

Subject:	Sustaining the Stronger Families Stronger Communities Programme in 2015/16		
Date of Meeting:	22 January 2015		
Report of:	Executive Director for Children's Services		
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Wards affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The report outlines the headline results to date of the Stronger Families Stronger Communities Programme and requests that the Committee agree a carry forward of funding to 2015/16 in order to sustain the expanded Programme from April 2015.

2. RECOMMENDATIONS:

- 2.1 That the Committee agree the grant carry forward from 2014/15 to 2015/16 of the Troubled Families Programme funding of £596,000 as outlined in paragraph 3.5 below.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 How the Programme is Funded

The Stronger Families Stronger Communities programme is funded through the Government's Troubled Families Programme by a payment by results model in which a fixed maximum amount of money is paid to the Local Authority for each eligible family that achieves two or more prescribed? outcomes.

3.2 Governance

Programme governance is through the Early Help Partnership Board. Chaired by the Director of Children's Services the Board includes our key partners and officers from across the council

3.2 Results to achievements to date

3.2.1 Results

Brighton & Hove was given a target of supporting successful outcomes with 675 families during Phase 1 of the Programme. (March 2012-Mar 2015) and the Programme is on target to achieve this by March 2015.

The national Troubled Families Unit has recognised that success and has offered us the opportunity to become an 'early starter' for the new expanded Troubled Families Phase 2 national programme from January 2015.

3.2.2 Achievements

The Stronger Families Stronger Communities programme has successfully pursued a twin track strategy: providing Family Coaching support to the most vulnerable families and using that experience to drive organisational change. Appendix 2 includes a case study illustrating the sort of issues the programme can successfully address. The programme has also made a significant contribution to the Children's Service Early Help Partnership Strategy and Value for Money (VFM) programme including:

- Transferring learning and skills from the programme to the new Early Help Hub which, alongside the Multi-Agency Safeguarding Hub now provides a systematic approach to identifying and responding to safeguarding and early help needs.
- Underpinning the Early Help Workstream of the Children's Service VFM programme to contain and reduce the cost of statutory child care interventions
- Innovative practice developments e.g. A successful pilot using the Family Coach model to specifically address the issue of supporting parents affected by the Benefit Cap to get into work.

3.3 Income to March 2015

The Stronger Families Stronger Communities Programme has projected carry forward income of £596,000 at end of the financial year 2014/15; this is for two reasons:

3.3.1 Payment by results income:

At the outset of the Programme we projected success at 40% of all families worked with; this was based on the results of the similar Think Family programmes with a similar group of outcomes areas: school attendance and behaviour; anti-social behaviour and crime and unemployment. Following rigorous programme management we are now projected to achieve 100% success and therefore we have received more payment by results income than originally anticipated.

3.3.2 A staggered approach to recruitment in the first year of the programme:

Our local programme was set up with a secondment model for our Family Coach team which involved a range of agencies seconding in a worker to the Council's team and the Council paying for a second worker in turn. This has been a successful model but entailed a staggered recruitment approach which led to savings on staff in the first year of the programme which have been carried forward each year.

3.4 Children's Services Budget

The SFSC programme has contributed £200,000 of the Phase 1 total income of £796,000 to Children's Services overall savings target for 14/15.

3.5 Business Case for the carry forward

The SFSC programme proposes to use the remaining income of £596,000 in the following ways:

3.5.1 Managing the payment by results risk:

Whilst we will always aim to reach our target of 480 successful families per year it is prudent (particularly in year 1 of the expanded programme as we develop the systems to cope with new demands and requirements) to retain a contingency fund in the event that we don't reach that target. A success rate of anything less than 92.3% will mean a shortfall in income to cover the costs of the programme. We therefore propose to hold a contingency fund of approx. £300,000 to cover costs should we reach no more than 65% success in year 1. Should we have greater success than this but not achieve 100% we may then need to carry forward an amount into 2016/17 to ensure financial viability going forward. Any unspent contingency going forward will be used to provide additional targeted interventions to families.

3.5.2 Value for Money

Phase 2 of the programme will contribute to early intervention work preventing an escalation of need and therefore costs. We will use the results of the Troubled Families Cost Savings Calculator to inform budget planning.

3.5.3 Targeting Interventions

We plan to allocate £296,000 between January 2015 and March 2016 to build our capacity in year 1 to meet the additional challenge of the expanding programme by re-shaping our core offer to provide Brief Focus Intervention and by building on a range of specialist/group work interventions commissioned or supported by SFSC.

We will align the commissioning and delivery of those interventions with key strategic initiatives i.e.

- Domestic violence and sexual violence specialist services
- Emotional Health and Well Being of families and young people
- City Employment and Skills Plan

3.7 Funding the additional data processing capacity for the expanded Phase 2 programme:

The Government will grant an additional £125,000 for the period January 2015 to March 2016 in order to fund the additional data processing and monitoring required for the expanded programme.

4 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 The Troubled Families Programme is a successful local intervention. It will deliver further high quality family intervention with some of the most vulnerable families in the City and it has generated substantial income. The expanded programme requires an increased focus on working with Children's Social Work

in order to reduce the risk of children going into care as part of the Children's Services modernisation and value for money plans. Without contingency funding we risk a significant shortfall in running costs over the first year and possibly beyond, this would threaten the ongoing delivery of the programme.

4.2 Troubled Families and the Early Help Strategy

The current and expanded local programmes are integral to the delivery of the Children's Early Help Strategy, in particular the new infrastructure arrangements with the Local Safeguarding Children Board to publish a thresholds document and establish multi-agency safeguarding and early help hubs in order to respond swiftly to risk and to understand and manage need more effectively by providing support and targeted interventions earlier. The Early Help Partnership Board approved the carry forward proposals detailed in this paper at its December 2nd meeting. A paper seeking approval to continue with the next stage of the Early Help Strategy and the expanded national Troubled Families programme was agreed at the December Health and Wellbeing Board.

4.3 Risks to Children's Services priorities

To not continue with the programme would be to seriously undermine one of the key priorities of the Children Services Plan to 'explore how we can efficiently deliver high quality services for our children and young people at a lower cost.'

5 COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 The Stronger Families Stronger Communities Programme was designed following wide consultation. Strategic oversight is provided by the Early Help Partnership Board. The carry forward of operational funds sits within the operational responsibilities of Children's Services and falls within the agreed remit of the Programme to deliver effective interventions in order to reduce need and with the requirement to identify, monitor and claim against those interventions.

6. CONCLUSION

- 6.1 Agreement for the carry forward of Stronger Families Stronger Communities Funds will ensure the smooth transition to the second phase of a successful programme that supports improved outcomes for high need, high cost families in the City

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

Finance has worked in conjunction with the SFSC team in determining the level of anticipated income subject to carry forward request to 2015-16. The £796k detailed in paragraph 3.3 has been calculated on the basis of approved carry forwards from financial years 2012/2013 and 2013/2014 and anticipated income for 2014/2015. The carry forward of grant income is a direct result of a staggered recruitment approach in establishing the Family Coach team and the associated reduction in costs for the first two years of the grant period. In addition, the

Payment by Results component of the grant has significantly exceeded the level originally anticipated due to the successful engagement of families at a level well in excess of that originally estimated. £200k of this has been set aside within the Targeted Budget Monitoring report (TBM) to off-set other overspending areas within children's services.

Funding for Phase 2 of the Programme is scheduled to commence in January 2015. Any significant delay in the commencement of Phase 2 and the associated receipt of payment by results income will have to be factored into how any approved carry forward would be utilised in 2015/2016. There is a risk that, of the areas of expenditure proposed in paragraph 3.5, additional data processing capacity and support around the re-commissioning of services would need to be compromised to ensure continuity in delivery.

Any agreed carry forward would need to be prioritised against retaining front line staff until Phase 2 funding is on-stream. A stable and established staffing team will need to be agreed with an accurate budget taking account of the contractual arrangements that will need to be in place to mitigate against any reduction in future funding streams. Any indication as to an anticipated reduction in projected Payment by Results funding for 2015/2016 and future years would present a significant risk and would have to be managed accordingly.

Finance Officer Consulted: Name David Ellis Date: 21/10/14

Legal Implications:

- 7.1 The current Programme works with families where children are not attending school, young people are committing crime, families are involved in antisocial behaviour and adults are out of work. As a matter of statutory duty local authorities are in any event obligated to work with families to offer services which address these issues, and to promote the wellbeing of young people (Children Act 2004). The Stronger Families Stronger Communities work programme offers a methodology of promoting the well being of adults and children, addressing a range of different needs which are understood to contribute to a risk of family break down. In offering early help it is to be hoped that the numbers of adults and children who may otherwise be required to be offered a higher level of statutory intervention will be reduced, so promoting the right to family life. The recommendation to authorise carry forward of funding is at the discretion of the committee.

Lawyer Consulted: Name Natasha Watson Date: 23/10/2014

Equalities Implications:

The Stronger Families Stronger Communities operational team the Integrated Team for Families works within a current Equalities Impact Assessment. The carry forward will ensure current staff working in contract to March 2015 can have their contract extended to March 2016.

Sustainability Implications:

- 7.2 Ensuring the smooth continuation of the Programme with its proven results in supporting successful outcomes for families with complex problems contributes strongly to the following sustainability areas-
- Culture and Community
 - Equity and the Local Economy
 - Health and happiness

SUPPORTING DOCUMENTATION

Documents in Members' Rooms

1. 'Financial Framework for the Expanded Troubled Families Programme' Troubled Families Team DCLG Nov 2014 Guidance on Phase 2
2. Latest Stronger Families Stronger Communities Progress Report

Background Documents

1. 'Financial Framework for the Expanded Troubled Families Programme' Troubled Families Team DCLG Nov 2014 Guidance on Phase 2

Appendix 1

Crime & Disorder Implications:

- 1.1 Phase 1 and Phase 2 of the Programme both have an eligibility criteria around Anti-social behaviour and crime and the reduction of this in children, young people and adults is central to the Troubled Families Programme

Risk and Opportunity Management Implications:

- 1.2 Risk management of the Stronger Families Stronger Communities Programme is undertaken within the Business Plan for Stronger Families Youth and Communities within Children's Services. Sustaining the programme and achieving outcomes are the primary focus of this.

Public Health Implications:

- 1.3 Many of the families supported through this Programme have physical and mental health issues alongside a range of other needs. Whole family working promotes health and wellbeing by addressing the complex interplay of issues that prevent families functioning well. Phase 2 of the Programme will bring a specific new eligibility for adults and children with health problems.

Corporate / Citywide Implications:

- 1.4 The Stronger Families Stronger Communities Programme provides critical intervention in the City to support families with complex needs and as such supports improved outcomes for children, young people their families and communities. The Programme involves close working between all the agencies supporting families in the City and as such is an exemplar of inter-agency working.

Appendix 2

SFSC Phase 1 Success

The University of Sussex has undertaken a pilot evaluation looking at the Family Coach model of working in the SFSC's Integrated Team for Families and in family coach work undertaken for the programme by Crime Reducation Initiatives. Below are some comments from parents and young people who have been supported by a Family Coach

Family 3 parent

Theme: Family Coach as advocate

[Family Coach] becomes a bit of a voice I think for her clients, which is what they need, because I think that's a lot of the time how you end up where you are because you haven't got that voice.

Family 5 parent

Theme: Family Coach trusted by young person as source of support

[Son] didn't really like to talk to people, he finds it very difficult to sit down and talk and he doesn't really, like if there's... if you were to say 'do you want to talk to a counsellor' he'd run a mile, but, so he doesn't like actually talking about any situation, but he's really related to [Family Coach] and he had a difficult time at school a couple of weeks back and the first person he wanted to talk to was [Family Coach], so it was really good.

Family 6 parent

Theme: Family Coach preventing family crisis; the coach's positive regard for family; & Whole family approach valued

I think if we didn't have the Family Coach I think our family would have fallen apart and everything would have gone completely into crisis, to be honest. With [Family Coach], she was headstrong, so she knew how to help people and she didn't give up on us, and she saw the good in us, which is good, and it, you know, she didn't just come for me, she come for the whole family, which is good because she gets to see the whole family and see how everything is.

Family 1 parent

Theme: Family Coach preventing deterioration in mental health of young person

If I didn't have someone like [Family Coach], it could've been a lot more worse with [son]. And maybe he might have... y'know, topped himself or that.

Family 10 parent

Theme: Change in child owing to support from Family Coach

Interviewer: So do you think for [son], do you think things have changed for [son] since [beginning with FC]?

Parent: Yeah, greatly and improved a lot, hugely improved and [FC] comes round once a week and he's for [son], he's talks to [son], [...] he organises the whole show, yeah.

Interviewer: And have you see a change in [son]?

Interviewer: Yeah I have. [...] Just he's more hopeful about the future, he's more positive and he's more willing to talk to people, like, he wouldn't have come out to talk to you a few months ago, he would have refused.

Family 3 parent

Theme: Positive encouragement and guidance of Family Coach

Oh, she's fantastic, yeah, she's just great, her approach to life, you know, I think we often are in danger when you're in a position, in any option like that where you're going to be talking to families or whatever, of becoming quite arrogant and that you know better than everyone else, but with [Family Coach] it's not, with [Family Coach] she's, you know, she'll say to you, "You know parenting better than me," type of thing, you know, she will acknowledge your strengths, she will help guide you if you need it, help pick you up if you need it, but you know, I just think she's brilliant, that her whole approach, yeah, I can't fault her, she's great.

Two Case Studies

These following two case studies are written from the perspective of a Family Coach working in the Integrated Team for Families

CASE STUDY 1

Family makeup

- TD (father) aged 68
- DD (eldest daughter) 42
- CD (son) 18
- KD (youngest daughter) 11
- AD (mother) who lives outside the family home.

ITF eligibility and background information

- The D family were eligible for ITF support under the Troubled Families 1 criteria of school attendance and worklessness. There were also safeguarding, health and housing issues at point of referral.
- School attendance: At the point of referral KD's school attendance was 78%.
- Health issues: Father, (TD) is terminally unwell and has chronic asthma and COPD (Chronic Obstructive Pulmonary Disease). KD was struggling with anxiety, suicidal thoughts and sleeplessness. Child and Adolescent Mental Health Service (CAMHS) were involved.
- Housing issues: At point of referral the family were living in an overcrowded Sheltered Accommodation property (a small one bedroom flat). KD was sleeping in her father's bed while TD was sleeping on a chair in the living room. CD was sofa surfing.
- KD was at risk of becoming a looked after child due her mother's substance misuse and mental health difficulties and concerns about TDs ability to care for her. At this time DD was not considered a suitable carer for KT because of historic substance misuse difficulties.

Interventions

- Protective behaviours sessions with KD to support transition to secondary school. Support for KD to access Young Carers support.
- Advocated for TD to enable the family to move to larger property. Accessed charity grants for furniture.
- Support for DD to access to ITF self-esteem group, relapse prevention support, cognitive behavioural techniques, parenting support and accessing part-time work.
- Co-ordinating the multi-agency Team around the Family Action Plan.

- Support and advocacy for CD to access independent accommodation.

Outcomes

- KD happy and settled in school (see attached report) with 98% attendance. KD engaging with Young Carers Project and no further need for CAMHS support.
- Family settled in larger family home with Occupational Health adaptations in place.
- No further role for Social Services; DD has now been assessed as appropriate carer for KD when TD passes away.
- KD had been subject to a Child Protection Plan for 9 months. However, this moved to Team Around the Family (TAF) level with ITF as lead agency. The TAF episode will end next week when ITF exit due to the positive changes that have been made.
- DD in work and supporting ITF projects (including speaking to two hundred professionals at Early help Conference).

CASE STUDY 2

Family makeup

- This is a single parent household, mother cares for four children aged 2, 7, 14 and 16. The two older children have no contact with their father due to safeguarding issues whilst the two younger children have frequent contact with theirs.

ITF Eligibility and Background information

- The oldest child in the Pupil Referral Unit due to risk of permanent exclusion, often presents with oppositional and defiant behaviour' and 'has a lack of respect for authority'.
- Both Police and Housing raised this family's address as a significant concern following an incident where numerous reports were made by the local community relating to drug dealing, anti-social behaviour, criminal damage and noise nuisance.
- The family were issued with a tenancy warning letter (BHCC) advising that any further incidents of nuisance, anti-social behaviour or drugs would result in a Notice of Seeking Possession. The home had been described by social services as 'inhabitable, filthy, cluttered, chaotic, cramped and poor in terms of hygiene'.
- The family have been known to social services for several years and the case had recently been reopened to the Child in Need Team over concerns linked to neglect and level of safety in the home with professionals concerned over mothers mental health affecting parenting capacity. There had also been reports of children being left without adequate parental supervision.
- The family have experienced the impact of domestic abuse in the past. The mother suffers from episodes of depression and anxiety and is on anti-depressants.

Interventions

- Co-ordinating multi-agency Team around the Family Assessment and Plan
- Weekly visits with targeted interventions and telephone support.

- Liaised with housing and police and undertook work with family about the impact of their behaviour on local community and the consequences of any future involvement in crime or anti-social behaviour.
- Mother was encouraged and attended Triple P and continues to implement the strategies, now managing to maintain clear boundaries within the home and also attended support around behaviour management through Safety Net.
- Persistent one to one support to encourage the oldest child to reengage with the additional education provision and supported her to attend an employment/training event and engage with the Youth Employability Service.
- Organised joint visits with housing to focus on general housing repairs and home improvements and secured funding from charities for redecoration costs to improve home environment.
- Engaged mother with the Money Advice & Community Support Service around budgeting/managing finances and was supported by the Welfare Rights Team around changes to her benefits and council tax.

Outcomes

- The eldest child re-engaged in one to one support with increased provision and gained 5 GCSEs and secured a placement at Hove Park 6th Form.
- The family have made great efforts to improve the physical environment of the home and during the intervention the case was closed to social services and exited with the Family Coach taking on the role of lead professional (*Children no longer at risk of entering the care system*)
- The mother has engaged with the Progress programme and is now motivated to go back to work.
- There have been no further complaints/police callouts linked to drug related crime or anti-social behaviour at this address since