

Subject:	Stronger Families Stronger Communities
Date of Meeting:	23 July 2013
Report of:	Pinaki Ghoshal Director of Children's Service
Contact Officer:	Steve Barton Assistant
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Ward(s) affected:	All

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 The purpose of this report is to provide an overview of progress on the Stronger Families Stronger Communities (SFSC) programme and to seek feedback from the committee.
- 1.2 SFSC is Brighton and Hove's response to the national Troubled Families Programme which aims to 'turnaround' the lives of 120,000 families by the end of this Parliament. The council has agreed a target with the Troubled Families Unit (TFU) to work with 675 families or households (i.e. individuals without dependant children) between April 2012 and March 2015.
- 1.3 The previous HWOSC report (titled 'Troubled Families Initiative') and the minutes of that meeting are attached for information.

2. RECOMMENDATIONS:

- 2.1 That the Committee note the comments of the report.
- 2.2 That the Committee identify issues for the SFSC programme to take forward.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 The national programme and our local programme have a shared hypothesis – that new approaches to improving the resilience, capacity and independence of families and households facing multiple disadvantages will improve outcomes for those families and significantly reduce public sector expenditure. Achieving and demonstrating that improvement and reduction is the strategic purpose of SFSC, rather than just drawing down short term Payment by Results (PBR) funding.

The council and its partners can, potentially claim PBR funding for 563 families/households with 112 receiving support from other parallel programmes such as 'Progress' (delivered by Skills Training UK, selected by the Department of Work and Pensions to deliver the European Social Fund Programme for

families with multiple problems). The maximum PBR funding over 3 years is 2.2m which is the government's estimate of 40% of the cost of working with this cohort.

SFSC is therefore pursuing a twin track strategy to:

- Deliver a multi-agency/cross sector Family Coaching service to families and households eligible for the SFSC programme
- Use evidence from that service to act as a catalyst for whole systems change

3.2.1 The programme reports to the Director of Children's Services, is accountable to the Executive Leadership Team and the Policy and Resources Committee and is managed by the Assistant Director for Stronger Families Youth and Communities. There are four levels of governance and operational management:

- Partnership Board: senior partners - policy and strategy
- Programme Board: the management team - strategy and operations
- Delivery Board: multi-agency triage and delivery
- Management Information Group: performance reporting and analysis

3.2.2 A family or household must meet 2 of the first 3 criteria set out in Appendix 1 to be eligible for the programme. Criterion 4 is our local filter to prioritise allocation.

3.2.3 Line management of the city's successful Family Intervention Project (FIP) was moved from Community Safety to Children's Services in order to provide a tried and tested platform for the new team. Forward funding from the government's PBR scheme has been used to recruit additional Family Coaches. An innovative partnership arrangement means that six of the new coaches have a lead role with key partners. In return each partner is seconding a member of staff into the ITF, significantly increasing capacity, demonstrating tangible partnership and creating a multi-agency approach (Family Coaching) across the Police, Probation, Adult Social Care, the Children in Need Team, Housing and the Youth Offending Service. In total there are 29.5 (FTE) Family Coaches management and administrative posts in the ITF.

Close partnership with the Community and Voluntary Sector has enabled us to contract with CRI, following a competitive tendering process, for them to deliver 45 family interventions and introduce a scheme for other voluntary agencies to claim results payments when they have worked successfully with families.

3.5. Our most significant intervention is Family Coaching alongside a group work programme and community initiatives. Based on the success of our local FIP and national evidence published by the TFU which describes the five core elements of effective family intervention as:

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

In Brighton and Hove Family Coaching is provided at four levels:

- Intensive: allocated to ITF, working intensively with families
- Support: : allocated to ITF, supporting families and professionals
- Mentoring: ITF provide support to lead agency/professional network
- Monitoring: Lead Agency hold case and ITF monitors progress

3.6. At the time of writing 226 families have engaged on the programme and we have closed 19 cases after Family Coach interventions. The TFU is very satisfied with our progress. We have claimed our full year 1 PBR funding and are eligible for the full year 2 funding. The SFSC Performance Report for July 2013 is attached as Appendix 3.

3.7. The SFSC Programme Board is responsible for collating evidence to support our participation in or leadership of initiatives to act as a catalyst for whole systems change. This includes:

Connecting to relevant city wide, corporate and children's services priorities and development including:

City-wide:

- Presentation to City Management Board 16th April as part of a discussion about community budgets focusing on vulnerable adults; presentation to the Safe in the City Partnership (9th July) focusing on partnership working to address anti-social behaviour
- Representing B&H statutory sector agencies on the Core Group for Pan Sussex Lottery Bid for services for vulnerable adults

Corporate:

- membership of Financial Inclusion, Welfare Reform and Neighborhood Governance boards and/or working groups
- implementation of Patchwork (an application to allow front line workers from different agencies to share information about the families and individuals they are working with)

Children's Services:

- to strengthen integration and a single children's service approach we have created a new service area – Stronger Families Youth and Communities comprising: SFSC; Value for Money; the Youth Offending Service; the Council's Youth Service; the Youth Employability Service; and the Clermont Family Assessment Centre
- the ITF pathway and triage process is part of an initial proposal to create a Single Early Help Pathway, building on the Common Assessment Framework and dovetailing with discussions to establish a Multi-agency Safeguarding Hub (MASH) for Brighton and Hove and supporting the design of a city wide Early Help Strategy.

SFSC information systems generate data to provide weekly case-work reports, a quarterly performance report (Appendix 2) and enable claims to the TFU for payment by result funding. Strategically this data also supports:

- A Savings Calculations Framework. Based on a national prototype developed by Greater Manchester and the Department of Communities and Local Government. The framework has been agreed by the SFSC Board and is providing projections to support future budget planning.
- Local evaluation (focusing on service user feedback) and participation in the national evaluation programme

SFSC is involved in a range of change initiatives of which the following are particularly relevant to the Health and Well Being agenda:

- Services for vulnerable adults especially those who are parents: we have convened an informal working group of adult and children social care and health staff to examine the complex interface between services. The second

session on July 15th shared information about different pathways, thresholds and services and considered how best to support key developments including:

- Meeting the requirements of the Family Justice Review and new Public Law Outline – and therefore the early identification and assessment of cases, including where more than one child has been the subject of care proceedings
 - Consolidating short term funding from adult social care and health/public health to provide specialist support (mental health, substance misuse and domestic violence) to the children's services Advice, Contact and Assessment Service and, potentially establishment of a MASH and/or a Single Early Help Pathway.
 - Improving pathways and joint commissioning across children's and housing services including a new pathway for 16+ advice and accommodation
- Joint approach to a cohort of vulnerable young people: we are part of an emerging project between the council's Pupil Referral Unit federation, Public Health, the council's Youth Service and the Youth Offending Service to develop a programme of activities to support individual care plans/interventions for young people involved in or at risk of being involved in anti-social behaviour and who are known to 'Operation Blower' and the above services.
- Employment and advice services: one of the most challenging SFSC targets and a major challenge for the city SFSC is part of a number of initiatives including:
- Secondment of a full time staff member from Job Centre Plus to the ITF
 - New opportunities between ITF, Job Centre Plus and the Youth Employability Service (YES) facilitated by the creation of Stronger Families Youth and Communities in Children's Services
 - Transfer of the lead for the implementation of new approach to Youth Information Advice and Counseling Services to YES following a review led by the Children's Commissioning Team

4. COMMUNITY ENGAGEMENT AND CONSULTATION

- 4.1 SFSC is one of three projects forming a Co-production Pilot funded by the Local Strategic Partnership and run by the Community and Voluntary Sector Forum which focuses on the development of community engagement and consultation.
- 4.2 SFSC's local evaluation programme is focussing on service user and community engagement to complement the national evaluation programme.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The Stronger families, Stronger Communities initiative is underpinned by grant from the Department of Communities and local government. The grant is split between an 'attachment fee' paid in advance based on the number of families that the local authority will work with, a payment by results element, paid when the success criteria has been met and an amount to cover management costs. The estimated costs of an intervention with a family is £10,000 and the grant is

based on 40% of this cost with an expectation that local authorities and their partners will fund the remaining 60%.

In 2012/13 the grant received was £704,000 of which £100,000 related to the management element and £2,400 claimed against the payment by results criteria. Of this £591,000 has been carried forward to 2013/14. The attachment fee for 2013/14 is £676,800 and has already been received along with the £100,000 management element.

In addition to the grant the Council funds the Integrated Team for Families at £450,000 per annum and there are contributions (annually for three years) of £36,000 from the Youth Offending Service, Children's Social work teams and the Housing and Adult social care Directorates. Also there is in-kind contributions from the Probation and Police services.

The estimated costs for the initial three years of the project are c£3.7m and work is currently underway to ascertain the estimated level of savings generated. It is difficult at this stage to accurately project the level of savings achievable as very few cases have been closed and therefore there is not enough evidence with which to extrapolate the likely level of success of the project.

Finance Officer Consulted: David Ellis

Date: 12/07/2013

Legal Implications:

- 5.2 The SFSC programme will assist the council in delivering a number of statutory duties across different service areas, including the duty under S17 of the Children Act 1989 to "safeguard and promote the welfare of children within their area who are in need; and so far as is reasonably consistent with that duty, to promote the upbringing of such children by their families, by providing a range and level of services appropriate to those children's needs", as well as the duties under Children Act 2004 of a number of agencies to promote the wellbeing of children.

Lawyer Consulted:

Natasha Watson

Date: 12/07/2013

Equalities Implications:

- 5.3 An Equalities Impact Assessment is in final draft. The findings have not been included in this report.

Sustainability Implications:

- 5.4 A sustainability assessment is being completed.

Crime & Disorder Implications:

- 5.5 Issues of Crime and Disorder are central to the programme and are one of the three determining eligibility criteria. The Assistant Director responsible for the programme sits on the Safe in the City Partnership Board and is also responsible for the Youth Offending Service.

Risk and Opportunity Management Implications:

- 5.6 These are set out in the Stronger Families Youth and Communities Business Plan for 2013/14 and are based on a workshop, focussing on SFSC with the council Risk Manager.

Public Health Implications:

- 5.7 This is dealt with in the body of the report.

Corporate / Citywide Implications:

- 5.8 This is dealt with in the body of the report.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 Different arrangements were considered for the location and line management of the SFSC programme.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The recommendations reflect the Committee's request for an update following an initial presentation in December 2012.

SUPPORTING DOCUMENTATION

Appendices:

1. Appendix 1

Criteria 1. Crime/anti-social behaviour (ASB)

- Households with 1 or more under 18-year-old with a proven offence in the last 12 months
- Households where there is persistent anti-social behaviour (please consider likelihood of this behaviour reoccurring and/or impact on victims)

Criteria 2. Education (family affected by at least one child engaging in truancy or exclusion from school)

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

Criteria 3. Work

- Has an adult on DWP out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance)

Criteria 4. (Applies to families with children and households without dependant children)

- Families with children subject to a Family CAF, Child in Need or Child Protection Plan and/or where a child(ren) are at risk of entering the care system
- Families or households causing high cost to public services including frequent police call outs or arrests, or where there is an adult currently serving a custodial sentence or subject to probation supervision (community order or license)
- Families or households where there are significant underlying health problems including emotional and mental health problems; drug and alcohol misuse; long term health issues; health problems caused by domestic violence; under 18 conceptions
- Families or households where there is an adult on an Adult Safeguarding Plan

Appendix 2:

Stronger Families, Stronger Communities Performance Report

July 2013

All figures are cumulative i.e. 01/04/2012 to 29/06/13

Headline Data

1.1 Overall Targets (3 year programme)

Eligible Cases identified to date	546	81%
Total number of families engaged on programme to date	226	33%
(Number of cases currently OPEN)	(207)	
(Number of cases to date CLOSED)	(19)	

1.2 Benchmark Data – Comparison (Troubled Families Unit 31/03/2013)

Area	Total number of Families	Number of families identified	No. of families worked with	% of families worked with	No. of families turned round at Jan 2013	% of families turned around
BHCC	675	526	183	27%	3	0%
National Average				30%		1%

1.3 Progress against Local Targets 2013 – Detail

Results	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Families Identified	439	491	526	534	540	546						
Target	250	250	250	335	335	335	419	419	419	563	563	563
Percentage	175.6%	196.4%	210.4%	159.6%	161.4%	163%						
Families Engaged	70	83	183	187	190	226						
Targets	100	150	180	208	236	265	293	321	363	405	448	490
Percentage	70.0%	55.3%	101.7%	89.8%	80.4%	85.7%						

1.4 Engaged Cases Type

	End Jun 13
ITF Intensive	58
ITF Supported	78
ITF Mentoring	11

CVS Supported	
ITF Monitoring	79
Total	226

	Jun 13 Actual	June 13 %	Profile %
Intensive	58	26%	15%
Supported	78	35%	52%
Mentoring	11	4%	20%
Monitoring	79	35%	13%
Total	226	100%	100%

1.5 Eligibility Criteria / Case Mix Breakdown

	%	No. of cases
Crime/ASB, Education and Worklessness	25	57
Crime/ASB and Worklessness Only	15	33
Crime/ASB and Education Only	12	28
Education and Worklessness Only	48	108
		226

1.6 Coached cases worked to date (Cases at Intensive or Supported level)

ITF Core Family Coaches		66
Seconded coaches		29
Seconded Children's Social Care Coaches	4	
Seconded Housing Coaches	5	
Seconded Police Coach	2	
Seconded Probation Coaches	12	
Seconded Youth Offending Coaches	6	
Specialist coaches		40
Specialist Adult Social Care Coach	7	
Specialist Children's Social Care Coach	14	
Specialist Housing Coach	7	
Specialist Police Coaches	5	
Specialist Youth Crime Coaches	7	
CAF Mentor		1
Total		136

2. Families Identification and Triage Process

Total number of potentially eligible cases identified through Data Matching (P1)	447
Total number of eligible referrals received from professionals (P2)	168
(Of which, those families that had already been identified via data)	(- 69)

Total number of potentially eligible families identified	546
Pre-Investigation	170
Investigation	38
Triaged (eligibility confirmed) and Pending Allocation	97
Allocated but not yet confirmed open	16
Open	207
Closed	19
	(546)

Triage Process:

Cases Triaged to date (Mixture of P1 and P2 cases)	418
Accepted onto programme	309
Further Investigation required	23
Confirmed Not Eligible at Triage	86

3. Case Closure and Success Rate

Total number of cases closed to date	19
No claim	8
Claims for Category 1a (Crime, ASB and Education) ONLY	3
Claims for Category 1b (Progress to Employment) ONLY	3
Claims for Category 1a AND Category 1b	4
Claims for Category 2 (Continuous Employment)	1

Analysis of Success To Date

Total possible potential claim from 19 closed cases	£15200	(19*£800)
Total success to date	£6400	42.11%
		success rate
Actual PbR Monies to claim to date	£5333	(£6400*5/6ths)

5. Case Characteristics

The information below relates to the total caseload of 227 cases worked with to date, 724 individuals. Only individuals resident in the main family household have been included.

General Information

Age – By Individual		
Under 5	43	5.9 %
5 – 12	145	20%
13-16	211	29.1%
17-18	45	6.2%
18+	264	36.5%

(DOB Unknown)	16	(2.3%)
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Ethnicity – By Individual		
White British	590	81.5%
Asian or Asian British – Pakistani	2	0.3%
Asian or Asian British – Bangladeshi	4	0.6%
Other (Middle Eastern / Arab)	14	1.9%
Black or Black British – African	5	0.7%
Mixed White and Black African	13	1.8%
Mixed White and Black Caribbean	6	0.8%
Other Mixed	4	0.6%
White Irish	4	0.6%
White Other	8	1.1 %
(Ethnicity Unknown)	74	(10.2 %)

Gender – By Individual		
Male	327	45.2%
Female	397	54.8%

Housing – By Family		
Social Housing – BHCC	118	52%
Social Housing – Housing Association / RSL	42	18.5%
Private Rented Sector	32	14.1%
Temporary / Emergency Housing	11	4.8%
Private Ownership	4	1.8%
Other	1	0.4
Information not known	19	8.4%

Lone Parent Families – By Family		
<i>(information has not been collected to date in Monitoring cases)</i>	102/151	67.5%
Of which Female lone parent		92.9%
Of which Male lone parent		7.1%

Benefits cap

15 of the total 226 cases **(6.6%)** are currently affected by the Benefits Cap, with amounts varying between £23 and £323 per week.

Schools Information

School Name	Number of Pupils in ITF Cases
Alternative Centre for Education	21
BACA	27
Benfield Primary	6
Bevendean Primary	6
Blatchington Mill	10
Brighton and Hove Pupil Referral Unit	16
Carden Primary	9
Cardinal Newman	15

Carlton Hill Primary	3
Cedar Centre	8
Coldean Primary	5
Coombe Road Primary	7
Dorothy Stringer	13
Downs Park	2
Elm Grove Primary	1
Fairlight Primary	6
Goldstone Primary	6
Hangleton Infant	2
Hangleton Junior	5
Hertford Infant	2
Hertford Junior	2
Hove Park	37
Longhill High	41
Moulsecoomb Primary	13
PACA	12
Patcham High	15
Patcham House	2
Patcham Junior	2
Peter Gladwin Primary	1
Rudyard Kipling Primary	6
Somerhill Junior	2
St Bartholomew's CE Primary	3
St John the Baptist RC Primary	1
St Joseph's RC Primary	1
St Luke's Primary	4
St Mark's CE Primary	7
St Nicolas CE Junior	4
Stanford Junior	1
The Connected Hub	16
Varndean	34
West Blatchington Primary	5
West Hove Junior	1
Whitehawk Primary	11
Woodingdean Primary	3
Grand Total	394

314 (**79.7%**) of the pupils are eligible for Free School Meals.

54 (**13.7%**) have a Statement of Special Educational Needs, with a further 218 (**55.3%**) having a status of either School Action or School Action Plus.

All Education data is correct as of the Schools Census on 21st January 2013.

Other Family Issues

Additional information was collected this month to support the work around the Savings Calculation Framework.

This information was received via Coaches in the Integrated Team for Families, through direct contact with the families themselves. As such there are some issues around disclosure and quality of information, particularly as many of the cases in question were very new at the time of the analysis, and coaches may not yet have developed relationships with the families to the level needed to fully collect this information. The figures in this section should therefore be treated as indicative rather than exact.

The most prevalent issue is Adult Mental health with Family Coaches reporting **32%** of adults within coached cases as having some sort of mental health issue, whether formally diagnosed, reported by another case worker or self reported by the client. 38% of these were reported as being Service Users.

Domestic Violence is also a significant issue, with **18%** of clients reported as experiencing DV at the start of the intervention, and **47%** reported as having experienced DV in the past.

Of those currently experiencing DV, child-to-parent DV is by far most prevalent accounting for 78% of cases. Previously experienced DV is more likely to have been reported as being from a partner, with this accounting for 64% of those cases.

Substance misuse issues are more prevalent than alcohol misuse issues, with **13%** of adults reported as having an alcohol misuse issue and **9%** with a substance misuse issue.

Documents in Members' Rooms

None

Background Documents

None

