

EDUCATION FOR LIFE SCRUTINY COMMITTEE - 22ND MAY

SUBJECT: ANTI POVERTY PROGRAMMES UPDATE

REPORT BY: KERI COLE, CHIEF EDUCATION OFFICER

1. PURPOSE OF REPORT

1.1 An information item for members on the four programmes and collaboration between programmes to support children, young people, families and adults across the borough.

2. SUMMARY

- 2.1 The four programmes are distinct from each other in purpose but complimentary in their objectives and outcomes for families.
- 2.2 Families First has now completed its first full financial year under new commissioning and the new Welsh Government Programme Guidance. The TAF model (called Supporting Family Change in Caerphilly), the disability element (including ISCAN as the TAF model for children with disabilities) and the JAFF (Joint Assessment Family Framework) has remained core to the programme with the remaining funding focussed on family support and young people support reflecting the impact of ACEs (Adverse Childhood Experiences). New and reconfigured projects have been running since the 1st April which has complimented the delivery of the other Welsh Government Anti-Poverty programmes, increasingly value for money and preventing duplication of services.
- 2.3 The reconfiguration of Families First for 2017/18 has enabled families living outside of Flying Start areas to receive similar provision with the exception of the funded 2-3 year old childcare placement. Childcare placements are available for children with additional needs, but a full childcare programme is not allowed within the remit of Families First funding. There has been high amount of referrals received for support and families will continue to be able to access this provision.
- 2.4 Flying Start continues to have steady state delivery for 2017/18 delivering the four core elements of enhanced health visiting support, speech language and communication support, parenting programmes and individual family support, as well as funded childcare provision for 2-3 year olds. The focus on the most vulnerable families who often suffer the impact of ACEs remains a key part of the bespoke more intense ability of the programme delivery.
- 2.5 Communities First has seen significant changes over the past year with the new Communities First legacy programme commencing from April 2018, the eight priority areas remaining coterminous with some Flying Start areas. The employability grant replaces the LIFT programme as well as the employment element of Communities First as well as provides the infrastructure for the Communities 4 Work programme.
- 2.6 The Supporting People programme provides housing-related support to help vulnerable people in all tenures, to live as independently as possible within their own homes, specialist housing or sheltered housing. Greater emphasis is now being placed on the programme

assisting the local authority meet its commitments with regard to homeless prevention and the requirements of the Social Services and Well Being Act and to respond to the effects of welfare reform on the most vulnerable. This continues to be a sizeable programme within CCB offering significant support through a wide range of service providers across the statutory, voluntary and private sectors.

3. LINKS TO STRATEGY

3.1 All four programmes contribute to the Well-being Goals within the Well-being of Future Generations Act (Wales) 2016:

· A prosperous Wales

The four programmes aim to support children, young people, adults and families to achieve their personal goals which may include raising aspirations, children's development, attainment, employability skills, increase attendance at provision and build life skills for their future. In addition they support families to improve their resilience, financial management, parenting skills, language and literacy skills as well as support them to gain confidence to move on to employment support programmes, which aim to support and grow our economy.

A resilient Wales

Many of the programmes encourage delivery of and use of local community based provision for sustainability of local resources. All childcare settings and schools as well as some of the projects funded are signed up to the Healthy Schools, Healthy colleges, Healthy Early Years and healthy snacks schemes which also include Eco Schools / Early Years, and encourage children, young people and their families to use the indoors / outdoors natural environment.

A healthier Wales

The Healthy schemes are embedded into practice across many of the programmes projects, childcare settings, and group based provision encouraging healthy eating and activity, as well as reinforcing healthy behaviour messages, like no smoking. There are also key health messages throughout the various projects and a specific project that encourages establishing healthy behaviours from the antenatal period. Using local community based provision for delivery of the programmes encourages walking rather than driving to settings and groups. New projects commissioned are also exploring transport training so that families are supported to access public transport.

A more equal Wales

The four programmes have a main objective to reduce the impact of poverty on children, young people, adults and families through supporting them to access interventions, building confident and resilient communities and promoting positive development and attainment. Some of the programmes aim to early identify children with additional needs and support their parents to be able to support their child's development. The programmes also link with employment based programmes to encourage parents to take up opportunities to return / start employment.

A Wales of cohesive communities

Through the collaboration of the four programmes the geographical limitations have been overcome. Although a criticism of Flying Start and Communities First programmes are the geographical targeting of postcodes, this also acts as a way to support those communities in the most concentrated areas of need. The geographical nature enables targeting of resources; creation of well resourced quality community based provision and builds a value to their local area, which other families want to access. However, Supporting People and Families First cover the whole borough so that families in need are able to access relevant provision.

A Wales of vibrant culture and thriving Welsh language

o Improving understanding of culture and using conversational Welsh language across provision and especially in the schools and childcare settings has been embedded throughout programme delivery. Childcare settings are working on a quality assurance scheme called the Road to Bilingualism which identifies their current practice and targets for improvements. Facebook pages and communications are now bilingual so that choices can be made as well as having translation into other languages as needed.

- A globally responsible Wales
 - Wellbeing is embedded through practice across many of the four programmes, including programme / project delivery and the new specification designs. The Solihull approach is being embedded across all staff teams to enable a common language and understanding of the importance of relationships and attachment.

4.0 THE REPORT

- 4.1 **Families First** is designed to improve outcomes for children, young people and families. It places an emphasis on early intervention, prevention, and providing support for whole families, rather than individuals. The Programme promotes greater multi-agency working to ensure families receive joined-up support when they need it. The intention of the Programme is to provide early support for families with the aim of preventing problems escalating. Each Local Authority shapes the Programme based on local need.
- 4.2 Currently, Caerphilly Families First has increased from thirteen to eighteen projects:
 - Children and Young People's Advocacy formal, independent advocacy for children and young people.
 - Parent Advocacy formal, independent advocacy for parents
 - **Confident with Cash** one to one home support for debt management, financial capability and welfare benefits.
 - **Early Prevention** provides support for children with emerging developmental delays, additional learning needs and behavioural needs who would benefit from engaging in a nursey or childcare setting.
 - Targeted Youth and Family Engagement engages and assists young people and families to develop personal and social skills, raise confidence and build self-esteem and resilience.
 - Family Safety (Domestic Abuse) immediate safety work, support and guidance enabling families affected by Domestic Abuse to remain within their home.
 - Health Outreach Provides a pre and postnatal awareness and support package to families outside of Flying Start areas. Responsive feeding is provided borough-wide.
 - Wellbeing support for families who suffer with low motivation or low mood, anxiety, depression, social isolation or traumatic life experiences
 - Young Carers provides issue based groups to bring together a number of young carers to share and explore common themes
 - Children and Young People Domestic Abuse Support support for children and young people affected by domestic abuse
 - Families Learning Together supports parents, children and young people improve literacy and numeracy skills.
 - Parent Forum Gives parents the opportunity to be heard, learn new skills, gain volunteering
 experience and meet other parents within their community.
 - Confident Parents, Stronger Families (Parenting) aims to assist the development of parenting skills, increase parental capacity and improve family relationships.
 - More Than Play one to one support for children aged from 18 months to 2.5 years of age
 who have emerging developmental delays, to maximise the learning and development of
 children through play.
 - **Little Voices** group support for children aged 1-3 years old who need support to develop their communication skills due to speech and language delays
 - Outreach SRB support for children of Nursery/Reception school age with severe speech and language delays
 - **Emphasis** long term and crisis support for young people at risk of becoming homeless (funding only secured for Quarter 1).
 - Youth Respect specialist targeted support for young people showing early indications of, or are already exhibiting abusive, aggressive and controlling behaviours in family or intimate relationships.

- **Supporting Family Change** (Team Around the Family) Coordinates multi agency support for families for a wide range of needs, particularly when a family have more than one need.
- 4.3 In 2017/18, Families First projects worked with 6551 individuals throughout Caerphilly accessing a range of the above projects, which is a decrease from 8,524 in 2016/17 prior to the single front door referral system and a move to a more targeted intervention than universal delivery. 1392 of these individuals were worked with through the TAF model approach delivered by Supporting Family Change, which is similar to the number of individuals 1381 in 2016/17.
- 4.4 Families First undertook a small amount of recommissioning work in 2017/18. Firstly, to recommission Children and Young People's Advocacy, this is part of a larger regional Gwent Advocacy contract. In addition, the Parent Forum contract was re-configured and Communities First Legacy funding, along with Families First and Flying Start funding, was combined to provide a single contract for the provision.
- 4.5 Families First has received a 1.8% budget reduction for 2018/19. However, the programme is intending to manage the risk through vacancies and therefore projects are not being asked to make savings.
- 4.6 The **Flying Start** programme delivers in 26 Lower Super Output Areas (LSOA) based on the most disadvantaged areas in Caerphilly and targeted using the highest concentration of children aged 0-3 years living in income benefit households. The Programme had expanded the areas from 10 areas to 26 LSOAs during 2012-16 expanding from 1252 children aged 0-3 to more than 2483 children aged 0-3 and their families. This has enabled a reach of 29% of the children aged 0-3 in Caerphilly county borough (based on caseload data) in all of the 10% most disadvantaged LSOAs and some of the 20% most disadvantaged
- 4.7 During the last year there have been changes to the way in which Flying Start data is reported and as such some indicators are no longer used in appendix 1. Headline data:
 - The caseload count remains consistently higher than the cap number of 2483 which is a greater reach than the funding should allow for
 - Although the number of children more than one age band below their developmental norms improves between 2 years and 3 years, there is still a significantly higher proportion than expected for children needing additional strategies / support due to developmental delays.
 - The majority of children eligible are offered a childcare place with an increase to 94% taking up the place. However, in 2017/18 the number taking up Welsh medium childcare places dropped significantly back to 6%.
 - 62% of parents enrolled in parenting programmes show positive improvement in assessments.
 - Initial analysis of the first cohort of children born in 2008/09 have shown 35 movements (12.5%) out of the borough, and many movements between or out of areas especially in the Bargoed, Hengoed, Pantside and St James areas (maps at the end of appendix 1).
- 4.8 One of the aims of Flying Start is to increase resilience of families, to mitigate a detrimental impact of ACEs on the family. In a recent caseload audit, the health visitors identified children aged 0-3 who have already had exposure to Adverse Childhood Experiences. 42% of children aged 0-3 in Flying Start have already had exposure to at least one ACE, and 7% have already had exposure to 4 or more ACEs which puts them as the most vulnerable children.
- 4.9 From 1st April 2018 **Communities First** has changed to Communities First legacy programme and the Communities for Work Plus programme.
- 4.10 Phasing out of the Communities First programme in the borough was completed by 31st December 2017, when the Community Regeneration department restructure process was completed. In the main, staff either left for positions in other departments/organisations or were successful in gaining posts within the new Legacy/Communities For Work+

programmes. The remainder of the Communities First grant funding has been used to phase in the new programmes during Q4 (January – March 2018) covering salaries and supporting work in the identified priority communities and employment support, which will migrate to the Legacy & Communities For Work+ programmes in April. During the reporting period the focus was on preparing the team and the community for the introduction of the new programmes. Where necessary staff attended training to equip them with the appropriate skills to deliver the new programmes, this included Asset Based Community Development (ABCD) training to support the new approach to working with communities, endorsed by the PSB. Similarly, community groups were supported to access training/learning opportunities to support their sustainability post Communities First.

- 4.11 Youth and Family: The remaining members of the youth and family team have wound down and have started to transition young people. Those from areas that are not priority will be supported via Caerphilly Youth Service provision whilst the young people from priority areas will transition across to projects being delivered by the Legacy fund. The number of areas being covered has dramatically reduced and so has the number of children and young people being engaged. Provision has been focused on children and young people with the highest levels of need. The team managed to maintain as many sessions as possible as far into the year as was possible. Sessions in schools in priority areas continued, with a focus on a school in the south (Lansbury Park) and one in the North (Rhymney). Work has continued in Bedwas Comprehensive, although significantly reduced and sessions drew to a close in Phillipstown due issues with capacity. The Learning Pathway Centres have now been absorbed into Education.
- 4.12 8 priority communities have been identified for the Legacy programme following consultation with numerous internal departments (including Housing, Social Services, Education) as well as national indicators. The following have been identified as the most deprived communities and have, therefore, been agreed as the priority focus to implement the new way of working.
 - St James 3 and 4 (Lansbury Park)
 - Twyn Carno 1 and Moriah 3 (Rhymney)
 - Bargoed 4 (Park Estate, Gilfach)
 - Bedwas, Trethomas and Machen 6 (Graig v Rhacca)
 - New Tredegar 3 (Phillipstown)
 - Hengoed 2 (Cefn Hengoed)
 - Darren Valley 2 (Fochriw)
 - Ty Sign
- 4.13 We intend to adopt a place based focus, with a review of public services to assess how well they meet the outcomes required by residents, and how they could improve impact and value for money. The role of the Public Service Board, and the support of partners, is key to implementing this approach, and having endorsed the approach to Lansbury Park it provides an opportunity to develop this across a number of key areas across the borough.
- 4.14 Moving forward, results will be monitored against a range of measures, collected and reported via a combination of quantitative and qualitative methods. We are working in close partnership with staff responsible for developing the Caerphilly Wellbeing Plan, to ensure outcomes/measures are aligned with strategic priorities as a means of further integrating future work with that of mainstream services and the Public Service Board.
- 4.15 Supporting People Supporting people was originally commissioned by Welsh Government in 2003; the programme covers the entire county and delivers support to vulnerable people in all tenures, with the support being provided by 40 agencies in the statutory, voluntary and private sectors. The support is related to allowing vulnerable individuals to access, maintain or move to appropriate accommodation for their needs. It does not incorporate care services such as domiciliary care, residential or nursing homes.
- 4.16 The services are available to any individual or family above the age of 16, are generally specialist in nature and specifically cater for those threatened with homeless, young people, refugees, victims of domestic violence, those with substance misuse and mental health

problems, people with learning disabilities, ex prisoners and older people.

- 4.17 The support offered is of a practical nature and can be to address the underlying issues affecting the person's ability to maintain accommodation e.g. mental health and substance misuse problems. It can include maximising people's benefits and reducing their debt, helping them to budget, achieve a health lifestyle and assisting them with access to further education and employment. Generally the support is for a limited period (up to two years), as the expectation is that people will, given sufficient support, overcome their crisis or vulnerabilities and move on into a more stable lifestyle.
- 4.18 The support can be delivered in the person's home (floating support 41 %) or in a specialist setting such as a domestic abuse refuge, homeless hostel, specialist supported housing, extra care scheme or sheltered housing. (accommodation based 59 %) Supporting people programme grant pays for the provision of support, whilst housing benefit pays for the rent and service charges associated with such specialist accommodation.
- 4.19 Services are commissioned and monitored by the supporting people team which is located within the Adult Services Directorate, outcomes are recorded for all individuals who access supporting people services, and these outcomes are prescribed by Welsh Government and relate to:-
 - Promoting Personal and Community Safety
 - Promoting Independence and Control
 - Promoting Economic Progress and Financial Control
 - Promoting Health and Wellbeing

To this major control by displayed		

4.21

Outcomes Data July to Dec 2016	Identified Need	Positive Outcome Achieved	Outcome Fully achieved
Feeling Safe	2087	126	1296
Contributing to the safety/wellbeing of self and others	1939	111	1128
Managing Accommodation	2810	240	1273
Managing Relationships	1991	123	1265
Feeling Part of the Community	1969	113	1220

Managing Money	3150	260	1558
Engaging in Education/Learning	1152	55	778
Engaging in Employment/Volunteering work	1121	51	718
Physically Healthy	2025	152	775
Mentally Healthy	2315	178	1065
Leading a Healthy, Active lifestyle	1971	103	1254

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- 4.22 The programmes have been working well together to maximise reach to families across the borough. In 2019/20 there is a move towards a single funding stream for the above programmes plus 5 other grant streams and an indication of a 5%cut in allocation. The programme collaboration group is seeking to work across to partners to identify potential savings as well as have representation in the regional group to share learning from the pilots in 2018/19. However, there is concern that the 1.8% cut to Families First and Flying Start in 2018/19 has been challenging and a further 5% cut may have implications for frontline delivery of provision especially where programmes are already over subscribed.
- 4.23 **Collaboration across the programmes:** There continues to be collaborative working with Communities First, Families First and Flying Start funding Parent Network for parental engagement and the Petra literacy project which has now developed a series of 40 books (case studies are attached in appendix 2). Communities First, Flying Start and St James primary school are funding a family support worker post for the Children First community area Lansbury Park from April 2018.
- 4.24 Supporting People and Families First jointly commission domestic abuse services delivered by Llamau for children, young people and families, as well as debt advice and support delivered by Confident with Cash through CAB.
- 4.25 The development of supported family accommodation is critical for our most vulnerable young new parents. Supporting People are refurbishing flats in Aberbargoed to bring more supported accommodation on line and working collaboratively across the programmes to ensure those most vulnerable are fully supported in their transition to becoming a resilient functional family.
- 4.26 The programmes location based workers from Supporting People (housing floating support) and Flying Start (family support and health) are working closely together in Lansbury Park and Graig y Rhacca to support those most vulnerable on the two estates and to maximise the support they can receive to meet their needs.

4.27 All programme link well with statutory services and increase the support available for early intervention and prevention. Supporting People have significant links with health, social care and probation for support to ex-offenders and those most vulnerable or in crisis to ensure their housing related needs are supported and prevent an increase vulnerability through homelessness. Families First have significant links with Social Care working with families at risk of crisis to prevent the crisis and escalation into statutory provision. Flying Start links with schools and health to support early identification of ALN and improve child and family outcomes at the earliest point.

5.0 WELL-BEING OF FUTURE GENERATIONS

- 5.1 The four anti poverty programmes contribute to the Well-being Goals as set out in Links to Strategy above. It is consistent with the five ways of working as defined within the sustainable development principle as described below:
- 5.2 The anti poverty programmes aim, over the long term, to raise aspirations, standards of attainment due to raising the baseline on entry to Education, employment opportunities, as well as increase family resilience in communities and parenting skills. A long term goal is to break the cycle of poverty and impact on long term economic activity of the next generation. Many of the four programmes use Results Based Accountability, enabling delivery to be planned to meet short term outcomes, whilst also constantly considering the contribution that interventions make to long term population outcomes. By forming and maintaining links with partners, particularly those within the employment sector, as well as local businesses, the programme is able to plan for future trends and demands within the labour market, to ensure long term sustainability of outcomes.
- 5.2 It is consistent with the five ways of working as defined within the sustainable development principle in the Act in that places are planned and buildings developed accordingly to meet the changing demands of families. The workforce is trained and recruited to meet the planned projections of numbers needed in the different geographical areas, or in the different target vulnerable groups, and projects deliver flexibly to maximise efficiency.
- 5.3 The principles of partnership working and integration are key factors within the development of the anti poverty programmes projects and services. Within Caerphilly we all work closely with a vast range of partners from the public, private and third sectors; including the Local Health Board, Department of Work and Pensions, GAVO, Groundwork, Citizens' Advice Bureau, local police, schools, businesses, voluntary organisations and many more. This level of partnership working is an essential part of truly integrating with the local community to deliver meaningful outcomes, whereby services work together to maximise both referrals and the value of interventions through the sharing of resources, expertise, opportunities and access to customers. Some of the anti poverty programmes also deliver in partnership with others working regionally in development with other programme managers and partner organisation managers although delivering a local solution. Partnership working is intrinsic to the delivery of the programmes which cannot achieve the outcomes without working with others.
- 5.5 All four anti poverty programmes work collaboratively with each other and wider. Flying Start works in collaboration with other programmes to ensure families in need are supported. Families First and Flying Start both fund the health outreach team to deliver antenatal and health support complementing the Healthy Child Wales programme in non-Flying Start areas to ensure families are supported. Early Language interventions are jointly funded / contracted through Flying Start and Families First. Parenting programmes are delivered through both Flying Start and Families First funding enabling all parents across the borough to access parenting support regardless of their postcode. Assisted Places and Supported Places is funded through Families First to support children in non-Flying Start areas to access childcare if they have emerging developmental needs to support their progress. Flying Start works with families to support their engagement and confidence to access employment support through Communities First and other employment programmes, to ensure families have the

opportunity and support to break the cycle of poverty. This collaborative approach amongst the anti-poverty programmes in particular has enabled the development of customer "pathways" across a range of themes, including Employment, Family Learning and Mental Health, which track the transition of children, young people, adults or families through the different programmes and enables sharing of best practice for delivery, prevents duplication when planning and delivering services and maximises resources.

- Involvement is intrinsic to the delivery of the anti poverty programmes, 3 of which have funded Caerphilly Parent Network to ensure that participation is built in to development and delivery through their wide engagement and development of parent forum across the borough. Parents, children and practitioners are seen as equal partners and have shaped delivery in communities to ensure the provision is in the right location and accessible as well as embedded in the community. An aim of the programmes has always been to empower local communities through involvement whilst addressing the causes and impacts of poverty. Staff regularly work with local community members and/or community organisations in the development of projects; and project participants are given frequent opportunities to feedback through project monitoring systems, to enable them to shape project delivery and ensure that needs are being met.
- 5.7 The programmes continue to work with Procurement to consider commissioning timelines and lengths of contract. This allows for greater consistency in each Programme delivery and allows projects to work long-term toward improving families' outcomes.

6.0 EQUALITIES IMPLICATIONS

- 6.1 The anti poverty programmes have positive equality implications linked to provision of sufficient provision and community based interventions, access to resources and sharing of best practice to deliver the full programme of support. The communities are diverse and all families are assessed for need to ensure appropriate interventions are in place to support their access and development; this may include translators for non-English speakers, additional support or resources for identified additional needs, accessible taxi and provision, Welsh medium provision or more bespoke packages in the home where there are mental health concerns and taking time to transition to community based groups.
- The programmes support individuals living in some of our most disadvantaged areas or vulnerable circumstances, to address the causes and mitigate the impacts of poverty. Many individuals and groups who fall under the protected characteristics and wider issues covered by the Council's Strategic Equality Plan are often affected to a greater extent by poverty and the related causes; therefore it may be reasoned that the anti poverty programmes and partners will have an even greater positive impact on those individuals and groups.

7.0 FINANCIAL IMPLICATIONS

- 7.1 Caerphilly Families First is funded from a Welsh Government grant and received a £2.7 million budget in 2016/17, which was reduced by 1.8% to £2,679,747 in 2018/19, which has been managed within programme and without impact on delivery of provision.
- 7.2 The Flying Start programme has had a reduction of 1.8% in 2018/19 to £5,120,443. To date cuts have been managed through minimising buildings costs and reduction of consumables / resources. This year the intent was to apply for rate relief for all childcare premises April 2018, but legally this is not possible for any council occupied buildings. The 2018/19 budget will now meet the 1.8% cut through management of staff vacancies and careful monthly management reports. However, more significant proposals are going to be needed to meet future budget cuts of up to 5% when all funding merges in the Flexibility Funding 2019/20.
- 7.3 Supporting People has retained a standstill budget of £6,232,790, the programme service provider breakdown is approximately 65% delivered by the voluntary sector, 25% by statutory services (Social Services and Caerphilly Homes) and 10% by private sector agencies usually associated with supported housing for learning disability clients. All contracts are procured to

ensure compliance with grant terms and conditions and work is ongoing in 2017/18 to ensure that support is appropriately focused and targeted. The grant is 'ring fenced' and annual reviews are undertaken by Welsh Government to ensure that it is appropriately utilised.

7.4 Communities First has had a significant reduction in programme and new budgets for legacy and employability support in 2018/19.

8.0 PERSONNEL IMPLICATIONS

8.1 There are no current personnel implications for programme delivery in 2018/19.

9.0 CONSULTATIONS

9.1 There are no consultations that have not been reflected within this report.

10.0 RECOMMENDATIONS

10.1 Members note the contents of this report.

11.0 REASONS FOR THE RECOMMENDATIONS

11.1 To note the contents of the report to understand the interrelationships between the four programmes and the wide reach of service provision for children, young people, adults and families across Caerphilly county borough.

12.0 STATUTORY POWER

12.1 Children and Families Measure (Wales) 2010

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Appendices:

Appendix 1 Flying Start programme annual impact report 2015-16
Appendix 2 Parent Network (jointly funded project) PETRA case studies