no crime committed by this young person. A whole family assessment was completed.

Support provided to the family

1:1 work with young person regarding aspirations and explored Post-16 college courses to encourage engagement at school. Contract of attendance completed with young person, mum and shared with school

CSE (child sexual exploitation) risk assessment completed following concerning incident during intervention. Following this 1:1 work with the young person on CSE/keeping safe. Police worked 1:1 on internet safety. Mum is now attending a parenting course around preventing CSE.

Concern raised regarding younger sibling hearing – referral to school nurse made and ruled out hearing concerns.

Mum struggling to manage younger sibling's behaviour – frequent arguments, mum not putting consistent boundaries in place and putting lot of pressure on older child to support her in parenting. 1:1 with mum using Family Links programme.

Mum not in work and we discussed return to work with mum – low self-esteem and confidence but now attending life-coaching course run through Hidden Voices.

Progress/impact/outcomes at the end of support

Young person's attendance has improved and is now focussed and engaging with school with plans to attend College open days shortly – clear career in mind!!

Young person has identified the risk-taking behaviours she was engaged in, also recognised how she managed to get herself out of situations where she didn't feel safe. She has now started a weekend job waitressing and is not meeting with groups involved in initial concern. Relationship with mum has improved.

Mum more confident in parenting – putting consistent boundaries in place has helped improve behaviour. Mum is really benefitting from life coaching and parenting group – mum has a meeting planned with Job Centre and thinking positively about starting work now youngest is starting nursery

Family D supported by Targeted Early Help

Worries at the point of referral

Mum and her daughter (aged 8 years old) moved back to live in Britain after living abroad, fleeing from domestic violence and a very controlling relationship where they were not allowed out of the house. Child witnessed domestic abuse and was home schooled. Child was diagnosed with Autism. Mum suffers from anxiety and depression and this can sometimes impact on child.

Child's behaviour can be aggressive and violent, especially towards mum.

Mum having to rely on friends for money and accommodation.

Child did not attend school for several months. After several months child started attending 2 half days at SEND school and coped really well. After being assessed as having Autism she started full time at SEND school in 2018.

Support provided with the family

Parenting support, food parcels and clothing for the child. Emotional support and advised mum to seek help for her own mental health. Mum now on medication.

Liaised with school and organised reviews where education were discussed and formulated an action plan. Took mum and child to furniture project so they can furnish their house cheaply. Took mum and child to Job Centre to make appropriate claims. Mum still only entitled to claim employment benefit, child benefit and housing benefit as she is not entitled to disability living allowance for another year.

Joint home visit with a job coach. Job coach is still involved, mum is actively looking for work to fit in with childcare.

Outcome by the end of support

Child is at SEND school where she is settled and getting her educational needs met and transport is provided. Child's getting her health needs met via paediatrician and specialist dentist.

Mum's mental health has improved and she sees her GP when needed.

The family are living independently in their own house for the first time. Mum is actively looking for a part time job to fit around child's schooling. Child is settled at home and has less challenging behaviour. Mum is in a new relationship but money is still very tight.

Mum said:

Thank you for everything you have done for us.