

## CHILDREN, YOUNG PEOPLE & FAMILIES PARTNERSHIP

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| 1. | <b>Meeting:</b> | <b>Children, Young People and Families Partnership</b> |
| 2. | <b>Date:</b>    | <b>22<sup>nd</sup> May 2013</b>                        |
| 3. | <b>Title:</b>   | <b>Families for Change – The Impact on Services</b>    |

#### 4. **Summary**

The Children, Young People & Families Partnership has previously received reports on the Troubled Families Financial Framework and Rotherham's delivery of the programme, which is known as Families for Change, and the anticipated impact that this will have on families – particularly those currently known to services.

Work to engage families identified through the Troubled Families Financial Framework has been underway for four months. It is now possible to begin to analyse where there are gaps in provision and how the work will inform the wider strategic priorities that have been identified in the Children and Young People's Plan and The Health and Wellbeing Strategy.

This report seeks to highlight some areas of delivery where a new approach is being taken that may, if it is successful, help to inform wider change to services. The areas highlighted are:

- Enhanced Leadworker provision,
- Enhanced support for families where children are subject to a Child Protection Plans, delivered by the Voluntary and Community Sector alongside statutory services,
- Supporting access to IAPT (Improving Access to Psychological Services),
- New working relationships with Job Centre Plus

#### 5. **Recommendations**

**The Children, Young People & Families Partnership is asked to:**

- **Receive the information about how the Families for Change work has the potential to inform different models for service delivery;**
- **Request that detailed case studies are brought to a future meeting to exemplify how the highlighted development areas are supporting families.**

## 6. Proposals and Details

### Background

In December 2012 the Troubled Families Unit published, 'Working with Troubled Families, a guide to the evidence and good practice.' This report pulls together the evidence based to support a changed approach to working with families, stating:

*'It is clear that as much as troubled families are often characterised as dysfunctional – the same could be said for the services around them. The state is spending significant resources on services for families whose focus is to attempt to maintain families in the status quo, however chaotic that might be, or to prevent them getting worse – rather than getting to the root cause of their problems and helping them change for the long term.'*

*'Troubled families often have a whole host of agencies involved with them, often focussing on the individuals within that family, which can bring its own problems as families become confused by overlapping professionals, assessments and appointments. This costly and unfocussed activity can mask the lack of progress for that family.'*

The report goes on to identify five family intervention factors:

- i. A dedicated worker, dedicated to a family
- ii. Practical 'hands on' support
- iii. A persistent, assertive and challenging approach
- iv. Considering the family as a whole – gathering the intelligence
- v. Common purpose and agreed action

Rotherham has made a commitment to the Department of Communities and Local Government to work with 244 families in the first year of the programme, which ended on 1<sup>st</sup> April 2013, and an additional 365 in this financial year.

In order to achieve this level of engagement, and ultimately change, some new infrastructure has been put in place; this will provide some extra capacity (including the family intervention factor, delivered in its purest form via the Family Recovery Programme) but, in the most part, will rely on applying elements of the family intervention factor through improved coordination of existing services.

A pragmatic way to begin this system change is the use of a single coordinated plan that all agencies can engage with, work to, and be accountable for. The Family CAF provides this tool, as well as capturing the strengths, needs, and commitment of the family. For the Family CAF to be successful requires the leadership of a single worker (the Lead Worker). The Lead Worker should also provide the family with a single point of contact and someone that they trust to interpret, explain and challenge families to engage with the plan.

Troubled Families funding has enabled us to appoint seven Families for Change Coordinators. Five are employed on fixed term contracts with RMBC,

the additional Coordinator is currently commissioned from Rotherham MIND who have built a strong presence in a contained geographical area of the borough (Maltby). A recruitment process is currently underway for a seventh coordinator who will have specialist language skills to support families who are EU migrants. The Families for Change Coordinator's role is to coordinate engagement and activity with families who have been identified using the Troubled Families criteria. They establish the existing involvement of agencies and initiate a Team Around the Family meeting to engage professionals and start the process to coordinate activity using a Family CAF.

The Families for Change Coordinator will provide continued oversight for this process; ensure that there is no 'drift' and address lack of engagement from professionals and families where necessary.

### **Enhanced Leadworker Provision**

The Families for Change Coordinators role relies on other practitioners acting as the Lead Worker. This capacity is not always available from existing resource. In many instances there may be capacity (willingness) to provide a 'light touch' approach to the Lead Worker role but a reluctance to provide more direct interventions with families, to help kick-start and facilitate the ongoing change process.

There was therefore an urgent need to provide additional enhanced Leadworker provision through a commissioning process in order to:

- Deliver engagement with families in the timescales required to deliver the Troubled Families Initiative (609 families by March 2014);
- Deliver the outcomes identified in the Troubled Families Financial Framework to release payment by results funding;
- Ensure that there is capacity in the system to both coordinate the work of professionals, and provide face to face support with families;
- Model a different way of working with families that will support whole-system change in the long term.

**The Family Support Service** will 'inject' the system with capacity that can provide the 'family intervention factor' with families who are on the continuum between vulnerable and complex, but before their needs escalate to a position between complex and acute. This contract has been awarded to YWCA and service delivery will commence in June 2013.

**Enhanced support for families where children are subject to a Child Protection Plans, delivered by the Voluntary and Community Sector alongside statutory services.**

**The Intensive Family Support Service** will provide whole family support to families that are subject to a Child Protection Plan and part of the Families for Change cohort. The nature of this service will be to provide direct support for the whole family, with a focus on understanding where the whole family system requires support in order to make the improvement identified in the child protection plan. The purpose of commissioning this service is to:

- Reduce the amount of time that children are on a Child Protection Plan;
- Provide intensive support to families to ensure that there is no 'drift' allowed in the system;
- Provide a robust evidence base where it is considered inappropriate for children to remain with their families;
- Support families to improve school attendance, end involvement in crime and anti-social behaviour and access skills development, pathways to employment and employment.

This contract has been awarded to Rotherham and Barnsley MIND and service delivery will commence in May 2013.

### **Supporting access to IAPT (Improving Access to Psychological Services)**

The Family Recovery Programme, and other targeted services including Think Family Parenting and Children's Social Care Practitioners, frequently identify concerns about parents' mental health and the impact that this has on the whole family dynamic, their ability to parent, and, ultimately on the children to thrive. These concerns would be typically defined as mild to moderate mental health issues, and would not meet the thresholds for referral through the RDaSH Access Team (with whom pathways have been developed).

In order to identify and support mental health problems experienced by families, links have been made with the IAPT service. Improving Access to Psychological Therapies (IAPT) is a national initiative designed to help adults who have emotional and common mental health difficulties. The provision comprises:

- Psychological wellbeing practitioners, who provide guided self-help for people with mild to moderate anxiety disorders, stress or depression based on a cognitive behavioural model.
- Mental Health Practitioners who provide time-limited support for people with moderate to severe anxiety disorders, depression or stress, based on a cognitive behavioural model, and
- High intensity therapists who provide time-limited treatment for people with moderate to severe anxiety disorders, depression, post-traumatic stress disorder, phobias and OCD.

Some therapies can be accessed through self-referral, and all can be accessed via the GP surgery.

The challenge for families who are part of this cohort is that there is no additional support to access the provision, for example, to attend appointments, and there is a waiting list of between 8 and 18 weeks.

However, it has been agreed to test if it is feasible for parents to access this provision, particularly if they are supported by their Outreach or Lead Worker. The Families for Change Coordinators, Family Recovery Programme Outreach Workers and Think Family Parenting Practitioners will be identifying families and supporting them appropriately based on an understanding of

IAPT that they did not have previously, and outcomes will be tracked as part of the wider context of the Family CAF.

### **Work Provision**

Getting families back into work is an important component of the Troubled Families programme, and the most incentivised in the payment by results framework. £800 is available for any family where at least one adult has moved into employment for a period of at least 6 months.

To support this ambitious goal a delivery agreement has been set up between the Department of Communities and Local Government and the Department for Work and Pensions. This agreement will see a dedicated Job Centre Plus secondee based within the local authority to provide employment advice.

It is expected that the Families for Change Employment Adviser (as they will be known in Rotherham) will be in post from mid-June 2013. Their role will be to ensure that the delivery of welfare to work support is integrated into Families for Change delivery, by working directly with families. For some families they will be key members of the Team Around a Family, whilst for others they will provide an important link with colleagues within the Job Centre.

The agreement states that the secondee will have access to the DWP Labour Market System and will be able to share information with the local authority on a regular basis. In return it is expected that the local authority will share information about the families that it is working with so that advisors within the Job Centre are aware that the advice they provide is part of a wider coordinated package of provision. The information sharing components of the agreement are still being discussed by the Troubled Families Coordinator with the DWP Partnership Manager locally and with the Troubled Families Unit nationally.

## **7. Finance**

For year 1 we received 80% of the available funding via up-front attachment fees, with 20% available to claim based on achieving outcomes with the families. The total of £649,600 received was based on working with 244 families.

For year 2 60% of the available funding is via up-front attachment fees, however, prior to releasing these monies DCLG have asked for assurance that local authorities have identified the expected number of families and engaged at least 85% of year 1 families. Rotherham was able to provide this assurance and can expect funding of £732,000 this year.

All spending to date has been profiled against these attachment fees. Any additional commissioning will need to be based on alternative funding streams, or will follow successful work with families and ensuing payment by results claims.

## 8. **Risks and Uncertainties**

Funding for the programme will be based on a payment by results framework, predicated on an assumption that the local authority and its partners will contribute to the investment (largely in kind) required to realise the results required. There is a risk that, in the current financial climate, it will not be possible to maintain the existing level of investment. If existing infrastructure is not sustained, the Families for Change Delivery Plan may become infeasible, placing future funding payments at risk.

The payment by results funding framework requires sustained change from families across the domains of school attendance, anti-social behaviour and employment. These may be difficult to achieve given the complex problems that many families are being supported to address.

## 9. **Policy and Performance Agenda Implications**

The Rotherham approach to the Troubled Families agenda is aligned to the operational delivery of the Early Help Strategy and the poverty workstream of the Health and Wellbeing Strategy, which aims to deliver targeted support to Rotherham's most deprived neighbourhoods.

## 10. **Equality and Diversity**

An Equality Impact Assessment has been completed for the Early Help Strategy and Implementation; this covers the Families for Change Delivery Plan.

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