

## ROTHERHAM BOROUGH COUNCIL: REPORT TO MEMBERS

1.	<b>Meeting:</b>	Improving Lives Select Commission
2.	<b>Date:</b>	6 <sup>th</sup> November 2013
3.	<b>Title:</b>	Families for Change
4.	<b>Directorate:</b>	CYPS

### 5. Summary

The Department of Communities and Local Government (DCLG) launched their Troubled Families Initiative in April 2012. Rotherham has responded to this initiative by delivering the Families for Change programme. Operational implementation has now been underway for almost 12 months (since January 2013). The presentation accompanying this report sets out requirements of the Troubled Families Financial Framework and the infrastructure that we have put in the place. This report provides an update on the outcomes of the work – in relation to payment by results (PbR) outcomes, the impact on families, and learning that may inform future service delivery.

### 6. Recommendations

The commission is asked to:

- Receive this report and seek clarification of any points herein to satisfy the requirement of the commission to scrutinise provision locally.
- Ensure that Elected Members are aware of the referral routes available for vulnerable families that would benefit from Early Help (via the Early Help Assessment Team).<sup>1</sup>
- Consider how the learning from the Families for Change programme can inform the Select Commission's future work programme, (including for example its scrutiny of the use pupil premium and child poverty).

### 7. Proposals and Details

#### 7.1 Engagement. Identification and Case Studies

Rotherham has provided a commitment to DCLG to work with 730 families across the three years of the programme. This breaks down to 244 in year 1 (achieved), a further 365 by April 2014 and a further 121 by April 2015. We are on a trajectory to achieve this. 415 families who meet the Families for Change identification triggers are now engaged with services, including Children's Social Care, Youth Offending Services, Families for Change commissioned services as well as through a multi-agency approach overseen by Families for Change Coordinators.

<sup>1</sup> Early Help Assessment Team: 01709 822636

Families are identified using a combination of three criteria set out in the Troubled Families Financial Framework; a fourth filter may be applied at local discretion. The criteria are:

### ***Crime/anti-social behaviour (ASB)***

We need to identify young people involved in crime and families involved in anti-social behaviour, defined as:

- Households with 1 or more under 18-year-old with a proven offence in the last 12 months, AND/ OR
- Households where 1 or more member has an ASBO, ASB injunction, anti-social behaviour contract (ABC), or where the family has been subject to a housing-related ASB intervention in the last 12 months (such as a notice of seeking possession on ASB grounds, a housing-related injunction, a demotion order, eviction from social housing on ASB grounds).

### ***Education***

We need to identify households affected by truancy or exclusion from school, where a child:

- Has been subject to permanent exclusion; three or more fixed school exclusions across the last 3 consecutive terms; *OR*
- Is in a Pupil Referral Unit or alternative provision because they have previously been excluded; *OR* is not on a school roll; *AND/OR*
- A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms.

### ***Work***

Once we have identified everyone who meets one, or both of the anti-social behaviour and education criteria, we can identify households which also have an adult on out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance).

In the first year of the programme, Rotherham's local filter was that the family was resident in one of the eleven most deprived neighbourhoods. In subsequent years we are asking professionals to refer families who are affected by factors including domestic abuse, problematic use of alcohol and poor parental mental health.

Much of the work delivered through the Families for Change initiative is about 'joining-up' the support that is provided with families, to ensure that it is purposeful and integrated, and that the family are clear about what is expected of them and what they can expect from services. The PbR funding also provides an imperative for the work to be outcomes-focused.

Case studies provide an excellent insight as to the nature and impact of the Families for Change work and two are included as an appendix to this report.

## 7.2 Payment by Results

Rotherham submitted its first payment by results claim for families who have achieved the outcomes set out in the Troubled Families Financial Framework at the end of July 2013.

An outcome is achieved if school attendance for all children in the family has increased to more than 85% and this has been sustained across **three school terms**. It is also possible to claim an outcome for school leavers. This improvement needs to have been achieved in conjunction with a reduction in involvement in crime or anti-social behaviour. All the 88 claims made by Rotherham in July were based on achievement of these outcomes. Clearly the requirement to evidence improvement over three school terms places a time lag on the availability of results claims to be made.

An additional payment is available where an adult family member has engaged with ESF Employment Support (Wiseability) or the Work Programme. In July Rotherham claimed for one family that has engaged with Wiseability.

The October claim period for Payment by Results (PbR) allowed us to claim outcomes for a further 53 families who had achieved improved outcomes for school attendance and anti-social behaviour. For six families we were able to claim the progress to work outcome.

If an adult family member has entered and sustained employment for a period of 6 months it is possible to claim an outcome regardless of the progress in relation to attendance and anti-social behaviour. In October we were able to claim for 5 families where an adult has remained in continuous employment for 3-6 months (dependent on the benefit previously claimed).

The total financial value of the claim in July was £51,200, in October it was £35,500.

## 7.3 Learning and informing wider system changes

The purpose of the Troubled Families work, as stated by DCLG, is not just to achieve specific outcomes with this (relatively) small cohort of families, but to use the work to model better ways for existing services to engage with families.

Families for Change has been delivered in this spirit; some of the learning is already being implemented across services, whilst some will require longer term system and culture change.

- The value of the leadworker role is evidenced through better outcomes with families again and again. Often services for vulnerable families are available (e.g. debt advice, bereavement counselling, mental health treatment) but, without an advocate to act on their behalf, families fail to access appropriate services. The leadworker provides the advocacy required. Families for Change work ensures that there is a leadworker available for families who are part of the cohort. If this approach could be embedded in the way that all services are commissioned and delivered this may help us to target provision more effectively.

- The leadworker is also able to ensure that services are better coordinated and that practitioners from different disciplines work together to deliver a coherent package of support to families. The Family CAF is an effective tool to assess and plan for a family's needs. It is hoped that use of the Family CAF will become embedded across services.
- The Families for Change work has helped to improve the Family CAF training process and has informed new guidance for practitioners. An alcohol audit will also be embedded into the Family CAF process to help quantify the extent that alcohol affects family functioning, and identify the pathways that need to be in place.
- Long-term, a more coordinated approach to service delivery could be achieved, at least in part, if all front-line workers take a holistic whole-family approach to how they assess family's needs, and implement policies. For example, families are sometimes severely impacted by mounting debt caused by fines levied by the local authority, or for non-payment of school meal costs, where this might have been avoided by simple solutions (e.g. helping the family claim the free school meals they are entitled to, or helping them address the underlying issue that means they are unable to maintain appropriate home conditions). Work is already underway to join up work with families that fall into rent arrears with family support work.
- Operational information and intelligence sharing is an ongoing challenge to delivering joined-up services effectively. Overarching agreements are in place to ensure that appropriate information sharing is possible and properly governed. The Families for Change work provides a model for how this can work at operational level, where information is shared wherever there is a clear purpose for this, and the family's consent is sought where this is required.
- A managed step-down approach has been implemented for families who are identified as part of the Families for Change cohort; this allows social workers to transfer cases that no longer require statutory intervention into a Family CAF process where there is a dedicated (externally-commissioned) lead worker. It is hoped that this will enable families to sustain long term change and avoid the necessity to re-refer to social care.
- Although a dedicated (externally-commissioned) leadworker will not be available for families who do not meet the Families for Change criteria, the managed step-down process has been proposed for all families that exit from social care intervention.
- Long-term, it would support families to thrive if all services were delivered as part of a managed and coordinated multi-agency pathway that ensured that service provision was de-escalated in a planned way across the continuum of need.
- Some specific gaps in service have been identified, for example, to provide whole family support for families affected by domestic abuse, and the provision of therapeutic interventions that may have a longer-term impact on the causes of dysfunction in families. The Families for Change work will allow us to commission specific pieces of work with a targeted cohort of families, track the

outcomes of these interventions and explore creative partnership funding options for the work. For example, a family mediation pilot has delivered significant outcomes in relation to improving school attendance. We will share these outcomes with schools to explore if this would be an effective spend of Pupil Premium monies.

#### **7.4 Future Delivery**

In July 2013 DCLG announced that the Troubled Families Programme will be extended until 2016, central government has committed funding to this for 12 months and suggested that there will be capacity to work with 400,000 more families nationally. This significantly widens the reach of the work (it would aim to work with 60% more families than the original initiative) although little information has been released about how the parameters will be set, and how the funding will be allocated. There are clear indications that the identification criteria will include indicators to work with families with pre-school children as this was a notable lack in the current programme.

The nature of the new programme's structure will have an effect on the way that we approach the sustainability of existing dedicated provision that has been put in place to deliver the Families for Change work. The role of the Troubled Families Coordinator, Families for Change Coordinators, performance and business management staff and commissioned services will all need to be reviewed in the light of what we have learned to date and the requirements of the new programme. If continued funding is not available from DCLG (or if this funding has different obligations attached) there will need to be a local decision about what we continue to deliver, and what we stop delivering. This dialogue will need to be in the context of a holistic view of services that are delivered to families, across the spectrum of Early Help (and including adults and children's services delivered by RMBC and its partners). Schools already play a central role in the delivery of early help services, and now account for significant resources – both in terms of schools budgets and officers – to support families in receipt of early help, often commissioning discrete and bespoke services to respond to need. The allocation to all schools of Pupil Premium funding further increases the financial resource available to support children and young people (available for those who have been registered for free school meals at any point in the last six years known as 'Ever 6 FSM'). In 2013/14, the total projected pupil premium for Rotherham is £10,524,000<sup>2</sup>. There will be significant cross-over in the Families for Change and pupil premium cohorts since both include families where benefits are claimed.

### **8. Finance**

The PbR claimed in October 2013 was £35,500. This represents 5/6 of the attendance and anti-social behaviour results claimed (£700 per family), in line with the formula set out in the Troubled Families Financial Framework. An outcome related to progress towards employment allowed us to claim an additional £100 for 6 families. We have now claimed outcomes for 147 families at a rate of £800 (year 1

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<sup>2</sup> Illustrative projection, subject to validation with school roll info and Ever 3 FSM as of January 2013. Source: <http://www.education.gov.uk/schools/adminandfinance/financialmanagement/schoolsrevenuefunding/a00218077/funding-settlement-2013-14>

rate). If our projections are accurate we will be able to begin claiming at a higher rate from July 2014. The year 2 funding formula reduces the attachment fee available to 40% of the total allocated amount, but results are 60% of the total; this means that £1600 will be available per family.

## 9. **Risks and Uncertainties**

For this, and subsequent financial years, the balance of funding available becomes increasingly weighted towards payment by results, and therefore there is a risk that if existing, successful programmes, and establishment infrastructure are not sustained in the medium term, the potential for evidencing further successes would be reduced significantly.

## 10. **Policy and Performance**

- Health and Wellbeing Strategy
- Children and Young People's Plan 2013-2016
- Early Help Strategy 2012-2015

## 11. **Background Papers**

The full Troubled Families Financial Framework is available online at

<https://www.gov.uk/government/publications/the-troubled-families-programme-financial-framework>

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## **APPENDIX**

### **Case Study 1**

#### Family Background

There are five children in the family, three are at high school, two are at primary school and the youngest is under five. The children's school attendance was poor, partly because the younger children are not on roll at the primary school closest to their home, or where the pre-school children attend the Children's Centre. Adult A worked in a packing warehouse for 3 years but suffered an accident at work. Following his accident Adult A had a break in employment for 1.5 years; he then sought new employment within a packing warehouse but was made redundant. He is currently on a Work Programme through JCP.

The youngest child, Child G is eligible for a place at F Children's Centre through 2 Year Funding but as Child G is still breastfeeding Mum does not feel Child G is ready to access Nursery at present. Mum accesses groups and activities at F Children's Centre with Child G on a weekly basis, and enjoys this.

#### Needs Identified

Due to the distance, concerns about the older children's safety and recent severe weather conditions Adult A takes all of the children to school; W secondary and K Primary school. Adult A's Work Programme starts at 9am, which is the same time as school starts. When Adult A was late for Work Programme this resulted in his benefits being stopped – this had an obvious worrying impact on the family's financial situation.

When Adult A finds employment, the family expressed concerns that they would continue to struggle to take all children to and from school as Adult B would have to manage this alone.

The family explained that they had completed an admissions form to move Child E and Child F from K Primary School to F Primary School as the school is a lot closer to the family home therefore Adult B could walk with the children to school. This would alleviate some of the pressure on Adult A to transport all children to school as he would only have to travel to W comprehensive School.

An initial investigation of breakfast club and after school club provision suggested that the costs would be prohibitive for the family (more than £120 per week).

#### Multi-Agency Involvement

Children's Centre Staff

School Staff, including Leadership Teams and Learning Mentors

Education Welfare Service

#### Outcomes

The Families for Change Coordinator established that, because the children are on free schools meals they are entitled through the pupil premium to access the breakfast club at W secondary at no charge. They were also able to access school uniform, PE Kits and Stationary for their studies. The Families for Change Coordinator also arranged for the younger children to access the breakfast club at K Primary School at no charge. The children now attend breakfast club from 8am.

Adult A is now attending the work programme and receiving benefits. The children's school attendance has improved above the threshold to claim payment by results (except for a period of ill health from one child).

The family will be affected by the Benefits Cap, the Families for Change Coordinator has ensured that the family understand what the impact of this will be.

### Family Voice

*'The boys enjoyed breakfast club, they told me all about it when they came home from school. Thank you for helping my family'*

### Key Factors

The Families for Change Coordinator investigated the causes of the problem (poor school attendance and lack of income) and, by working persistently with colleagues, was able to find a simple solution to a significant problem for the family

## **Case Study 2**

### Family composition and background

Mum – Adult H

Step Dad/dad – Adult J

Eldest child 16 years – Child K

Middle child 12 years – Child L

Youngest child 4 years – Child M

Adult H has two older sons who live independently.

The family reside in a 4 bedroom privately rented property and thought they may be liable for the under occupancy charge so were considering moving to a smaller property. The children attend three different schools, Riverside Pupil Unit / Aston Academy (dual registered), Aston Academy and Whizz Kids pre-school. Neither parents is in employment, Child K is involved in anti-social behaviour and has poor school attendance.

### Family Background

The family are originally from outside the South Yorkshire county boundary, but moved to the City Region approximately ten years ago when Adult H fled serious domestic violence and was housed in a refuge. The family then moved to Rotherham around 5 years ago. Adult H met a new partner, remarried and they now have a child together.

The leadworker first met the family two years ago in 2011 when Child K was convicted of offences of Burglary and Possession of Class B drugs. The case was allocated through the leadworker's previous role of case manager at the Youth Offending Team and continued until Jan 2013 when a new case manager took over. During this time Child K was further convicted of a further offence of Sexual Assault and sentenced to another community based order.

The main issue within the family was the problematic behaviour of Child K which included non-attendance at school, anti-social behaviour within the local community



and poor temper control. At the beginning of involvement with the family Child K had just been diagnosed with ADHD and had been prescribed medication for this. It was hoped that with the medication his behaviour may improve. It is likely that Child K has witnessed domestic violence against his mother or certainly been aware of the abuse. Research into the impact of domestic violence on children has found that children who witness the abuse can experience both long term and short term emotional difficulties. It is therefore possible that Child K's behaviour derives, in part, from his early childhood experiences.

Child K also misuses substances, in the main, cannabis although the most recent offence was linked to alcohol misuse. His cannabis use has been on-going and consistent for several years and until recently he has seen no reason to give up the drug. Many studies have found that teenagers with ADHD are more likely to misuse substances, sometimes to manage their symptoms. Child K was willing to discuss his substance use but unwilling to change his behaviour and this was a major cause for concern for his parents.

The family are a close knit family and appear very supportive of each other. During his time at the Youth Offending Team Child K was well supported through the Order by his parents who attended regular review meetings and also school meetings. In terms of the younger children there have been no major concerns about either child. Both are getting on well at school, attend regularly and there have been no reports of anti-social behaviour in relation to Child L. There have been a number of social care referrals in relation to possible parental substance use which have been investigated, however, no evidence has been found to support this.

#### Families for Change involvement

The Families for Change Coordinator became involved with the family again in Feb this year as they formed part of the cohort of FFC families given that they meet the three criteria for involvement in the initiative. Due to the previous engagement with the family (when employed in the Youth Offending Team) the Families for Change Coordinator already knew family well was able to approach them directly to discuss involvement in the initiative and also the benefits of the Family CAF as an assessment of the family's strengths and needs. They agreed to the FCAF being completed which was completed alongside Child K's case manager from the Youth Offending Team. What the family identified as the priorities for them was ensuring Child K completed his YOT Order successfully, ensuring a smooth transition from school to college, to help Adult A improve her chances of gaining employment and to assist with housing issues.

The Families for Change priorities were very similar: to reduce anti-social behaviour, improve attendance and educational attainment and help the family into employment.

Once the Family CAF was completed a team around the family meeting was set up and since that time several meetings have taken place. An action plan is now in place and being worked.

#### Progress so far

Since the FCAF was initiated the family have made some progress towards their goals and objectives. Child K has now finished school and completed his exams. He

has attended two college interviews and has been given a place at RCAT College from September 2013 to do a catering course. He has worked extremely well with his Connexions worker and both are positive he can succeed on his course with a little on-going support. A heartening aspect of his current attitude is that he now has some aspirations which he did not have when he first engaged with the Youth Offending Team. The team around him (including my previous work with him) have worked hard to raise his aspirations as he is clearly a capable and engaging young person.

He is no longer with the Youth Offending Team having successfully completing his Order in March. It is a little too early to say if this will be his last involvement with the criminal justice system; however, he is clear that he no longer wants to be involved in offending. One of the most significant changes for Child K, however, has been his decision to stop using cannabis. He has made this decision as he recognises that if he cannot realistically continue to use the drug and pursue his desire to become a chef. He is not finding this easy and it has had an impact on his moods with him being more irritable, although he has been to see his doctor about this and they are referring him to CAMHS. It is positive that he has recognised this and sought help as this is not something he would have done in the past.

In relation to Adult H's desire to get back into work, she has been referred to the Wiseability employment support programme. She initially missed her first two appointments; however, the Families for Change Coordinator encouraged the Wiseability key worker to keep trying to engage. At the last team around the family meeting Adult H stated that she had now attended a confidence and motivation course at Northern College and that she was planning to take more courses. She reported back that she was really enjoying the courses and has started to give some consideration to what she could do now that her daughter was starting school. She was hoping to take a counselling course as she would like to work with victims of domestic violence in the future.

In relation to housing issues the family was referred to the Youth Offending Service housing worker who spoke to Adult H about their housing situation. The family have decided to stay in their current property as they are not going to be subject to the under occupancy charge so do not require any further support

Adult H's confidence is growing and she is starting to make progress towards her goals. Her husband is now on the work programme having spent 12 years without working and suffering from depression. He too is starting to think about working again. The family are starting to make real progress after some years of struggle and difficulty. The Team Around the Family will continue to work with the family until Child K becomes settled in college, however, it is likely that fairly soon after that services may be able to withdraw to leave the family to continue to make the progress they have started.