

CHILDREN, YOUNG PEOPLE & FAMILIES PARTNERSHIP

1.	Meeting:	Children, Young People and Families Partnership
2.	Date:	21st May 2014
3.	Title:	Families for Change Review

4. **Summary**

The purpose of this report is to provide the Children, Young People & Families Partnership with a review of the Troubled Families work including how it has been implemented in Rotherham, how resources have been deployed and the impact on outputs and performance, leading to overall improved outcomes for children and families.

This report is based on the first two years of delivery, with one year remaining until the current phase of Troubled Families ends. The Troubled Families Unit have secured funding for the delivery of at least one year of Troubled Families phase two, (a five year programme), however, details of how this will operate have not been published to date.

5. **Recommendations**

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

- **Review the implementation of the Families for Change Delivery Plan to date and continue to support actions planned for year 3.**
- **Receive information about how phase two of the Troubled Families agenda will be delivered, once the parameters are clearly defined by the Troubled Families Unit.**

6. Proposals and Details

Background

The Troubled Families Financial Framework, published in April 2012, challenged local authorities to engage a cohort of families, identified by applying defined criteria or filters. The filters are that families exhibit at least two of the following behaviours:

- Poor school attendance (less than 85%, 3 or more fixed term exclusions or permanent exclusion);
- Involvement in youth crime or anti-social behaviour;
- The adults in the family are dependent on out of work benefits.

Where a family meets two out of three criteria, a local filter can be applied. In Rotherham the filters we have applied are that the family reside in a deprived community, are affected by the Benefits Cap, poor adult mental health, domestic abuse or alcohol or substance misuse.

Rotherham was asked to work with 730 families over a three year period and adopt an approach to engaging families that delivered 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

We have put in place infrastructure to deliver the family intervention factors with different levels of intensity by leveraging existing service provision as well as making strategic internal appointments and making commissioning arrangements.

Human Resource Infrastructure

The most intensive delivery of the family intervention factors has been through the Family Recovery Programme. Families for Change funding has enabled us to sustain and grow this service from four to eight key workers, which is something the Chief Exec Officer Group had been considering prior to the launch of the Troubled Families initiative. The Family Recovery Programme works with approximately 80 families in a 12 month period, with a maximum capacity of 45 open cases at any one time. The work of FRP is heavily focused on adults within the family setting, and the programme is often used to respond to mild/moderate mental health issues prevalent in parents and extended family members, where the latter carry out key caring responsibilities.

Families with less entrenched and complex needs are supported using the same methodology, but this is applied through the infrastructure of Leadworkers, identified through a Family Common Assessment Framework (FCAF). The Leadworker is typically a service provider who has an existing positive relationship with the family and is able to be a single point of contact for the family, and advocacy and coordination in relation to the family's relationship with other services. The Leadworker has existing responsibilities and may have a large caseload. For the

Families for Change cohort, IYSS (including youth offending) and school staff are predominantly the lead workers. Key services which lead workers often need access often relate to non-children's specific services, such as housing, physical and mental health service provision.

In order to provide oversight of these interventions and ensure the FCAF process leads to action and change for each family, seven Families for Change Coordinators were appointed. Six are employed on fixed term contracts with RMBC, the additional Coordinator is currently commissioned from Rotherham MIND.

Dedicated employment support is also provided as part of the Team Around the Family through the Families for Change Employment Adviser who has been seconded to work in the local authority from DWP. The FfC EA carries a small caseload, provides advice to lead workers and ensures that families are linked to, and supported appropriately by DWP and its partners, including Work Programme and ESF Providers.

Commissioning Arrangements

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.

YWCA have a contract deliver family support, this began in April 2013 and will continue until April 2015. They work with families who are at the threshold of referral into social care. The Family CAF is used as the assessment tool and action plan with YWCA providing a dedicated lead worker to deliver hands-on support to the family and coordinate a multi-agency team of professionals to meet their needs.

The service receives referrals from the Families for Change Coordinators, where the families' needs are deemed too complex to be managed by a Family CAF without a dedicated lead worker. Significant work has also been undertaken to encourage social care colleagues to step-down families from their case loads into this provision. The take-up of this referral route has been limited to date but there are signs that it is increasingly being considered by social workers.

Rotherham and Barnsley MIND have a contract to work with families who triggered inclusion in the FfC cohort and were already known to social care, with a Child Protection or Child in Need plan in place. This contract began in April 2013 and will continue until September 2014 when, it is proposed that it is extended until April 2015 to align with other contracts and the end of phase one of the Troubled Families work. The service works alongside the social worker to provide hands-on family support. The service worked with 39 cases in the first year of the contract.

Where social workers have referred into the service they have been very positive in their feedback, 'I can't speak highly enough of the service, it has achieved change.' It has been suggested that it will be more feasible to step-down cases from Child Protection Plans to Child In Need Plans and then Family CAF when this additional support is in place. We are piloting an approach that maintains the role of a single worker from IFS throughout this process.

A **Family Mediation** pilot was established in Rotherham in April 2013, funded by the Youth Justice Board. The pilot aimed to fill a gap in service provision for families in conflict where a breakdown in communication has impacted upon the young person's school attendance and their involvement in anti-social behaviour. One practitioner currently carries a caseload of approximately 18 families, as part of the Team Around the Family. There may be opportunities to expand this provision if there is evidence that the demand is there and partnership match funding is available.

Outcomes: Case Studies and Payment by Results

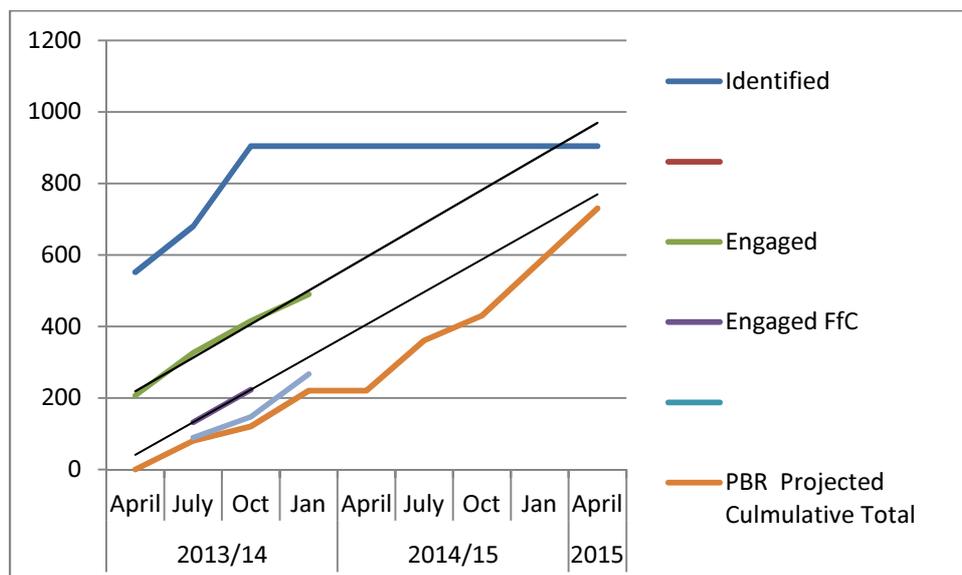
Rotherham has submitted three payment by results claims (July and October 2013 and February 2014) for families who have achieved the outcomes set out in the Troubled Families Financial Framework .

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.

An additional payment is available where an adult family member has engaged with ESF Employment Support (Wiseability) or the Work Programme.

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.

To date Rotherham has claimed 269 PbR outcomes, however only 8 of these have been based on entering and sustaining employment. These figures place Rotherham slightly above average in terms of national performance and on trajectory to claim all available funding by the end of April 2015, (see chart below).



However, alongside these 'Payment by Results' outcomes it is important to consider case studies which demonstrate the impact that the work has had on families' lives, and the insight that this can provide for future service design and transformation.

Future Delivery Arrangements

From July 2014, Rotherham will pilot Multi-Systemic Therapy (MST). This provision delivers an evidence-based model that achieves successful outcomes with young people aged 11-17 whose behaviour has put them at risk of becoming looked after or going into custody. MST is an intensive intervention that has not previously been available in the borough; to deliver the pilot we have entered into a partnership with Barnsley who have an established and successful MST team.

MST was developed in the USA, and is supported by a significant international body of research evidence; it is shown to reduce offending behaviour, family conflict and the need for out-of-home placements. MST is therefore highly cost effective and reduces the negative outcomes and social exclusion associated with out-of-home placements and experience of custody by improving family functioning.

Delivery arrangements from May 2015 will be influenced by the parameters of Troubled Families Phase Two, particularly the way that the funding arrangements are structured. In December 2013 the Troubled Families Unit provided preliminary detail about 'phase 2' of the programme, and canvassed Local Authority Chief Executives for their opinions about its detailed design. Funding has been approved for one financial year, (2015/16) to continue the work until after the General Election and subsequent comprehensive spending review. The £200m funding that has been agreed for 2015/16 is intended to be the first tranche of a 5 year investment (subject to the priorities of a new Government) and the goal will be to work with an additional 400k families across this timeframe (120k families in 3 years is the 'phase 1' challenge).

The fixed parameters of the programme that have been agreed are as follows:

- The intention is to identify families 'before they reach crisis point' and, if possible earlier than is possible using the current criteria
- There will be an average of £1800 available per family on a PbR basis (they did not say whether this was 100% PbR or split between an attachment fee and PbR as in the current programme).
- There will be an *expectation* that local agencies will produce a plan setting out how they will join up to reform services and generate cost savings.

The principles will be:

- Simplicity
- A 'whole family' programme
- That direct work with 'real families' will provide the grounding for service transformation BUT
- That system change will be an expectation.

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, the total of £732,000 received was based on working with 365 families. For year 3, 40% of the available funding is available up-front and will be based on working with 120 families.

Rotherham has made three PbR claims. The total funding claimed through PbR to date is £1,927,400. There are further opportunities to claim funding in May, July and October 2014 (within this calendar year)

All spending to date has been profiled against monies received. 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.

Funding of £1,307,096 has been allocated to staffing costs and expenses as outlined in the report. The proposal does not commit funding based on projected outcomes.

Proposal:	
Developing case management system	£29,234
Impact Fund	£5000
Extend YWCA Family Support Contract	£77,000
Extend RB Mind IFS (6 months)	£37,500 (add £37,500 to continue until April 31 st 2015)
Commissioned FfC Coordinator (RB Mind)	£38,000
Pilot MST (approx. 10 cases)	£75,000
Contribution to Remedi Family Mediation	£19,500
Total	£281,234 (plus £37,550)

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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APPENDIX

Case Study

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.