

HEALTH AND WELLBEING OVERVIEW AND SCRUTINY COMMITTEE

Agenda Item 48

Brighton & Hove City Council

Subject: Stronger Families, Stronger Communities Programme

Date of Meeting: 18 December 2012

Report of: Heather Tomlinson

Contact Officer: Name: Steve Barton Tel: 296105
E-mail: Steve.barton@brighton-hove.gov.uk

Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Stronger Families, Stronger Communities (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.
- 1.2 The council can therefore claim Payment by Results (PBR) funding for 563 families/households with 112 receiving support from the parallel 'Progress Programme' (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.
- 1.3 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 disadvantage 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 PBR funding.
- 1.4 SFSC is therefore pursuing a twin track strategy:
 - Urgently to establish delivery arrangements
 - Providing evidence and acting as a catalyst for whole systems change

2. RECOMMENDATIONS:

- 2.1 That the Committee notes the SFSC aims and objectives and the progress made in establishing the programme

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

3.1 Background:

SFSC is based on the work of a multi-agency Working Group established in November 2011 to review the city's response to families facing multiple disadvantage. The SFSC Lead Commissioner/Coordinator came into post on 1st August.

3.2 Governance, eligibility, project management, vision and strategy:

The multi-agency Partnership Board agreed governance arrangements i.e.

- Partnership Board: senior managers/commissioners – policy, strategy joint commissioning and co-production
- Programme Board: the management team – strategy, operations, impact
- Delivery Board: integrated management and delivery systems - identification, triage and allocation and supervision of case work
- Management Information Group: data systems and sharing, performance reporting and analysis

(See Appendix 1 for Membership)

The Partnership Board agreed the 4th local criteria which, with the 3 national PBR criteria determines eligibility for the programme (Appendix 2). Brighton and Hove is one of only a few local authority areas that includes both families with children and vulnerable adults in households without dependant children. A draft vision and strategy is attached as Appendix 3 and provides a succinct statement of purpose and a baseline for evaluating impact and outcomes.

3.3. Engagement and Communication:

Programme Board officers are members of, have met with, presented to or submitted reports to: the Local Strategic Partnership; Public Service Board; Safe in the City Partnership Board; Community Safety Forum; Shadow Health and Well Being Board; Community and Voluntary Sector Forum; Learning Partnership; Head Teachers Business Conference; Sussex Court Liaison and Diversion Scheme; Integrated Offender Management Group; Joint Commissioning Board for Services for Young People; the Core Group for a Sussex partnership bid for Big Lottery Funding for adults with complex and multiple needs; Sussex Partnership Foundation Trust; the Domestic Violence Commissioning Group; the Alcohol Programme Board; the Substance Misuse Programme Board; the Neighborhood Governance Board; the Financial Inclusion Working Group; Information Governance Group; the School Governors Forum; the Behavior and Attendance Partnership; the Local Safeguarding Children's Board;

We are scheduled to attend: the Children's Service Committee. There are a series of meetings scheduled with Head Teachers and local schools clusters. The SFSC Programme is one of 3 projects that form a Co-Production Pilot led by the Community and Voluntary Sector Forum and funded by the city's Public Service Board.

3.4. Delivery:

The council has moved line management of the Family Intervention Project from Community Safety to SFSC to provide an evidence-based platform for a new Integrated Team for Families (ITF).

Forward funding from the government's PBR scheme has been used to recruit additional Family Coaches. An innovative partnership arrangement, devised by a multi-agency working group, means six new coaches will have a lead role with key partners. In return each partner is seconding a member of staff into the ITF significantly increasing capacity, demonstrating partnership and creating an integrated multi-agency approach across the Police, Probation, Adult Social Care, the Children in Need Team, Housing and the Youth Offending Service.

Our year 1 target is to engage with a total of 225 families/households -187 through SFSC and 38 through the Progress Programme. The Delivery Board has established a service pathway i.e.

- Identification: sharing data/professional referrals to identify families
- Investigation: confirmation of eligibility & summary of current support
- Triage: first determination of likely service level
- Engagement: initial visit to gain consent/agree action plan
- Delivery: intervention/support/monitoring
- Outcomes: closure, step-down provision or escalation

Triage is the first key decision point where a multi-agency group identifies, prioritises and decides likely level of service i.e.

- 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; or
- Monitoring: Lead Agency hold case and ITF monitor progress and ensure appropriate data is collected

(See Appendix 4)

Following successful engagement a plan will be drawn up with the family and any professionals already involved. Assessment and case management arrangements will be based on the Common Assessment Framework and Team Around the Child processes and will, whenever necessary dovetail with case management systems of partners e.g. Children in Need Plans.

We have 35 cases allocated or pending allocation and 30 open 'legacy' cases.

3.5. Strategy:

Programme Board members are taking forward a wide range of initiatives to jointly commissioning and/or develop integrated partnership and delivery arrangements including:

- Through membership of the Alcohol Programme Board, the Substance Misuse Programme Board and the Domestic Violence Commissioners Group
- discussions with the council's school improvement team and head teachers to involve schools e.g. on-site triage/planning meetings in respect of all eligible children on roll
- co-producing a commissioning framework so that community and voluntary sector organisations, with the capacity to deliver 'whole-family' interventions, are part of the programme
- representing the council and local statutory partners on the Core Group developing a Big Lottery Bid for services to adults with complex and multiple needs across Brighton and Hove, Eastbourne and Hastings
- participating in the development of the Integrated Offender Management strategy
- agreeing with Sussex Partnership Foundation Trust pathways into support from specialist mental health services

The Programme Board has limited capacity and is therefore targeting key strategic issues that directly relate to families and households facing or at risk of multiple disadvantage. For example through membership of the council's Financial Inclusion and Neighborhood Governance Boards and by championing the implementation of the Patchwork Application (which will enable front line practitioners quickly to contact those professionals already involved with families) which is playing a key role in developing our understanding of the information sharing and systems agenda that underpins much of this work.

A central purpose of the programme is to collate information about eligible families and households - their lives, experiences and aspirations, and the issues and challenges they face with the support and enforcement agencies that know them. And, on the basis of that evidence and with our partners to identify and address issues, barriers and opportunities to promote whole systems change.

The programme has a particular responsibility to consider the needs facing families and households at risk of becoming eligible for the programme. For example the programme is part of a meeting between children's social care and housing to consider the impact of changes to welfare and other benefits on homelessness and levels of accommodation need in relation to the council's overlapping statutory responsibilities.

Our critical strategic priority is to develop a local response to the central hypothesis of the programme i.e. that a new approach to improving the resilience, capacity and independence of families and households facing multiple deprivation will improve outcomes for those families and significantly reduce public sector expenditure. An outline proposal will be presented the SFSC Partnership Board in December based on:

- the successful Children's Services Value for Money Programme
- a 'cost-calculator' format developed by a consortium of authorities in Greater Manchester (and validated by the DCLG)
- the outcomes of the second phase of the national Communities Budget projects – all of which are addressing families in multiple disadvantage

4. CONSULTATION

- 4.1 From its inception the SFSC Programme has reflected the engagement and partnership priorities set out in the council's Corporate Plan, the City's Sustainable Community Strategy and the strategies and plans that underpin them.
- 4.2 Those priorities are demonstrated by the programme's governance arrangements and communication and engagement activity including participation in the Co-Production Pilot led by the Co immunity and Voluntary Sector Forum.

5. FINANCIAL & OTHER IMPLICATIONS:

5.1.

Financial Implications:

The Stronger Families, Stronger Communities programme is financed by a mixture of new external funding and use of current existing resources. The council has bid for external funding delivered through a payment by results mechanism which is split between an upfront 'attachment fee' totalling £1.4m over three years and a results based element of up to £0.8m, dependant on the level of success. In addition to this current council resources of £0.6m per annum have been identified to support the programme. The strategy is designed to deliver savings across a range of organisations including BHCC and the success of this will be monitored and reported as part of the children's services VFM programme.

Finance Officer Consulted: David Ellis

Date: 15/11/12

5.2

Legal Implications:

The context of the SFSC programme is set out in the body of the report. In providing services aimed at a cohort of families experiencing multiple disadvantage the programmes will assist the authority in meeting its statutory duties to families in need under Children Act 1989, it will promote the outcomes for children contained in the Children Act 2004 under which public agencies must co-operate, and it will assist the authority in meeting the overarching duties under the equalities legislation. Adults in need of community care services are entitled to assessment and identification of relevant services and this agenda should also promote the capacity to fulfil that statutory duty.

Lawyer Consulted: Natasha Watson

Date: 20.11.12

5.3.

Equalities Implications:

The purpose of the SFSC programme is to target and support a cohort of families and households in the city experiencing multiple disadvantage, which often includes the impact of overlapping inequalities issues. As well as working with families and individuals, to improve their well being and outcomes, the programme is charged with promoting whole systems change.

5.4

Sustainability Implications:

The programme seeks to improve the resilience, capacity and independence of families and households facing multiple deprivation to improve outcomes for those families and significantly reduce public sector expenditure. The sustainability of the programme, and/or of the key interventions it uses will depend on successful identification of those efficiencies.

5.5

Crime & Disorder Implications:

Anti-social behaviour and criminal activity are integral to the national and local eligibility criteria for the programme. The ITF is based upon the successful Family Intervention Project, which was part of national programme targeting anti-social behaviour. In addition the Police, Probation and Youth Offending Service are seconding staff into the programme to support the development of integrated approaches to addressing crime and disorder. The Lead Commissioner is also a member of the Safe in the City Partnership.

5.6

Risk & Opportunity Management Implications:

The SFSC Programme Board maintains a risk register. The programme is working with the council's Internal Audit to manage process and risk in respect of PBR claims to the national Troubled Families Unit. The above report sets out a range of opportunities the programme is exploring with partners.

5.7

Corporate / Citywide Implications:

The above report describes how the SFSC programme will support corporate and city wide priorities, plans and service developments.

SUPPORTING DOCUMENTATION

Appendices:

Appendix 1: Membership of Governance Groups

Appendix 2: SFSC Eligibility Criteria

Appendix 3: SFSC Draft Vision/Strategy

Appendix 4: Levels of Service Offered by ITF

Appendix 1: Membership of Governance Groups

Partnership Board:

Steve Barton, Lead Commissioner Stronger Families Stronger Communities, B&HCC (Chair)

Andy Porter, Deputy Director Social Inclusion, Sussex Partnership NHS

Gail Grey, CEO, Women's Refuge / RISE

Debbie Corbridge, ITF Manager, B&HCC

Denise D'Souza, Director of Adult Social Services, Lead Commissioner ASC and Health B&HCC

Heather Tomlinson, Interim Director of Children's Services, BHCC

Geraldine Hoban, Chief Operating Officer, Brighton and Hove Transitional Consortium PCT

Joanne Matthews, Strategic Commissioner for Adults and Older People, PCT

James Dougan/Rosalind Turner, Head of Children and Families, B&HCC

Jo Lyons, Lead Commissioner - Schools, Skills & Learning, B&HCC

Laura Williams, Communications Development and Lead Officer, CVSF

Leighe Rogers, Offender Management Director, Sussex Probation

Linda Beanlands, Commissioner - Community Safety, B&HCC

Louise Hoten, Head of Finance - Business Engagement / CYPT & Environment B&HCC

Mark Rist, CMgr FCMI GFireE , T/Area Manager, Borough Commander, Brighton & Hove, ESFRS

Nick Hibberd, Head of Housing & Social Inclusion, B&HCC

Nicky Cambridge, People & Place Co-ordinator / Communities & Equalities Commissioning, B&HCC

Paul Brewer, Head of Performance, Performance Team, B&HCC

Peter Wilkinson, Public Health Consultant, PCT

Rima Desai: VFM Programme Lead, Strategic Commissioner, B&HCC

Simon Nelson, Temporary Superintendent, Public Protection Teams and Joint Delivery, Sussex Police

Valerie Pearce, Head of City Services, B&HCC

Programme Management Board

Steve Barton, Lead Commissioner Stronger Families Stronger Communities, B&HCC (Chair)

Debbie Corbridge, ITF Manager, B&HCC

Ellen Jones, Head Of Service - Integrated Area Working - Schools & Communities

Paul Brewer, Head of Performance, Performance Team, B&HCC

Rima Desai: VFM Programme Lead, Strategic Commissioner, B&HCC

Sarah Colombo: Child Poverty/ CVS, Childcare Strategy Manager - Information & Workforce Development

Sue Boiling: Service Manager, Agency Placement Team/VFM

Delivery Partnership

Anna Gianfrancesco, Service Manager, Youth Offending Service, B&HCC

Bruce Mathews, Chief Inspector, Sussex Police

Debbie Corbridge, ITF Manager, B&HCC

Deborah Parr, ITF Monitoring and Performance Officer, B&HCC

Emma Gilbert, Social Inclusion & Involvement Manager, B&HCC

Fay Roberts, Family Intervention Project Operational Manager, B&HCC

Lucy Anderson, Operations Manager, Skills Training

Martin Edwards, Senior Probation Officer, Sussex Probation

Mat Thomas, ITF Operational Manager, B&HCC

Peter Castleton, Community Safety Manager (Casework), B&HCC

Richard Cattell, Senior Social Worker, B&HCC

Richard Hakin, Operational Social Work Service Manager, Children In Need, B&HCC

Richard Jordan-Penswick, Tenancy Manager, Anti-Social Behaviour Housing Team, B&HCC

Steve Barton, Lead Commissioner Stronger Families Stronger Communities, B&HCC

Steve Springett, Family Intervention Project Operational Manager, B&HCC

Management Information and Infrastructure Group

Paul Brewer, Head of Performance, Performance Team, B&HCC (Chair)

Rima Desai: VFM Programme Lead, Strategic Commissioner, B&HCC

Kim Bowler, Performance & Business Manager, Youth Offending Service, B&HCC

Deborah Parr, ITF Monitoring & Performance Officer, B&HCC

Daniel Elliott, Education Performance Analyst, B&HCC

TBA, ASB Data Specialist

TBA, Corporate ICT representative (in phase 2)

TBA, CVS representative (in phase 2)

Appendix 2: SFSC Eligibility Criteria

The family, individual or household would need to meet 2 of the first 3 criteria to be eligible for the Stronger Families Stronger Communities Programme. Criteria 4 will help to prioritise allocation.

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

- a. Households with 1 or more under 18-year-old with a proven offence in the last 12 months
- b. 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)

- a. Has been subject to permanent exclusion?
- b. There has been three or more fixed school exclusions across the last 3 consecutive terms
- c. Is in a Pupil Referral Unit or alternative provision because they have previously been excluded
- d. Is not on a school roll
- e. 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. Brighton & Hove Local Priorities (applies to families with children and households without dependant children)

- a. 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
- b. 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)
- c. 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
- d. Families or households where there is an adult on an Adult Safeguarding Plan

Appendix 3: SFSC Draft Vision/Strategy:

Vision:

An integrated policy, commissioning, delivery programme that supports:

- The council's Corporate Plan: tackling inequality; promoting engagement; and achieving value for money
- The city's Sustainable Community Strategy and: the strategic priorities of the Learning Partnership; the Safe in the City Partnership; the City Employment and Skills Plan; and the Local Safeguarding Children's Board.

Values and Principles:

- Partnership and co-production
- Outcome led and evidence based
- Reflexive –partnership, commissioning and casework will be respectful, honest, challenging, assertive, authoritative , persistent, supportive and compassionate

Strategy:

- To co-produce a programme of strategic, community and individual interventions that improves resilience and outcomes for families and households facing multiple deprivation
- To monitor the impact of interventions to reduce costs, invest in early help and preventive services, promote public sector innovation and build social capital

Objectives:

- Commission and deliver evidence based interventions and build flexible professional systems which enable mainstream services to meet the needs of families and households facing multiple deprivation
- Negotiate whole systems change and prevention strategies based on the evidence and experience of families and households eligible for the programme, identifying and resolving issues impeding the effectiveness and value for money of local services for families facing, or at risk of multiple deprivation

Workstreams:

Delivery:

- Establish a multi-agency Integrated Team for Families to provide whole family/multi-professional interventions and support to eligible families
- Jointly commission and/or integrate other whole family and/or specialist services and build shared information and/or case management systems, especially with schools and colleges, the NHS and community and voluntary sector organisations

Whole Systems Change:

- Be a catalyst for whole systems change, recognising that 'A plethora of front line initiatives for change does not necessarily add up to a transformed system'(NHS Institute for Innovation and Improvement)
- Through the SFSC Partnership Board negotiate a pragmatic change strategy based on the experiences of families and households on the programme

Appendix 4: Levels of Service Offered by ITF

INTEGRATED TEAM FOR FAMILIES

Level of Services offered by ITF

- 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 monitor progress and ensure appropriate data is collected

Each level of service is determined by the Stronger Families Stronger Communities (SFSC) Programme eligibility criteria and outcome targets, aiming to deliver interventions that enable families or individuals to meet the goals in the Family Action Plan and:

Reduce anti social and offending behaviour through a mixture of support, diversionary activities and where necessary, through enforcement based intervention

Improve school attendance and reduce school exclusions for school-aged children

Address adult worklessness

Address issues affecting the safety and well being of families and children, and vulnerable households without dependent children including:

- Issues identified by a Family CAF, Child in Need or Child Protection Plan and/or where a child(ren) are at risk of entering the care system
- Where families *or* households are 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

INTENSIVE

Family Coaches will be working with families that meet the ITF criteria and have entrenched, multigenerational and significant barriers to achieving positive outcomes.

If the family is not engaged with social care the Family Coach will be the lead professional responsible for case management decisions and partnership working to design and deliver effective interventions.

Working assertively with families, ensuring regular contact through home visits, one to one, and wider family work to deliver intensive support with around 6-8 hours of contact per week.

Where social care are involved with the family the Family Coach will take the lead in providing interventions and monitoring progress against PbR targets whilst working seamlessly alongside processes of child safeguarding, including reporting to, and attendance at, Child Protection Conferences, Core Groups and Child in Need Network Meetings.

The Family Coach will be leading on Family CAF implementation with families that meet the SFSC criteria who fall below the social work threshold.

SUPPORT

Family Coaches will be working with families with multiple disadvantages that meet the ITF criteria and where there are some barriers to achieving positive outcomes.

They will support the Lead Professional/Team around the Family or social worker on making case decisions and partnership working that designs and delivers effective interventions to enable families or individuals meet the goals in the Family Action Plan.

Working assertively with families, ensuring contact through home visits, one to one, and wider family work to deliver support, with around 2-4 hours of contact per week.

Working seamlessly alongside processes of child safeguarding, including reporting to, and where necessary attendance at, Child Protection Conferences, Core Groups, Network Meetings and Team Around the Family Meetings.

Where there is not a Team Around the Family in place, initiate and take a lead in the Family CAF implementation with families with multiple disadvantages who fall below the social work threshold.

MENTORING

Supporting professionals (*that are working with families who meet the ITF criteria*) with any aspect of the Family CAF process particularly focussing on partnership working that designs and delivers effective interventions that enable families or individuals meet the goals in the Family Action Plan

This may include, for example, the completion of a Family CAF Assessment, identifying relevant professionals, negotiating a Family CAF plan or support with facilitating a 'Team around the Family' meeting.

MONITORING

The Family Coach will liaise with the Lead Professional, other Team Around the Family members or Social Worker and collect information required to evidence progress made against ITF targets.