



Meeting	Plymouth Children and Young People's Trust Board
Date	15 June 2012
Title	Families With a Future
Responsible Officer	Pete Aley
Purpose of Item	To update on progress with Families with a Future and sign-up to the Government's Troubled Families programme.
Recommendations	The Board are requested to endorse the approach outlined in this report.
Consultation Record	Agreed by Executive & Families With a Future Group.
Impact on Child Poverty	The Families with a Future programme will support families towards positive outcomes regarding work, crime reduction and school attendance, which will have a positive impact on child poverty.
Meeting Notes:	

## **1. Introduction**

1.1 This report provides an update on progress with Families with a Future and sign-up to the Government's Troubled Families programme.

## **2. Background**

2.1 The Government describes a troubled family as one that has serious problems - including parents not working, mental health problems, and children not in school - and causes serious problems, such as crime and anti-social behaviour. Using such criteria, it has identified 120,000 troubled families in England, costing £9bn annually, of which 745 are in Plymouth. We are expected to identify these families using local data.

2.2 The Troubled Families programme is described as a "step change" based on a locally-run plan of action for dealing with each family. It is a payment-by-results model to incentivise local authorities and partners to turn around the families' lives by 2015.

2.3 Plymouth City Council has agreed to sign up the programme (subject to formal approval of cabinet on 12<sup>th</sup> June) including:-

- A commitment to oversee and engage with 745 identified families and to the payment by results model
- A figure for the number of families we will work with in year 1
- Agreement to work closely with European Social Fund (ESF) Work Programme providers
- A commitment to taking part in learning & evaluation
- Identification of a "top quality" co-ordinator.

2.4 Plymouth is recognised as being ahead of the game, with well-established multi-agency work by children's services, the Family Intervention Project (FIP) and others, cited by government as good practice in dealing with families.

## **3. Success criteria**

3.1 Success indicators within the families cover:-

- Adult into Work;
- Children at School (exclusions); and
- Reduction in crime and ASB.

Each has a detailed definition and to receive payment we will be required to meet either the adult into work indicator *or* the indicators covering school absence *and* crime / ASB. Success only needs confirmation from the council's Internal Audit.

## 4. Funding

4.1 The Government is offering payment by results, treating input by local areas as match-funding. Payment by results will be 40% of the assumed average cost of dealing with each family. This cost is identified as £10k, meaning a possible payment of £4k per family but only for 5 out of every 6 of our families. The rest are assumed to be dealt with via the ESF Work Programme and we need to identify these families separately. There is an upfront “attachment fee” - 80% of the maximum payment by results in the first year, reducing in subsequent years. In addition the Government is offering funding for a Coordinator.

## 5. Co-ordinator & Group

5.1 Pete Aley has been appointed as our Coordinator. Council services and partners are engaged via a multi-agency group which reports to the Children’s Trust.

## 6. Data

6.1 The process for identification of families meeting the Government criteria has consisted of the following:-

- **In Receipt of Benefit** – Families in receipt of JSA, IS, IB or ESA. Data extrapolated from PCC’s Revs and Bens database. Data relates to addresses where one or more family members claim Job Seekers Allowance, Income support, Incapacity Benefit or ESA(Employment and Support Allowance). Data amalgamated and a unique household identified.
- **Absence from Schools** – Pupils who are: Persistent Absence, have been subject to a Permanent Exclusions or a Fixed Term Exclusions (more than 3 times); pupils in ACE (Children who are currently receiving an alternative educational experience); and children who are educated ‘at home’. Data extrapolated from the DfE’s Schools Census return relating to Persistent Absence. Local data provides; Permanent Exclusions and Fixed Term Exclusions where the child has had 3 or more episodes of exclusion in a 12 month period, and ACE. Data amalgamated and a unique household identified.
- **Crime and Anti Social Behaviour** – ASB, YOS. Data extrapolated from PCC Anti Social Behaviour unit. Individual partaking in ASB who’s offending has reached a level that requires multi agency intervention and PCC’s Youth Offending Service. Together these datasets broaden CRIME in include both children and adults. Data amalgamated and a unique household identified.

6.2 This search included consideration of a wide variety of data sets, resulting in identification of 645 families. Details are in appendix I.

6.3 We have agreed to work with 206 families in year 1 of the programme under our Families With a Future initiative. These will include families who meet all 3 government criteria, those with the most persistent problems, those with child protection plan, those with a sibling in care and families concentrated in geographical areas.

## **7. Next steps**

7.1 We now developing a service model to support families, consisting of eg enhanced key workers, mental health provision and alternative education. Details are in appendix 2. Partners are now working to develop these areas.

7.2 Although there are clearly risks associated with delivery, our Families With a Future programme also presents opportunities to deliver local priorities such as diversion from care and homelessness. It is important that this, as well as national requirements, is part of our delivery.

## Appendix I – Families With A Future data

The Government suggests that the initial analysis should identify households that meet two of the three criteria. The initial analysis of these households finds that:

60 households meet 3 Criteria  
 585 households meet 2 criteria  
 Giving a total of 645 households.

### Breakdown of the 645 Households.

	Households	%
3 Criteria	60	9.3%
2 Criteria	585	90.7%
Total	645	100%

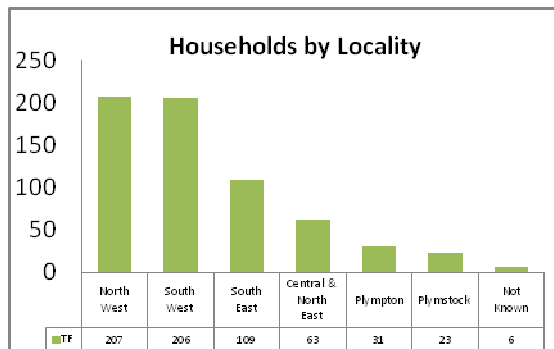
	Households	%
2 Criteria		
IROB + Absence	405	69.2%
IROB + Crime	82	14.0%
Absence + Crime	98	16.8%
Total	585	100%

### Cross Reference of discretionary Households from other Service cohorts.

Description	Total Families/Households	Households Already Known in "Core"	% Already Known from Cohort
Households meeting the Governments' Troubled Families Initiative Criteria. "Core Dataset"	645	645	100%
<b>Local Discretionary Data comparison. Cohort Characteristics 'Known' within the 645</b>			
Family intervention project	221	70	32%
Intensive support team	217	42	19%
Children in the community	183	31	17%
Child protection Plan	416	44	11%
Common Assessment	684	62	9%
Housing Waiting list	301	28	9%
Children's disability Team	304	27	9%
Looked after Child	434	26	6%

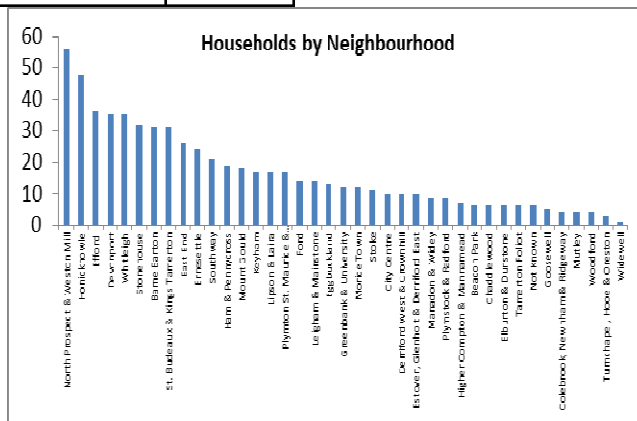
## Households by Locality

Locality	TF
North West	207
South West	206
South East	109
Central & North East	63
Plympton	31
Plymstock	23
Not Known	6
<b>Grand Total</b>	<b>645</b>



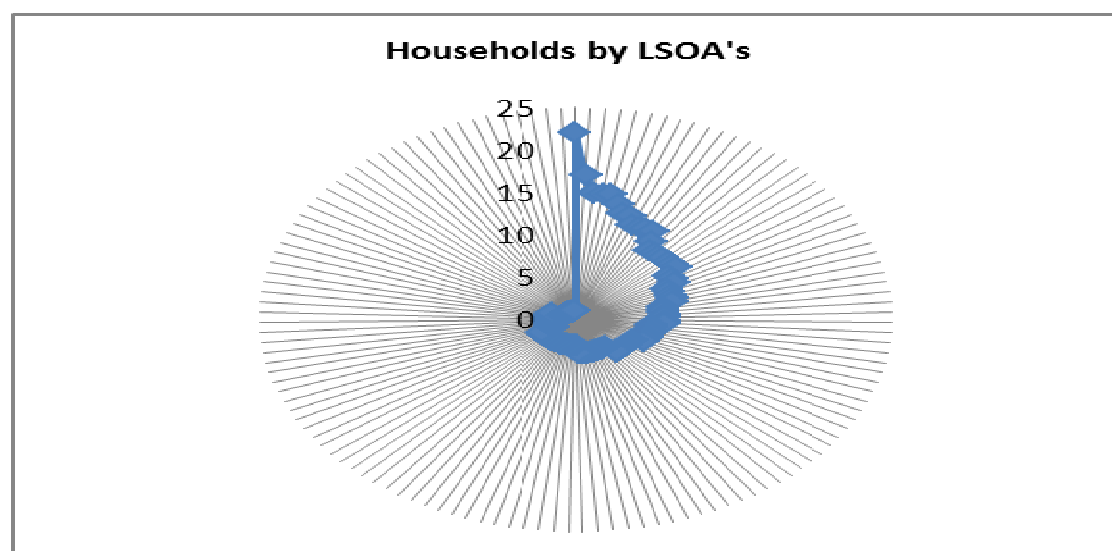
## Households – top 10 Neighbourhoods

Neighbourhood	TF
North Prospect & We	56
Honicknowle	48
Efford	36
Devonport	35
Whitleigh	35
Stonehouse	32
Barne Barton	31
St. Budeaux & Kings T	31
East End	26
Ernesettle	24



### Households – Top 10 Lower Super output Areas

Lower Superoutput Areas	TF	Neighbourhood	Locality
E01015080	22	North Prospect & Weston Mill	South West
E01015087	17	Honicknowle	North West
E01015088	15	Honicknowle	North West
E01015145	15	Barne Barton	North West
E01015146	15	Barne Barton	North West
E01015078	14	North Prospect & Weston Mill	South West
E01015046	13	Devonport	South West
E01015069	13	Eggbuckland	Central & North East
E01015058	12	Efford	South East
E01015072	12	North Prospect & Weston Mill	South West



### Households – Top 10 Schools

School	Households
Lipson Community College	41
Stoke Damerel Community College	39
ACE(3-9 + 10-11)	31
Sir John Hunt Community Sports College	26
Ridgeway School	25
Eggbuckland Community College	24
Mount Tamar School	22
Mayflower Community School	19
Tor Bridge High	18
Marine Academy Plymouth	13





#### Ages

- All the families has children of secondary school age

Secondary school age only	43%
Secondary and primary school age	40%
Secondary, primary and early years	17%

Additional needs over and above school absenteeism, crime and worklessness:

- 86% had presenting issues including chaotic lifestyles, domestic abuse, parental mental illness, parental substance misuse alongside risk taking behaviour in children / young people.
- The remaining 14% the main presenting issues were adolescent mental illness, risk taking behaviour and perceived threat to younger siblings.

# FAMILIES WITH A FUTURE

## Service Model and Resource Recommendations

### Introduction:

These recommendations are an initial draft following high level discussions and initial case analysis of need in the cohort of children, young people and families. This is not intended to be an exhaustive service model.

The partnership group are asked to review and endorse the principles of these recommendations and allocate personnel to ensure stakeholder involvement the next stage of these proposals.

### Definitions:

**Key Worker:** Professional employed specifically to be the single point of contact for the family, they coordinate the family assessment and care plan and work intensively with the family over a significant period of time to ensure they achieve positive outcomes

**Lead Professional:** Professionals with a pre-existing job who are identified as responsible for coordinating the actions identified in the (common) assessment process.

**Alternative Provision:** Provision where pupils engage in timetabled, educational activities away from school<sup>3</sup> (not Pupil Referral Units).

### Recommendation 1: Increase the number of key-workers

Rationale:

- At the early stages of this project it was identified that family assessment and key working support are key methods for delivery
- Families with more complex problems identified through social worker and youth offending assessments may require significant ongoing support once these shorter term interventions are complete
- 46% of the whole cohort do not appear to have had a family assessment<sup>4</sup>. Work will be required to engage the families, assess need and set up care plans, ensuring allocation of a Lead Professional or key working support as appropriate

Next Steps:

- Analyse cohort for first year and identify key working needs
- Determine existing resources available and join up with similar agendas, e.g. positive futures
- Determine key worker model and numbers required
- Develop final business case for approval

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<sup>3</sup> DfE 2012 “Improving Alternative Provision”

<sup>4</sup> from Youth Offending Service, Social Care, Family Intervention Project, Intensive Support Service or via the CAF

## **Recommendation 2: Develop collaborative approach to workforce development of key worker role**

Rationale:

- Current developments in youth work, children's centres, disability service etc. in ensuring skilled key workers is happening in 'silos'
- Skills required are similar across all areas

Next Steps:

- Establish service manager group to work with workforce development training co-ordinator
- Design multi-disciplinary workforce development programme

## **Recommendation 3: Increase the range of quality alternative provision able to meet the needs of the most vulnerable children and young people.**

Rationale:

- Key outcome of the programme is *"Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms"*
- Consistent feedback from service managers identifies a the need for a range of options of creative alternative provision for the most vulnerable children in this cohort
- Plymouth has a diverse provider sector that are able to provide this type of provision, including Hamoaze House, The North Prospect Garage Project, Barbican Theatre, TR2 and Plymouth YMCA.
- There is a need to ensure the quality of this provision meets standards as per the 2011 (national) Ofsted inspection of alternative provision and the DfE recommendations in "Improving Alternative Provision" 2012. This includes recommendations to ensure:
  - Providers should be thoroughly quality assured and contracted to carry out the work.
  - Commissioning and quality assurance is best done locally and jointly by schools, LAs and PRUs.
  - Alternative provision is able to provide bespoke, well-planned interventions and decide what support is required on an individual basis.

Next Steps:

- Further analysis of need in this cohort and development of business case and resource allocation in partnership with Schools, ACE Service and Education and Learner Support

- **Recommendation 4: Develop model for emotional wellbeing and mental health support to parents**

Rationale:

- Consistent feedback from service managers that parent/child attachment and parental ability to nurture children is significantly impacted upon by their own experiences of poor parenting/nurturing, trauma and abuse in families presenting with complex issues.
- Mental health support in Plymouth that currently works with parents below the threshold of specialist adult mental health services, with a clear outcome to improve parent/ child relationships includes: Infant Mental Health team for 0-5 year olds; family therapy options from Excellence Cluster and Family Matters. Capacity of these services is limited.
- Many families are not ready to enter traditional forms of therapy.
- Many traditional forms of therapy for adults do not measure progress on the basis of improvement in parent /child relationships

Next Steps:

- Explore options and models with NHS Plymouth Commissioners and key stakeholders
- Develop service model and business case

- **Recommendation 5: Mitigation of the impact of changes in housing entitlement through supplementing discretionary funds**

Rationale:

- Changes to housing entitlements will significantly impact upon families with large numbers of children and those who have non-dependant adults living in the household
- This could significantly impact upon family stress and crisis

Next Steps:

- Analysis of families in the cohort who will be significantly negatively affected by benefit changes
- Analysis of risks for these families – e.g. youth homelessness
- Develop business case to supplement discretionary funds

**Further considerations:**

- Development of volunteer mentoring schemes for both parents and young people
- Community based approaches to families living in same area

Operational management and coordination will also be needed to: ensure existing multi-agency plans are enhanced to achieve the outcomes of the FVAF agenda; provide additional case advice to existing key workers and lead professionals; provide case supervision to any new key working workforce; ensure appropriate monitoring records are kept to track outcomes