

## **Executive Member Decision Session for 14 September 2010 Children & Young People**

Report of the Director of Adults, Children and Education

### **The Catalyst Family Intervention Project**

#### **Summary**

1. Whilst this report is predominantly for information it also creates an important opportunity for the Executive Member to comment upon the progress being made by a project providing a new delivery model for the city. The report describes the Family Intervention Project (FIP) model, its 'roll-out' in York through the Catalyst Project, the positive outcomes being seen for families, and the scope for savings being realised through this approach.

#### **Background**

2. Family Intervention Projects (FIPs) are a national model. They have been introduced as part of the "Whole Family – Think Family" agenda to turn around the lives of the small minority of families whose children suffer multiple disadvantage and negative outcomes: intergenerational cycles leading to poverty, crime and/or anti-social behaviour.
3. York was successful in bids to run three separate but interrelated FIPs addressing the following headline themes:
  - youth crime
  - child poverty
  - anti-social behaviour.
4. The York FIPs are merged under the more family friendly branding of 'Catalyst', as there are many common issues within these families.

#### **Catalyst/FIP Model**

5. The aim of Catalyst is to be pro-active and engage with selected families to break negative cycles, working together to sustain more positive outcomes for the children and young people. The model has been tried and tested in many areas of this country, with rigorous evaluation showing many positive outcomes. An evaluation of its *local* impact is currently under way.

6. Families are identified by a range of partner agencies using a matrix of key indicators (**see Annex A**) and referrals are received by the Catalyst Manager. Each family that meets the criteria is allocated a key worker who engages with the whole family and undertakes a whole family assessment. An agreement is drawn up detailing what is expected from the family, and what support is available through FIP and partner agencies, including the positive encouragement put in place to strengthen the family's self-help skills. There are also 'sanctions' for non-compliance.
7. Catalyst is contributing to Local Area Agreement targets to reduce the number of Children living in Poverty (NI116), First time entrants to Youth Justice System (NI 111) and Re-offending by 10-17 year olds (NI 19) as set out in the Children and Young People's Plan.
8. The project has been fully staffed since April 2010. The team comprises of a manager, 7.5 fte key workers, 0.5 fte health professional, plus specialist support through the voluntary sector.
9. Workers have a small caseload working intensively (up to 8 hours a week) with up to 6 families each in a year. The project is now working with over 30 families (100 children) and is projected to rise to 44 families by March 2011. The allocation of families is broken down into the three key referral criteria are as follows:
  - 12 families (youth crime)
  - 24 families (child poverty)
  - 8 families (anti-social behaviour).
10. At the time of writing this report we have families at the following stages of the project:
  - 2 – Discussions taking place with agency re possible referral
  - 12 – Referral decision/assessment stage
  - 12 – Support plan stage
  - 6 – Review stage
11. Two of the families at the review stage are almost ready to commence a planned exit strategy, which will involve step down arrangements to lower level services for ongoing support.
12. Families have been referred from a wide range of agencies and characteristically there has already been a history of considerable involvement with a range of services. As with the national model, the challenge is to coordinate those services better, and to ensure that we are genuinely engaging with the most difficult to reach families.

## Outcomes

13. Outcomes for families who have been a part of the project are proving very positive and are in line with the national evaluation which has found:
  - Reduction in housing enforcement actions by 72 per cent
  - A drop in anti-social behaviour by almost two-thirds
  - Truancy, exclusion and bad behaviour at school reduced by 58 per cent
  - Domestic violence declined by 59 per cent
  - Drug and alcohol problems declined by 47 per cent
  - Child protection concerns declined 42 per cent.
14. This then leads to a significant long-term decrease in service involvement with these families. The attached case study Family A illustrates this (**see ANNEX B**).
15. There have been many positive outcomes for Family A. Since moving from homeless accommodation they have sustained their council tenancy, which is managed by temporary accommodation under Homeless Legislation, for over 9 months and are taking a real pride in their family home. The eldest son has completed his exams and has secured a job at Burger King. The younger boys are making good progress and dad is attending adult literacy and numeracy courses. Mum has given birth to a healthy baby girl. The family have exceeded all expectations in their engagement with other services and in reduction of ASB and criminality.
16. Currently the Catalyst Project is funded through time-limited grants and delivered through a team working for City of York ACE. There are different models across the country which engage strategic partners from the Local Authority and other agencies through funding contributions and/or secondment of staff to a delivery team.

## Consultation

17. At a strategic level there has been full involvement of the Local Strategic Partnership in the development, monitoring and future methods of delivery of the project through reports to Yor-OK Board and its Integrated Commissioning sub-group. The work in York is being overseen by a multi-agency steering group, which ensures that it is targeted most effectively at those families which would most benefit.
18. The model itself relies on significant involvement of families themselves in utilising their own strengths in finding solutions and taking full responsibility for adherence to the careplan.

## Options

19. This paper is predominantly for information only. The on-going commissioning of this model of delivery will need to be considered in the light of the Comprehensive Spending Review and given its considerable savings to a range of agencies within multi-agency commissioning arrangements.

## Analysis

### Costs and Benefits

20. The Catalyst project is resource intensive but is an investment. Overall funding support for 2010/11 has come through the "Think Family" and other grants. The cost of the project is in line with national expectations of £8000 per family (including management and supervision) and reflects the extra costs involved in setting up a new service.
21. However, a key factor in the FIP model is that it is an investment which not only produces positive outcomes for families but produces long-term savings for services across the city.
22. National findings show a key worker supporting five families a year can enable savings in:
  - Children's Social Care (£189,000 a year), saving on additional care places;
  - Local Police, youth offending and community safety (£73,800 a year) saving on staff through handling increases in neighbourhood nuisance and minor crimes;
  - Local housing providers (£36,400 a year), saving on housing enforcement actions.
23. The attached local analysis based on Family A (**ANNEX C**) shows savings of £98,000 attached to Family A. This is worked out through a costing tool (including analysis of likely risk) developed by DfE.
24. The savings include:
  - Service savings (c£49k) the cost to Housing, Health, Social Care and the Justice System;
  - 'Societal savings' (c£49k) the cost of lost opportunities for a family to contribute to society.
25. Extrapolated over all 44 families this would show a saving of c£2.2 million. Taking into account the cost of the work the net saving to services in the City of York is over £1.8 million. Again this is in line with the national evaluation.

## **Corporate Objectives**

26. This Project is in line with many corporate objectives, including efforts to ensure we do our best to make sure that all citizens, regardless of race, age, disability, sexual orientation, faith or gender, feel included in the life of York. It is also part of our strategies to reduce crime, the impact of crime, and child poverty.

## **Implications**

27. **Financial** - Report is for information only, no significant implications. The body of the report however does incorporate growing evidence that this model can have a significant financial benefits. The challenge in the current financial climate will be to achieve ongoing core funding on a partnership basis which would facilitate the longer-term total place savings to be achieved.
28. **Human Resources** - Report is for information only, no significant implications
29. **Equalities** - The Catalyst/FIP project has been developed in the light of a full Equalities Impact Assessment.
30. **Legal** - Report is for information only, no significant implications
31. **Crime and Disorder** - Report is for information only, no significant implications
32. **Information Technology** - Report is for information only, no significant implications
33. **Property** - Report is for information only, no significant implications
34. **Other** – Report is for information only, no significant implications

## **Risk Management**

35. This paper is for information there are no known risks in relation to this item.

## **Recommendations**

36. This paper is predominantly for information only. However the Executive Member is asked to note its contents and comment as she sees fit.

*Reason: to provide an account of the early stages of this new project, which is consistent with a number of corporate objectives.*

## Contact Details

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**Report Approved**



**Date**

31 August 2010

**Specialist Implications Officer(s)** *Not applicable*

**Wards Affected:**

All



For further information please contact the author of the report

### Background Papers:

1. 'Family Intervention Projects – An evaluation of their design, set-up and early outcomes'; *White, Warrener, Reeves and La Valle, National Centre for Social Research, 2008.*
2. 'ASB Family Intervention Projects – Monitoring and Evaluation'; *National Centre for Social Research (NatCen), March 2010.*

Both documents can be downloaded at:

<http://www.education.gov.uk/research/programmeofresearch/index.cfm?type=5>

## Annexes

Annex A – Matrix of key indicators

Annex B - Case study of Family A

Annex C – Costings analysis for Family A