

**Meeting of the Decision Session – Cabinet
Member for Education, Children and Young
People**

25 October 2012

Report of the Director of Adults, Children and Education

**Development of a Local Integrated Family Service (incorporating
York’s response to the national Troubled Families Initiative)**

Summary

1. This document sets out the development of a new locality based Integrated Family Service (IFS). This new service incorporates a local response to the government’s Troubled Families initiative whilst also serving a wider group of vulnerable families in the city.
2. The Cabinet Member is asked to endorse both the approach and arrangements for the delivery of these new services.

Background

3. The national Troubled Families initiative provides additional funding, on a payment by results basis, for local services to work with 315 York families over the next three years.
4. To claim this funding the local authority has to first demonstrate specific improvements in these families’ circumstances.
5. Families identified for this support must meet nationally prescribed criteria including:
 - a child or young person involved in youth crime and/or anti social behaviour namely youth crime and/or anti-social behaviour
 - school attendance issues
 - family worklessness

A fourth criteria, cost to the public purse and some local discretion, comes into play only if the first three criteria are met.

6. The opportunity to target and provide additional support to these families is welcome and work is already underway to identify those families whose needs might be met through this initiative.
7. A pilot service has already been launched with the former Catalyst Team (Family Intervention Project) trialling a local Troubled Families service.
8. Going forward, the model will build on what we know is working well locally and take into account recent national research.

[Annex A shows how the new Integrated Family Service fits within our local pyramid of need.]

9. The launch of this new Troubled Families initiative is timely. It links well with a number of other work streams across the wider children's services designed to keep families together and to reduce the need for children entering public care.
10. In York, we recognise that there are many more than the 315 families described by the governments formula who need additional support and intervention. These families include those where there are issues of domestic abuse, drug or alcohol misuse, mental health problems, homelessness and other factors causing distress.
11. Our local approach is to bring together all those services currently providing support to families. In this way we will create a single cohesive service arrangement which meets the needs of all vulnerable families whilst also meeting the requirement of the Trouble Families initiative.

The Proposed Structure

12. The new structure will see the introduction of three teams located in areas of highest need but collectively serving the whole of York.

[Annex B illustrates the staffing structure and Annex C the proposed locality boundaries]

13. Each team will comprise of nine full-time-equivalent Integrated Service Practitioners and be led by an Integrated Family Service Practice Manager.

14. The teams will be supported by a health practitioner who will act as a consultant and a link to wider health services.
15. Careful tracking and measuring of outcomes for families is essential if the service is to demonstrate its impact and effectiveness. The Troubled Families payment by results model requires a particular level of data collation and analysis in order to draw down the national reward money. In the circumstances, a business support officer will also be appointed to support the service.
16. The overall service will be led by the integrated family service manager to whom the three practice managers, the health professional and the business support officer will report. This post will incorporate the Troubled Families 'Trouble Shooter' role (a role which is a funding requirement as set out by government). Administrative support will be provided to each locality team.

Partnership with the Wider Children's Workforce

17. Each locality team will be supported by a multi-agency reference group made up of professionals and members of the local community. This panel will maintain the partnership input into this service within the locality, have an overview of the work of the locality team, and of data and outcomes and provide local intelligence to support the identification of troubled families and families with multiple and complex needs specifically those held within their own agencies.
18. The reference group will also look at some of the wider issues within the community and the root causes of many of the issues impacting on children and families well being.
19. The integrated family service practice manager will provide regular reports to this partnership.
20. Further work with partners will be ongoing in drawing professionals into the wider integrated family service teams with a view to professionals from other agencies being either co-located with the teams or working closely with them in other ways.

The Role of the Integrated Family Service Practitioner

21. As lead practitioner, the Integrated Family Service Practitioner will:
- use the Common Assessment Framework [CAF] to carry out their initial assessment on all referrals building on any CAF or deemed CAF - that has already been completed. A new “Family CAF” is currently in development for this purpose.
 - develop a family agreement which is approved by every individual in the family according to their age and understanding. (Agreements will be made and agreed in an appropriate format so that every individual is enabled, wherever possible, to take part.)
 - draw up a whole family support plan, which includes targets for individual family members, including motivators and sanctions. The plan will build on family strengths and aim to develop resilience and independence to ensure sustainable change
 - co-ordinate the team around the child/family bringing in all of those services which might be appropriate to meet the needs of the children and the family. (These services might include Children’s Centres, Integrated Youth Support or other agencies such as schools, CAMHS, Health Visitors, IDAS, Home Start, Young Carers, other voluntary organisations etc.)
 - review family support plans on a regular basis with the family and team around the family, brokering additional support for the family according to need
22. Assessment, planning, intervention and reviewing will be a continuous process and will always be whole-family orientated with a focus on the individual needs of each child in that family context and that of the wider environment.
23. Intervention will commence immediately, whilst the assessment is ongoing, and will last as long as necessary, with up to around 12 months involvement.

Workforce Development

24. An Integrated Family Service Task Group is currently working with the workforce development unit to draw up individual training needs assessments using the qualifications, skills and knowledge specifications for each post. These will be distributed to the

prospective Integrated Family Service staff in October with the analysis of training needs to take place at the beginning of November.

25. Individuals who have specific needs will be supported to undertake training.
26. The WDU Steering Group will ascertain where training for Integrated Family Service staff can be linked with other CYC or multi-agency training for example with the Youth Support Service or children's centres or the wider children's and adults' workforce.
27. The basic minimum requirement for all Integrated Family Service staff would be training in:
 - basic child protection awareness
 - Working Together 2010 (and 2012 when it is finalised)
 - integrated working
 - individual needs will be ascertained through PDRs and supervision

Recording and Reporting

28. Case records would be kept on every child/family on an agreed database. The system used will need to have functionality to report on the progress of Troubled Families for payment by results purposes.
29. A number of external providers have submitted specifications for databases as a direct response to the government's Troubled Families initiative. These have proved to be either too costly or not up to the job or both.

Timescales

30. The implementation of the new service is phased:
 - phase 1 – Troubled Families team 1 at York High School - already in place
 - phase 2 - Catalyst Central becomes Troubled Families team 2 – September 2012
 - phase 3 – Whole Integrated Family Service set up – three teams across the city. Early December 2012

- transition of staff and families throughout

Consultation

31. Consultation has taken place with all staff in scope in line with the Council's change management guidance. There has also been extensive consultation with partner agencies in single and multi-agency forums.

Consultation with partner agencies continues.

Options

32. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

Analysis

33. The new Integrated Family Service would have the advantage of having the capacity to work intensively with those families whose children might otherwise become looked after or subject to other statutory interventions.
34. The aims and advantages would be:
 - good outcomes for children and young people as a result of intensive support.
 - a reduction in the number of referrals requiring statutory intervention from social care.
 - reduction in numbers of children who become looked after.
 - reduction in levels of youth crime
 - continuing improvements in school attendance figures
 - increased capacity at statutory level for those families who need it.
 - reductions in re-referral rates to statutory services.
 - increased resources to re-invest in prevention.

Council Plan

35. The proposals relate to these priorities:

Create jobs and grow the economy

36. The Integrated Family Service and specifically the Troubled Families initiative is focused upon supporting people out of worklessness and into employment or training. The service will work closely with others – JCP and the Future Prospect's European Social Fund project to name two – in order to achieve this. Local people in communities will be encouraged to support others in their communities and by doing so, increase their own confidence and capacity to be ready for employment.

Build strong communities

37. The staff will work across localities but will become familiar with, and to, each community within those localities focusing particularly on those communities with the highest level of deprivation and need. They will work with families, extended families, friends, neighbours and the wider communities bringing in whatever services and support networks are identified with the families as providing the most useful support.

Protect vulnerable people

38. The prime aim of the service is to work with those children and families who are in the greatest need and have escalating levels of vulnerability. Families who meet the Troubled Families criteria and who have multiple and complex needs will be identified through the Children's Front Door as recipients of the service.

Implications

Financial

39. The budget for the new Integrated Family Service has been formed from a number of budgets from the previously separate services that have been combined together, and is also supported by the new Troubled Families Grant from the Department for Communities and Local Government (DCLG), which has been confirmed for the three years from 2012/13 to 2014/15.
40. The Troubled Families Grant is made up of two elements, an upfront payment and a payment by results factor. The total grant

available to City of York is £1,052k over the three years. The grant is profiled over the three years based on the number of families the local authority expects to identify and work with each year, and has been agreed with the Troubled Families Unit at DCLG. To enable local authorities to staff up their teams the upfront payment is front loaded into the early years. The profile of payment is shown in the table below.

| | 2012/13 £000 | 2013/14 £000 | 2014/15 £000 | Total £000 |
|---|-----------------|-----------------|-----------------|---------------|
| Up-front grant | 330 | 240 | 96 | 666 |
| Payment by results (at 100% success) | 82 | 160 | 144 | 386 |
| Total | 412 | 400 | 240 | 1,052 |

41. The total budget for the service is £792k in 2012/13, £1,213k in 2013/14 and £1,241 in 2014/15. Budgets transferred into this team are £377k from the current Parenting and Catalyst Budgets and £306k from Family Support. The grant received in 2012/13 will not all be needed as the team is being staffed through the year, but any unspent grant can be carried forward to support the costs in future years.
42. It may be possible to source additional funding either nationally or locally in support of this programme, together with resources in kind from agencies with an interest in investing in the new service. Funding for resources for individual families will also be sought from charitable organisations.

Human Resources (HR)

43. A full process of consultation with the staff affected by the restructure has been carried out followed by an assimilation process.
44. All staff in scope have now been offered a post in the new structure.
45. Redeployees in the redeployment pool have been considered for posts still vacant and any further posts will go out for recruitment.

Equalities

46. An equalities impact assessment is being completed. There are no significant equalities issues.

Legal

47. No significant implication.

Information Technology (IT)

48. The likely database to be used by the Integrated Family Service will be the eTrak database which links with a number of other databases across the children's workforce. This was developed in-house for CA&A and can be adapted to meet the needs of the Integrated Family Service for both recording and reporting. A specification for this has been submitted to IT and development is underway.

Property

49. Venues for office bases are being identified for each of the three teams in each locality they will serve. The team in the West of York will remain at York High School where the pilot is based currently. The team covering the North of the city will be based at Canon Lee. Options are being explored for the office base in the South East of the city.
50. These bases will require a minimum level of refurbishment which will have a cost attached but most of the office equipment and IT hardware will be found through the fall out from the move to West offices for city-based CYC staff.
51. The Integrated Family Service office bases will be in areas identified as having the highest levels of deprivation and need. Staff will become familiar with, and to, local communities and meet regular with service and community leaders. Staff will also work in other areas of their locality.

Risk Management

52. It is important to ensure sufficient capacity in the IFS and this should be informed by:

- numbers of “Troubled Families” as defined by the “Troubled Families” guidelines and criteria but no less than 315 over the period of three years (including those cases held possibly by other services)
 - the number of cases to be transferred into the new service from the existing children’s social care Family Support Service
 - an analysis of the likely numbers of cases at Tier 2 which meet the agreed criteria for Integrated Family Service
 - levels of need in terms of intensity of work required with each family
 - skills, knowledge and experience of the workforce and individuals within the workforce
53. We would anticipate that the service will work with around 200 families per year, including Troubled Families, but this will be kept under constant review.
54. Some capacity issues will be addressed by the absence of some of the duplication which currently exists in service provision. For example many cases currently held by social care have input from a family support worker and from a Catalyst worker.

Recommendations

55. A new Integrated Family Service to be created combining the skills and experience of the Catalyst Family Intervention Project workers, three parent support advisors and the family support workers currently placed within social care. This service would sit outside social care and work intensively with families with children on the edge of care or other statutory interventions.

Reason: Rising numbers of looked after children and children subject to a child protection plan highlights the need for a new approach to working with families to prevent issues escalating to this scale. Evidence suggests that intensive work with families, outside of the remit of social care, can be successful.

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Specialist Implications Officer(s) None

Finance

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Wards Affected:

All



For further information please contact the author of the report

Background Papers

None

Annexes

- Annex A: Integrated Family Service structure
- Annex B: Level of intervention
- Annex C: Integrated Family Service localities