Plymouth Families Project Evaluation 2009

Final Report

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1.0 Introduction

This report represents the findings of research carried out by the University of Plymouth to evaluate the Plymouth Families Project (PFP) in its second year of operation. An initial evaluation was carried out in 2008 (Browning, 2008) which reviewed the progress of the PFP in its initial set up period and first year of operation. That evaluation has informed the process of the current research.

The aims of this research were:

- To evaluate performance of families from baseline setting at assessment to review of baselines at 6 months and exit from PFP.

- To review performance measures used to assess families progression.

- To update the assessment tool utilised by PFP key workers to assess and review family needs and evaluate performance.

2.0 Research Context

PFP was set up in 2007 as the Plymouth Anti-Social Behaviour Unit response to the government requirement to establish Family Intervention Projects (FIPs) that would work with families to tackle anti-social behaviour and consequent homelessness. Since the ground breaking work of the Dundee Families Project, which had been established in 1995, it had become apparent that working intensively with families to provide support could reduce their anti-social and offending behaviour, eviction from homes and reduce numbers of care orders. In 2003 the Home Office set up ten 'trailblazer' areas to explore the possibility of tackling anti-social behaviour through intensive work with specific families. Evidence identified that a supportive approach to families that was coupled with enforcement via multiple new anti-social behaviour powers provided to police and agencies in the Anti-Social Behaviour Act 2003, worked to reduce problems of anti-social behaviour and social issues relating to such behaviour. It was clear from evaluation work (Dillane et al, 2001, Nixon et al, 2006, White et al, 2008) that a small number of families were responsible for a

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[1] With thanks to Ms Kate Nicholls, Research Assistant

disproportionate amount of anti-social behaviour in neighbourhoods and thus FIPs would be able to provide effective intervention to tackle this. In doing so, the FIP has become a central tool in fulfilling the government's 2006 'Respect Agenda' as the work with specific families is designed to positively impact on communities as a whole, fulfilling the requirements of policies across government departments, including 'Every Child Matters', 'Supporting People' and targets to tackle child poverty.

Following the initial trailblazer trial of FIPs the Home Office Anti-Social Behaviour Unit funded the establishment of FIPs across numerous local authorities nationally (in excess of 50 FIPs were established). A number of different models were utilised to develop each FIP with the key central aims of providing families with intensive support from a multi-agency team while utilising enforcement tools available.

The PFP was established within the parameters of the original FIP concept to tackle anti-social behaviour. The 2008 Evaluation of its set up and progress showed that the twin-track approach of support coupled with enforcement was effective at reducing offending, anti-social behaviour and subsequent homelessness. The evaluation also identified specific issues for families that appeared to underpin their problematic behaviour, such as extensive experiences of domestic abuse, substance misuse and mental and emotional health problems. The PFP has subsequently gained funding to support additional intervention with families in these areas and has also gained funding to focus on youth crime and child poverty alongside anti-social behaviour. The families incorporated in to this evaluation are those who have been engaged to tackle anti-social behaviour, but future evaluations will need to consider the new foci of PFP as areas of development.

3.0 Research Process

The research team worked closely with the PFP management team and a dedicated Research Assistant to identify the aims and objectives of the research project. A number of meetings were held to discuss the initial set up of the evaluation and its progression. The process of research was subsequently divided in to tasks that were carried out by the research team as a whole or as per expertise.

3.1 Policy Update and Performance Target Review

The PFP Evaluation 2008 had provided a comprehensive review of the context of the development of Family Intervention Projects nationally and locally. It was therefore deemed necessary to initially update this picture to ensure that PFP were able to work to current national and local policies and objectives (as outlined below at 4.0). The review of national and local policies subsequently fed in to the development of performance targets for the project, ensuring the inclusion of three particularly

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pertinent areas of family intervention work that had previously been subsumed within other categories: worklessness, debt and social responsibility. The key workers assessment tool was therefore updated to reflect the changes in policy, while remaining comparative to the existing recording process to allow for effective evaluation of the PFP over a period of years (Appendix to follow).

3.2 Evaluation of Baselines

The process of evaluation of performance measures had proved extensive in 2008 and the research team and PFP management agreed that the 2009 evaluation should be streamlined to some extent. A comprehensive review of all aspects of the PFP had proved necessary in its first year however the on-going evaluation of its second year was able to focus on the performance measures that provided baselines for families that were reviewed after six months and as families exited PFP, normally after at least a year of intensive support work. The research team were therefore provided with a dataset by PFP which detailed the initial baselines and the review of their baselines at 6 months, at a year and/or on exit from PFP for all families within the project between August 2008 and August 2009.

The dataset provided by PFP to the research team was exported for analysis in to SPSS, a statistical analysis software package for the social sciences. The data was subsequently analysed (as detailed at 5.0 below) to evaluate the levels of successful completion of performance targets by families working with PFP. Analysis of this data incorporated a comparison to the previous year's evaluation and to other evaluations of Family Intervention Projects in England.

3.3 The Sample

This dataset constituted 14 families, including 33 adults and 46 children. The families included in the evaluation had either completed their programme with PFP (7 families) or were at least mid-way through their programme (7 families). Families were commonly headed by a single parent, with 8 of the families so structured, one of which was headed by a single father.

The families most recently referred to PFP (the 'current' families) were of a smaller average size than those who had already exited the programme. They were also more likely to be headed by a single parent. The families who had already completed their programme (the 'exit' families) were an average size of 7 family members, while the current families' average size was 4 family members.

The average length of time that exit families had spent with PFP was 15 months, though this ranged quite extensively from 9 months work with a family to 22 months. The length of time that families worked with the programme was largely dependent on the size of the family.

4.0 Policy Update and Performance Target Review

In order to ascertain policy developments over the 2008/9 period, the research team examined national and local plans and objectives that impact PFP. Key documents consulted were:

- Children's Plan 2020 Goals
- Every Child Matters
- National Public Service Agreements 2008-2011
- Department for Children, Schools and Families Departmental Strategic Objectives 2007
- New Performance Framework for Local Authorities & Local Authority Partnerships National Outcome and Indicator Set 2007
- Plymouth Local Area Agreement 2008-2011

Following review of the documents identified, a mapping exercise was carried out to ensure that comprehensive coverage of national requirements were included within the PFP performance measures. The mapping document is presented at Table 1. It should be noted that this mapping exercise includes National Indicators incorporated in to the Local Area Agreement within the national categories they originate from.

The mapping exercise will allow the PFP management team to integrate a more comprehensive national framework in to their local engagement, particularly relevant to the inclusion of youth crime and child poverty as categories of focus in the future. Further it has allowed the research team to note and consider three specific areas of recent policy development around the management of worklessness, debt and social responsibility for inclusion as performance measures within the PFP assessment tool.

Table 1: National and Local Policy Mapped to PFP Outcomes

Children's Plan 2020 Goals	Every Child Matters		PSAs and DSOs	National Indicators		Local Area Agreement	PFP	
	Outcome	Aims		Quality of Life	Quality of Service		Categories	Outcomes
- Enhance Children and young people's well being, particularly at key transitional points - Child health improved, with the proportion of obese and overweight children reduced to 2000 levels	**Be Healthy**	- Healthy Lifestyles - Physically healthy	- DSO1: Secure the well being and health of children and young people - PSA12: Improve the health and well being of children and young people - PSA22: Deliver a successful Olympic and Paralympics games with a sustainable legacy and get more children and young people taking part in high quality PE and sport	- NI53: Prevalence of breast feeding at 6-8 week at birth - NI120: All age, all cause mortality rate - NI57: Children and young people's participation in sporting opportunities - NI55: Obesity among primary school age children in reception - NI56: Obesity among primary school age children in year 6	- NI126: Early access for women to maternity services - NI54: Services for disable children - DSO1: Number of new and renewed public play areas - NI52: Take up of school lunches	New Indicator 16: Percentage of women breastfeeding at 6-8 weeks post partum Indicator 1: Gap in life expectancy between the fifth of areas with the highest life expectancy and the fifth of areas with the lowest life expectancy to be no more than 2.64 - Indicator 3: Percentage of adult population (16-74) participating in 30 minutes of	**Health: Physical**	- Reduced risks contributing to ill health and health inequalities

							moderate physical activity once a week		
			- Mentally and emotionally healthy		- NI50: Emotional health of children	- NI58: Emotional and behavioural health of looked after children - NI51: Effectiveness of child and adolescent mental health (CAMHs) services - NI149: Adults in contact with secondary mental health services in settled accommodation - NI150: Adults in contact with secondary mental health services in employment	- Indicator 4: Increase in the number of contacts with the primary care mental health service by 10% by 2011 - Indicator 5: Emotional health and well being of children and adolescent mental health services	**Health: Mental**	- Increased numbers of adults, children and young people with mental and emotional health issues accessing mental health, CAMHS or other relevant services
			- Sexually healthy		- NI113: Prevalence of Chlamydia in			**Health: Sexual**	- Reduced risk of teenage

				under 25 year olds - NI112: Under 18 conception rate				pregnancy and increased safer sex awareness
		- Choose not to take illegal drugs	- PSA25: Reduce the harm caused by alcohol and drugs	- NI115: Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances - NI 38: Drug related (class A) offending rates - NI 39: Rate of hospital admission per 100,000 for alcohol related harm		- New Indicator 17: Substance misuse by young people - Indicator 2: Number of vulnerable people achieving independent living	**Health/ Behaviour: Substance Use**	- Reduced levels of problematic substance use

- Every child ready for secondary school, with at least 90% achieving at or above the expected level in both English and Mathematics by age 11 - Every young person with the skills for adult life and further study with at least 90% achieving the equivalent of 5 higher level GCSEs by age 19; and at least 70% achieving the equivalent of 2 A'levels by age 19	**Enjoy and Achieve**	- Achieve personal and social development and enjoy recreation - Achieve stretching national educational standards at primary school - Achieve stretching national educational standards at secondary school	- DSO3: Achieve world class standards in education - DSO4: Close the gap in educational achievement for children from disadvantaged backgrounds - PSA10: Raise the educational achievement of all children and young people - PSA11: Narrow the gap in educational achievement between children from low income and disadvantaged backgrounds and their peers PSA15: Address the disadvantage that individuals	- NI72: Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy - NI73&74: Proportions of pupils achieving level 4 or above in both English and Maths at each stage of Key Stages 2 & 3 - NI92: Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	- NI89: Reduction in number of schools judged as requiring special measures and improvement in time taken to come out of the category - NI76: Reduction in number of schools where fewer than 65% of pupils achieve level 4 or above in both English and Maths at Key Stage 2 - NI103: SEN – statements issues within 26 weeks - NI77: Reduction in number of schools where fewer than 50% of pupils achieve	- Indicator 14: Number of young people achieving level 3 qualification by the age of 19	**Social Care/ Education: Attainment/ Education Setting**	- Improved attainment at school for children and young people

| | | | experience because of their gender, race, disability, age, sexual orientation, religion or belief | - NI104: The SEN/non-SEN gap – achieving Key Stage 2 English and Maths threshold

- NI93-98: Proportions of pupils progressing by 2 levels in English and Maths at each of Key Stages 2, 3 and 4

- NI75: Proportion of pupils achieving 5 or more A*- C GCSEs (or equivalent) including Maths and English

- NI105: The SEN/non-SEN gap – achieving 5 A*-C GCSE including English and Maths

- NI81: Inequality gap in the | level 5 or above in both English and Maths at Key Stage 3

- NI78: Number of schools where fewer than 30% of pupils achieve 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths

- NI86: Secondary schools judged as having good or outstanding standards of behaviour | | | |

				achievement of a level 3 qualification by the age of 19				
				- NI82: Inequality gap in the achievement of a level 2 qualification by the age of 19				
				- NI106: Young people from low income backgrounds progressing to higher education				
				- NI102: achievement gap between pupils eligible for free school meals and their peers achieving the expected level 4 at Key Stages 2 and 4				
				- NI99&100: Looked after children reaching level 4 in each of				

				English and Maths at Key Stage 2 - NI101: Looked after children reaching 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including English and Maths) - NI107: Key Stage 2 attainment for Black and minority ethnic groups - NI108: Key Stage 4 attainment for Black and minority ethnic groups				
		- Ready for school - Attend and enjoy school	- PSA2: Improve the skills of the population, on the way to ensuring a world class base by 2010	- NI87: Secondary school persistent absence rate - NI83: Achievement at level 5 or above in Science at Key	- NI114: Rate of permanent exclusions from school - NI88: Percentage of schools	- Indicator 13: Persistent absence rate	**Social Care/ Education: Attendance/ Education Setting**	- No permanent exclusions from school and improved attendance at school for

			- PSA4: Promote world class science and innovation in the UK	Stage 3 - NI84: Achievement of 2 or more A*-C grades in Science GCSEs or equivalent	providing access to extended services			children and young people
- Child poverty halved by 2010 and eradicated by 2020 - Employers satisfied with young people's readiness for work	**Achieve economic well being**	- Live in households free from low income - Live in decent homes and sustainable communities	- DSO5: Ensure young people are participating and achieving their potential to 18 and beyond - DSO6: Keep children and young people on the path to success - PSA9: Halve the number of children in poverty by 2010-11, on the way to eradicating child poverty by 2020 - PSA20: Increase long	- NI116: Proportion of children in poverty	- NI156: Number of households living in Temporary Accommodation - NI147: Care leavers in suitable accommodation	- Indicator 12: Successful implementation of PCC Housing Stock Transfer	**Social Care/ Behaviour: Housing**	- Reduced number of families who are at risk of eviction

			term housing supply and affordability					
		- Ready for employment - Engage in further education, employment or training on leaving school - Access to transport and material goods	- PSA14: Increase the number of children and young people on the path to success	- NI174: Skills gap in the current workforce reported by employers - NI117: 16-18 year olds who are not in education, employment or training - NI151: Overall employment rate	- NI148: Care leavers in employment, education or training - PSA9: The number of children in relative low income households and in material deprivation		**Social Care/ Education: Employment/ Adult Education**	- Reduced numbers of adults and young people not in education, employment or training
- Parents satisfied with the information and support they receive - Every child ready for success in	**Stay Safe**	- Safe from maltreatment, neglect, violence and sexual exploitation - Safe from bullying and	- DSO2: Safeguard the young and vulnerable - PSA13: Improve children and young people's	- NI70: Hospital admissions caused by unconditional and deliberate injuries to children and young people - NI69:	- NI59: Percentage of initial assessments for children's social care carried out within 7 working days of referral - NI60:	- Indicator 9: Children who have experienced bullying	**Social Care/ Behaviour: Supervision/ Vulnerability (child safety)**	- Children prevented from requiring the care of the Local Authority by providing timely and effective

		discrimination	safety - PSA16: Increase the proportion of socially excluded adults in settled accommodation and employment, education or training	Percentage of children who have experienced bullying	Percentage of core assessments for children's social care that were carried out within 35 working days of their commencement - NI62&63: Stability of placements of looked after children			family support
school with at least 90% developing well across all areas of the Early Years Foundation Stage Profile by age 5		- Have security, stability and be cared for		- NI34: Domestic Violence - NI71: Children who run away from home/care overnight	- NI32: Repeat incidents of domestic violence		**Social Care/ Behaviour: Supervision/ Vulnerability (domestic abuse)**	- Reduced harm caused by domestic abuse
		- Safe from crime and anti-social behaviour in and out of school	- PSA21: Build more cohesive, empowered and active communities - PSA23: Make communities	- NI111: Reduce the number of first time entrants to the Criminal Justice System aged 10-17 - NI17:		- Indicator 10: Young offenders in suitable accommodation - Indicator 11: Number of criminal	**Health/ Behaviour: Offending Behaviour** **Health/ Behaviour: Anti-Social**	- Reduced level, frequency and seriousness of offending rates - Reduced

			safe	Perceptions of anti-social behaviour - NI41: Perception of drunk or rowdy behaviour as a problem - NI42: Perception of drug use or drug dealing as a problem		damage offences recorded by police	**Behaviour**	levels of anti-social behaviour
- All young people participating in positive activities to develop personal and social skills, promote well being and reduce behaviour that puts them at risk - Significantly reduce by 2020 the number of	**Make a positive contribution**	- Engage in decision making and support the community and environment - Engage in law-abiding and positive behaviour in and out of school - Develop positive relationships and choose	- DSO5: Ensure young people are participating and achieving their potential to 18 and beyond - DSO6: Keep children and young people on the path to success - PSA21: Build more cohesive, empowered and active	- NI110: More participation in Positive Activities - NI22: Perceptions of parents taking responsibility for the behaviour of their children in the area - NI23: Perceptions that people in their area treat one another with	- NI19: Rate of proven reoffending by young offenders - NI43: Young people within the youth justice system receiving a conviction in court are sentence to custody - NI44: Ethnic composition of offenders in Youth Justice	- Indicator 7: Percentage of residents actively engaged and surveyed satisfied with their neighbourhood as a place to live - Indicator 8: Participation in regular volunteering	**Health/ Behaviour: Offending Behaviour** **Health/ Behaviour: Anti-Social Behaviour**	- Reduced level, frequency and seriousness of offending rates - Reduced levels of anti-social behaviour

young offenders receiving a conviction, reprimand, or final warning for a recordable offence for the first time, with a goal to be set in the Youth Crime Action plan		not to bully and discriminate - Develop self confidence and successfully deal with significant life changes and challenges - Develop enterprising behaviour	communities - PSA23: Make communities safe - PSA14: Increase the number of children and young people on the path to success	respect and dignity - NI15: Serious violent crime rate - NI28: Serious knife crime rate - NI29: Gun crime rate	System disposals - NI46: Young offenders' access to suitable accommodation - NI21: Dealing with local concerns about anti-social behaviour by the local council and police - NI24: Satisfaction with the way police and local council deal with anti-social behaviour - NI45: Young offenders engaged in suitable education, training or employment - NI25: Satisfaction of different groups		

					about the way the police and local council deal with anti-social behaviour - NI27: Understanding of local concerns about anti-social behaviour and crime by the local council and police			

PSA - National Public Service Agreements setting out the key priorities the Government wants to achieve in the next spending period (2008-2011)

DSO - Department for Children, Schools and Families (DCSF) Strategic Objectives

NI – Indicator drawn from local government National Indicator set: The New Performance Framework for Local Authorities & Local Authority Partnerships: Single Set of National Indicators

Indicator – Local Indicator drawn from Plymouth's Local Area Agreement 2008-2011 and including the 'Refresh' of the agreement

5.0 Evaluation of Baselines

The research findings present the statistical analysis of the baselines that were set and reviewed for each performance measure for PFP families. This report outlines these areas in a similar format to the PFP Evaluation 2008 for comparative purposes. It should be noted that this format prioritises offending and anti-social behaviour followed by housing issues as these were the primary areas of enforcement in the original PFP set up and during this year of evaluation. In the last year the PFP has attained funding to additionally focus its work on youth crime, child poverty and women offenders, in part as a consequence of the previous year's evaluation which showed these areas of particular concern.

Within the research findings examples have been provided of work carried out by PFP to tackle the problems or issues raised and measured. Such examples have been included here in order to inform and contextualise the extensive engagement of key workers with families and appropriate agencies. The examples provide a 'snapshot' of key worker activities, rather than an exhaustive list, that was not within the scope of this evaluation. Further, it has been identified where activities are led by key workers or other agencies. However, key workers commonly engage with other agencies in delivery of projects and this should be duly noted. PFP key workers are also supported 'in house' by a seconded police officer and specialist workers in substance misuse, domestic abuse and parenting.

5.1 Offending Behaviour

Outcome:
- Reduced level, frequency and seriousness of offending rates

Performance Measures:
- Reduction in police recorded offending rates of frequency and seriousness
- Reduction in offending behaviour risk scores
- Number of first time entrants to youth justice system

5.1.1 Offending Rates

In 2008 the evaluation showed that the number of people convicted of an offence over the PFP intervention period dropped, as did the number of convictions overall. Similarly in 2009 the data shows that in all families offending behaviour and gravity reduced. At assessment 71% of current families had recorded police convictions in the last 6 months, whereas this had reduced to only 43% of families at 6 month review. At assessment 58% of exit families had recorded police convictions in the last 6 months that had reduced to only 28% of families at final review. The number of offences carried out reduced in 100% of both current and exit families.

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5.1.2 Age and Offending

The most likely age group to have committed offences throughout the PFP programmes were 'adult children': those aged over 16 who were not the responsible 'parent' in the family. The research shows (see Graph 1) that at assessment this group were responsible for 39% of convictions, with 'adult parents' responsible for 28% of convictions and 'teen children' responsible for a further 28%. Of particular concern were the 'small children', aged 5 to 11, who were responsible for 6% of offences. By final review, 'teen children' had become responsible for 50% of the fewer offences that had been convicted, with 'adult children' responsible for 33% and 'adult parents' responsible for only 17% of offences. As identified, despite the drop in offending behaviour, the creation of the 'Youth Crime' element of PFP will facilitate further work with this group.

Graph 1: Police recorded conviction rates by age
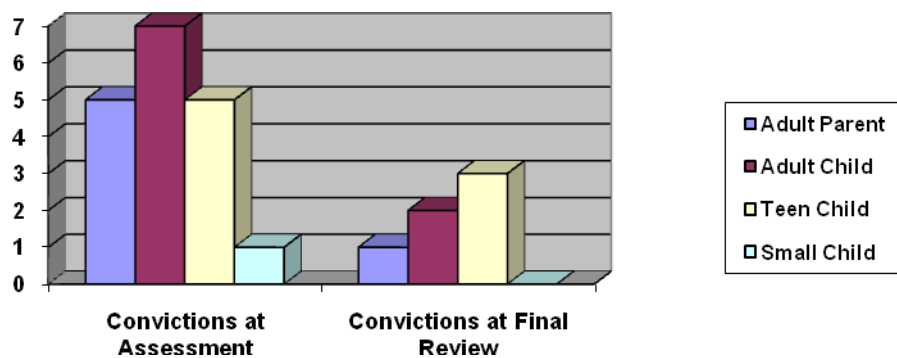
5.1.3 Entrance in to YJS

At assessment the percentage of young people aged under 18 who were considered at risk of entering or who had entered the Youth Justice System was 40%. At the six month review period this figure had dropped to 7% of those young people. By final assessment, the evaluation shows that no more young people aged under 18 had entered the Youth Justice System. This finding shows the effectiveness of the PFP at working with young people.

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Offending and Anti-Social Behaviour: PFP Work
Key Workers:
- One to One Sessions with Adults - Challenged adults to take responsibility for their own offending and anti-social behaviour and to consider the consequences of their actions for their family (such as the potential loss of their tenancy) and their local community.
- One to One sessions with Parents - Challenged and supported parents to take some responsibility for their children's negative behaviour and encouraged parents to consider the consequences of their children's behaviour (such as possible court action).
- One to One sessions with Children – Challenged children to take responsibility for their offending and anti-social behaviour and to consider the consequences of their actions for their family and local community.
- Individual Behaviour Contracts – PFP contracts drawn up with families to improve individuals' behaviour and to alleviate their negative behaviour.

Inter- Agency Engagement
- Referral to Programmes
  - *StreetWise* – Worked with children in their communities to challenge anti-social behaviour.
  - Garage Project – Provided training for young people in car mechanics.
  - *Pheonix* Project – Provided a week's course for children who misunderstood the danger of fire. This project was run by the Fire Service and actively engaged with the families of attendant children.
- Exploring Positive Activities
  - *Voices for Change* – Drama Group run by the Barbican Theatre.
  - *Young Theatre Company* – Drama Group run by TR2, part of the Theatre Royal.

Community Involvement
- *Routeways* - provided a Family Learning Programme over 5 weeks that aimed to get families to communicate effectively and work well as a team. Activities during the programme included rock climbing, shelter building, dance and drama workshops.
- Community Garden – families were provided with a derelict space in the community that they were required to clear and turn in to a positive environment for everyone.

5.2 Anti-Social Behaviour

Outcome:
- Reduced level of anti-social behaviour

Performance Measures:
- Reduction in anti-social behaviour risk scores
- Reduction in number of anti-social behaviour related incidents as recorded by police and housing authorities
- Increased engagement with local community

Anti-social behaviour incidents reduced in a large proportion of families in the 2008 evaluation. It was clear that only a small number of families committed the majority of the anti-social behaviour incidents during that period.

### 5.2.1 Anti Social Behaviour Incidents

In 2009 the evaluation shows that all families bar one had committed anti-social behaviour in the 6 months prior to assessment and prior to review at 6 months and final review. However, 93% (13/14) of families had reduced their anti-social behaviour by a large amount by either 6 month review for current families or by final review for exit families.

There were 165 incidents of anti-social behaviour for all families recorded at assessment. For current families the number of incidents had reduced by 49% at 6 month review. For exit families the number of incidents had reduced by 24% at final review, but this figure was largely skewed by a large number of incidents carried out by one family in the 6 months prior to final review. If this family is removed from the calculation, the number of incidents of anti-social behaviour for exit families reduced by 65% during the period of PFP intervention.

5.2.2 Age and Anti Social Behaviour

In relation to age as Graph 2 below shows, again, anti-social behaviour was most likely to be committed by adult children. At assessment the research shows that adult children are responsible for 56% of anti-social behaviour incidents. Again, similar to offending behaviour adult parents and teen children are responsible for 22% of anti-social behaviour each and small children are responsible for 4% of anti-social behaviour. On final review, although the number of incidents of anti-social behaviour has greatly reduced, the responsibility for those incidents is largely held by adult children who committed 64% of those incidents, with teen children responsible for a further 28% of incidents and adults responsible for only 7% of them.

Graph 2: Police recorded anti-social behaviour by age
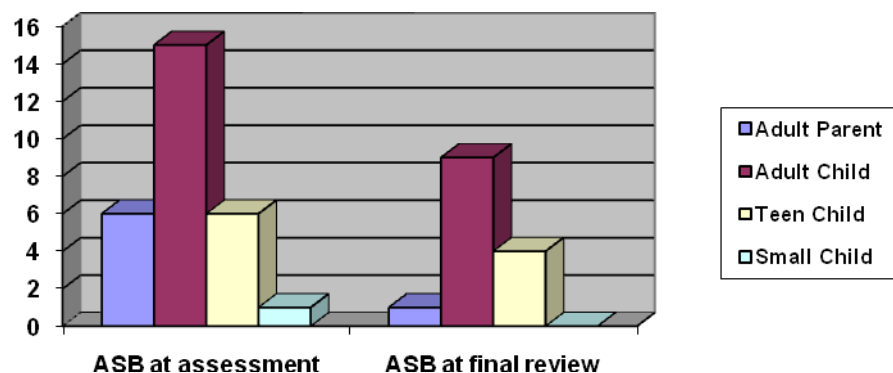
5.2.3 Community Involvement

Evaluation of family engagement with the local community shows that at assessment only 8% of people were engaged with the community at all. This amount increased to 10% at 6 month review and subsequently rose to 22% at final review. Of the exit families, this equates to at least one member of the family being involved with the community in 71% (5/7) of families. This is a very good sign of improved community relations for the families involved with PFP.

5.3. Housing

Outcome:
- Reduced number of families who are at risk of eviction

Performance Measures:
- Reduction in number of families at risk of eviction
- Reduction in families consistent rent arrears

In the 2008 evaluation a number of families had been at risk of eviction, were in rent arrears and/or homes were in a poor condition at the beginning of the evaluation period. However, each of these issues was improved upon during the programme of work with PFP resulting in the threat to the home having reduced by 56%.

5.3.1 Risk of Eviction

In 2009 the evaluation shows that 50% of families were at risk of eviction at assessment and 7% were under some sort of enforcement. By 6 month review only 10% of families were considered at risk of eviction. At final review, although 2 families remained under some sort of enforcement, only 1 was considered at risk of eviction. Thus, the stability of homes was re-established during the PFP programme.

5.3.2 Rent Arrears

In relation to rent arrears, the research found that the total cost of arrears at assessment for all families was £8086.18. At the 6 month review point this amount had reduced significantly to £5,888.81. At final review, of those families who had rent arrears only 2 had not reduced the amount and these amounts were small. Larger amounts had been significantly reduced by families.

Issues of debt have been identified as important in the review of policy and performance targets set out above at 4.0. The inclusion of a specific performance target within the PFP priorities may be appropriate to ensure that debt is tackled

comprehensively as an issue that damages families by causing stress and conflict within the home and may potentially result in increased engagement with crime.

5.3.3 Home Condition

In 64% of families their homes and gardens were found to be in a poor condition at assessment. This was quickly resolved and at the 6 month review period only 27% of homes and gardens were considered to be in a poor condition. At final review the research shows that 75% of families had improved their home and garden and none were considered very poor. Advice had been provided to the majority of families on how to ensure their homes and gardens were well maintained.

Housing: PFP Work
Key Workers:
- One to One Sessions with Adults provided advice on:
    - budgeting plans
    - dealing with rent arrears
    - eligibility for benefits
- Families supported with management of their property, both inside and out (such as creation of chore charts in order for them to maintain/continue to improve the condition of their property).
- Families' negative behaviour within the community (such as late night noise) challenged and advice provided on acceptable behaviour.

Inter- Agency Engagement
- Referral for Advice
    - Citizens Advice Bureaux
    - Devon Law Centre
- Exploring Positive Engagement
    - 'Positive link' with Housing provided in order to communicate the effective steps taken by families to reduce threats to tenancies.
    - Support provided to families to ensure annual renewal of Housing Benefit to prevent its cancellation and incurrence of rent arrears.

5.4 Child Safety

Outcome:
- Children prevented from requiring the care of the Local Authority by providing timely and effective family support

Performance Measures:
- Reduction in number of children requiring Local Authority Care

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- Reduction in number of children subject to a Child Protection Plan
- Increased safety for children

At the time of this evaluation, child safety was assessed according to the Child In Need (CIN) criteria. These criteria have been reviewed as part of this evaluation process and will reflect the Common Assessment Framework measures in the assessment tool used by the PFP team from 2010.

5.4.1 Child Protection

In 2008 parents were advised formally and informally through social service engagement and through PFP key worker engagement. No children were taken in to care during the evaluation and concern regarding children either remained the same or reduced.

The findings in 2009 reflect those in 2008. No children were taken in to the care of the Local Authority in the evaluation period. Three children were placed on the child protection register during this time, in order to ensure their safety and their care was on-going at the time of evaluation.

5.4.2 Family Support

In 2009 the research shows that family support and guidance was required by 67% of people at assessment. This amount reduced over the period of the PFP programme with only 14% of people requiring such support at final review. Given the complex issues and problems faced by families, it is unsurprising that at least a minority would require continuing support on exit from the programme. The PFP team includes a parenting practitioner who works with the families and their key worker to develop parenting skills.

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Child Safety: PFP Work

Key Workers:

- One to One Sessions with parents
  - Support and advice provided on effective parenting techniques and strategies.
  - Parents challenged on issues that placed children at risk (such as poor or lack of supervision, acceptance of illegal acts by children, or parents acting illegally).
  - Parents challenged to take appropriate responsibility for their children.
  - Advice and information provided to families on the care system and families encouraged to have realistic expectations of it.
  - Parents discouraged from expressing a desire for their children to enter the care system.
  - Families with Child Protection plans in place supported to follow them successfully and for them to be withdrawn as soon as deemed appropriate.
  - Parenting programme *Parenting Wisely* delivered to parents with use of an interactive DVD. This programme provided advice and guidance on installing boundaries and recognising consequences of actions
- Parenting Programmes
  - *Incredible Years* – For parents and children aged 5-10. A 12 week course provided.
  - *Strengthening Families* – For parents and children aged 11-15. A 7 week course provided. Attended by parents and children.
  - *Take 3* – For parents with challenging teenagers. A 10 week course led by PFP.

Inter- Agency Engagement

- Children's Services liaised with to address concerns or improvements in home environment.
- Parenting programmes designed and run in partnership with Parenting Worker seconded to PFP and with other agencies.

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5.5 Physical Health

Outcome:
- Reduced risks contributing to ill health and health inequalities

Performance Measures:
- Increase in family members registered at GP
- Increase in family members registered at Dentist
- Reduction in family members smoking
- Increase in number of people partaking in some sort of physical exercise each week
- Increase in healthy eating within family
- Improved overall health and well-being

In 2008 families were found to have a range of physical health issues which included not engaging with services available to them. PFP key workers supported family engagement with health issues and consequently there was improvement in each of the performance measure in this area.

5.5.1 Registration with Services

In 2009 the evaluation shows that all family members were registered with their local General Practitioner service. However, 58% of people were not registered with a local dentist. The process of attaining a dentist has changed in recent years, and there has been some national issues relating to access to NHS dental services. Those family members who were not registered with a dentist at assessment were either registered immediately or were placed on waiting lists to do so. At final review there remained 15% of people on waiting lists for NHS dental services, the further 85% have registered with a dentist.

5.5.2 Smoking

At initial assessment of all the families in the 2009 evaluation, it was found that 53% of people were smokers. As shown in Graph 3, in total, 95% of adult parents smoked, and 80% of adult children also smoked. Additionally, 39% of teen children smoked. These statistics dropped by final assessment with 41.7% of adult parents, 25% of adult children and 25% of teen children in exit families who smoked.

Graph 3: Smoking by age
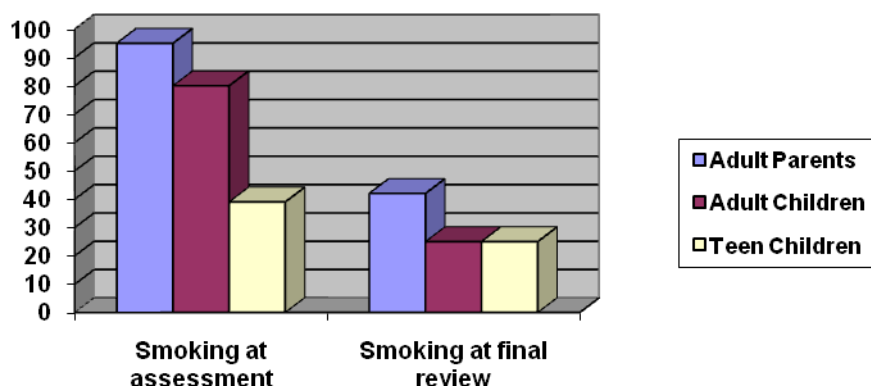
5.5.3 Exercise

The 2009 evaluation found that at initial assessment 38% of family members completed some form of physical exercise each week. This percentage increased incrementally through the life of the programme, with 49% of people reviewed at 6

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months having carried out some sort of weekly physical exercise. Of those people who had been through final review, 71% had done some sort of physical exercise weekly.

5.5.4 Diet

The general diet of all families at assessment was considered poor for 71% of people. Again, this aspect of family life improved incrementally over the period of family engagement with PFP. Of those families reviewed at 6 months, only 25% of them were considered to have a poor diet and at final review all exit families either did not have a poor diet or were considered to have improved their diet.

5.5.5 General Health

The research shows that families had a range of general health issues and concerns. Overall, at assessment 33% of family members were found to have issues relating to their general health. However, at final review only 8% of exit families had any general health issues that remained to be resolved. All of these issues had been addressed to some degree by key workers and were on-going.

Physical Health: PFP Work
Key Workers:
- Families registered with GP and dentist.
- Families supported to access health services and feel confident in doing so independently (such as attendance at medical appointments).
- Advice provided to families on smoking cessation and the dangers of smoking.
- Young people encouraged to engage in physical activities
  - Youth clubs
  - Drama groups
  - Sailing clubs
- Healthy Cooking Programme provided by PFP - A 6 week course, held in a local school kitchen that provided recipes and the opportunity to cook healthy, cheap family meals.

Inter- Agency Engagement
- Health Visitors liaised with over concerns or issues with family health and guidance on how best to support families to be as physically healthy as possible.
- *Mount Batten* – provided sailing courses for young people.
- *Horizon Sailing Club* – provided a regular sailing club that required a minimum donation of 50p and would continue being available post-intervention.

5.6 Mental and Emotional Health

Outcome:
- Increased numbers of adults, children and young people with mental and emotional health issues accessing mental health, CAMHS or other relevant services

Performance Measures:
- Increase in numbers of children and young people with emotional and mental health issues accessing CAMHS or other relevant service
- Increase in numbers of adults with emotional and mental health issues accessing mental health services
- Improved general health and well-being

In 2008 the evaluation found that both adults and children working with PFP needed to access mental health services and the majority of them did so during the period of evaluation.

5.6.1 Under 18s Mental Health

In 2009, at initial assessment 52% of those family members who were under age 18 were found to have had a mental or emotional health issue. At final review this proportion had reduced with only 27% of exit families under 18 year olds considered to have a mental or emotional health issue.

At initial assessment only 15% of those people who were considered to have mental or emotional health issues had accessed any support service such as CAMHS. By 6 month review the proportion of young people who had been reviewed, who had accessed services had increased to 39%. At final review only one young person had not gained access to support services deemed necessary by PFP.

5.6.2 Adult Mental Health

At initial assessment 32% of adults aged over 18 were considered to have emotional or mental health issues. At final review the proportion of adults aged over 18 with emotional or mental health issues had increased to 39%. This may be explained by the process of PFPs work with families' that required them to engage with the roots of their anti-social and offending behaviour and may have consequently raised particularly difficult issues that would have required resolution through relevant support services. Indeed only 16% of adults had accessed service support at assessment, rising to 52% of those adults reviewed at 6 months. At final review all those people considered in need of mental or emotional health services had received support and had either resolved their issues or were continuing to do so.

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PFP has recently attained funding for a specialist mental health worker. The high level of need identified in 2008 and again here in 2009 identifies the relevance and importance of support for mental health issues. This is coupled with the findings below relating to domestic abuse.

Mental and Emotional Health: PFP Work
Key Workers:
- Families provided with support and advice on taking prescribed medication.
- Families supported to attend health appointments.
- Parents advised on importance of preservation of self as role model.

Inter- Agency Engagement
- Referral to relevant services and programmes
  - *CAMHS* for children.
  - *Relate* for relationship and family counselling and anger management.
  - *Jeremiah's Journey* for bereavement counselling.
  - *Twelve's Company* for adult survivors of sexual abuse.
  - *Coast* provided support and advice for adolescents suffering from depression.
  - *Chicks* provided a 4 day excursion for young people from inner cities to experience coastal and forest environments. This programme was also provided for young carers.
  - Young carers linked in to *Young Carers* group and *The Zone*.

5.7 Sexual Health

Outcome:
- Reduced risk of teenage pregnancy and increased safer sex awareness

Performance Measures:
- Reduction in conception rates in 15-17 year olds
- Increase in contraception use by under 18s
- Increase in safer sex awareness

5.7.1 Conception

As in 2008, the 2009 evaluation found that no young women conceived during the intervention period.

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5.7.2 Contraception

At initial assessment 38% of young people aged 12 to 18 were considered to potentially benefit from contraception. Advice was therefore given to those young people and at review at 6 months and at final review only one young person was considered to potentially still benefit from contraception.

5.7.3 Safer Sex Advice

Advice on safer sex was considered to be needed by 45% of potentially sexually active family members at assessment. Issues relating to safer sex remained a concern to PFP with a need for advice identified at 6 month review for 36% of relevant family members and similarly at final review such advice was still deemed pertinent to 33% of relevant family members.

Sexual Health: PFP Work
Key Workers:
- One to One Sessions with young people provided advice on:
  - Keeping safe
  - Awareness of sexually transmitted diseases
  - Contraception
- Advice provided to parents on the vulnerability of children and young people.
- As part of the Young Peoples Group run by the PFP, a Sexual Awareness session was run that advised young people on the *C Card* Scheme and types of contraception available.
- Families' negative behaviour within the community (such as late night noise) challenged and advice provided on acceptable behaviour.

Inter- Agency Engagement
- Young people supported to access *The Zone* where they can gain support for sexual health alongside other physical, mental and emotional health services.
- Plymouth *C Card* Scheme promoted which provided young people with information on contraception and gave away free condoms.

5.8 Substance Use

Outcome:
- Reduced levels of problematic substance use

Performance Measures:
- Increase in numbers of problematic substance users in treatment or engaged with drug or alcohol agency
- Increase in numbers of people at risk of developing problematic substance use receiving substance use intervention

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- Reduction in harm caused by substance use

In the 2008 evaluation it is clear that substance use was an issue for numerous families who gained support and access to services during the PFP programme.

5.8.1 Drug and Alcohol Problems

Drug and alcohol use that would be defined as problematic occurred in 93% of families (13/14) who were evaluated in 2009. The evaluation found that 28% of family members were identified as having a drug or alcohol problem at assessment. This proportion of people reduced to 13% of family members who had completed a final review.

Of those people considered to need support from alcohol and drug abuse services, of those people who had been through final review, only two had not engaged. Of the current families, only one person had not attended referral thus far in to the PFP programme.

5.8.2 Substance Abuse Advice

At initial assessment 42% of family members were considered to potentially benefit from advice relating to substance abuse. Such advice, similar to that relating to sexual health, was deemed necessary throughout the PFP programme. At 6 months 19% of family members were deemed in need of such advice and of those exit families who were reviewed, advice remained relevant for 15% of family members.

The prevalence of substance abuse within families and the need for advice and support identifies the need for specific work in this area within the PFP. In the last year the PFP team has attained funding for specialist workers to address substance abuse and drug and alcohol problems that will aid the support given by key workers in this area.

5.9 Domestic Abuse

Outcome:
- Reduced harm caused by domestic abuse

Performance Measures:
- Reduction in number of domestic abuse incidents recorded by police
- Increase in reporting of domestic abuse incidents
- Increase in numbers of families receiving domestic abuse support services
- Reduction in level of harm caused by domestic abuse

In the 2008 PFP evaluation it was found that domestic abuse was prevalent in a large majority of families. This led to extensive work and excellent improvements in family engagement with support services. It also identified the need for the PFP to work more intensively in this area and subsequently led to PFP attaining additional funding to fulfil this need.

5.9.1 Prevalence of Domestic Abuse

In 93% of families (13/14) domestic abuse had occurred either in the past or during the PFP programme. At assessment 84% of all family members had experienced some sort of domestic abuse. The level of domestic abuse within families dropped dramatically over the period of the PFP programme, with only 28% of family members who were reviewed at 6 months reporting such abuse and none reporting domestic abuse at final review.

5.9.2 Reporting Domestic Abuse

In three families domestic abuse was not reported during the PFP programme. However, in each of these families the problem had diminished during this period of time.

There was some evidence found in the research of families who were unwilling to engage with domestic abuse support services. Again the provision of a specialist worker within the PFP team, funded within the evaluation period, will have aided the ability of key workers to engage effectively with families suffering domestic abuse.

Domestic Abuse: PFP Work
Key Workers:
- One to One Sessions provided by Domestic Abuse Worker within PFP.
- *Freedom* programme run by Domestic Abuse Worker. A 10 week course for women who have experienced in the past or are currently experiencing domestic abuse.

Inter- Agency Engagement
- Referral to specialist services for advice and support
  - Women's Aid
  - Police Domestic Violence Unit

5.10 Education, Employment and Training

Outcome:
- Reduced number of adults and young people not in education, employment or training

Performance Measure:
- Reduction in numbers of young people and adults not in education, employment or training

In 2008 young people and adults were provided with extensive advice on employment, education and training opportunities available to them and some engaged with those opportunities.

5.10.1 Engagement with Education, Employment and Training

In 2009 the evaluation found that 73% of family members aged over 16 were not engaged in employment, training or education. This proportion had reduced for those

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families who had been through final review, with 57% of family members aged over 16 not in education, employment or training at this point.

5.10.2 Advice on Education, Employment and Training

Advice and support had been provided to all families on employment, education and training opportunities available to them. However, one family had refused to engage with such advice.

A key issue to arise out of the review of policy and performance targets as set out at 4.0 above relates to issues of worklessness. The low level of engagement within all families engaged with PFP in education, employment and training for people aged over 16 relates to inter-generational expectations of worklessness and subsequent setting of cultural norms of worklessness. This issue may be addressed more comprehensively within PFP through the inclusion of a performance target that aims to specifically address this issue.

5.11 School Level Education

Outcome:
- No permanent exclusions from school and increased attendance at school by for children and young people

Performance Measures:

- No permanent exclusions during PFP programme as detailed on school records
- All children receiving education
- Improved attendance as in school records

In 2008 school attendance rates were improved during the PFP programme and those children who were not engaged in education at all were largely engaged.

5.11.1 School Attendance

Of the 31 school age children (aged 5-16) evaluated in 2009 74% improved their attendance as recorded in school registers. At assessment, three children were recorded as attaining no education at all, but all of these children were engaged in education during the PFP programme. One child was permanently excluded from school during the PFP programme.

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5.11.2 School Attainment

At initial assessment 48% of school aged children were considered to have poor achievement at school. Of those children who were reviewed at 6 months the same proportion of 48% remained to be considered to have poorly achieved. However, at final review this had reduced to 33% of school children considered to have poorly achieved at school.

All school age children were provided with advice and support on engaging with their education during the PFP programme.

Education, Employment and Training: PFP Work
Key Workers:
- Support provided for school attendance and maintenance of such attendance.
- Advice and support provided on bullying issues.
- Support and advice provided to young people and adults to access training and employment.

Inter- Agency Engagement
- Schools liaised with to address bullying and to ensure attendance.
- Educational Welfare liaised with to ensure education obligations fulfilled.
- Referral for Training and Education:
  o *Prince's Trust* – Personal Development Course provided.
  o *The Zone* – Personal Development Courses provided.
  o *Tomorrow's People* – Personal Development Planning course provided. A 15 week course that addressed personal development planning and life skills. This course engaged with local employment and community projects.
  o *Connexions* – Careers guidance provided in collaboration with PFP key workers.

6.0 Conclusion

This report has presented the review of policy and performance targets and the evaluation of baselines for PFP. The report shows comprehensively that the PFP has worked with families to effectively reduce their anti-social and offending behaviour and has reduced their likelihood of eviction from home. These findings reflect those identified in the 2008 Evaluation.

In summary, the research has shown that conviction rates for PFP families have dropped in the period of evaluation. Associated with this finding, the number of offences committed by those people who did offend also reduced. There were no new entrants in to the Youth Justice System during the period of evaluation. Additionally, all families, bar one, reduced their anti social behaviour and the number

of incidents recorded was lower for those people who had committed anti social behaviour. Young people aged 12-16 were the most problematic group in this category as their offending and anti social behaviour reduced least of all age groups in the evaluation period. This finding warrants further work with young people that will be facilitated by the creation of the 'youth crime' focus in the PFP.

PFP work with families to tackle anti social behaviour includes engagement of families with their local community. The research found that families had engaged more comprehensively with their community, with a large proportion of families at exit having been involved with their community in some way. Families had also been provided with advice and support to improve their living conditions and tackle their rent arrears and their risk of eviction had been reduced.

No children had been taken in to care during the evaluation period and comprehensive advice and support had been provided to families and specifically to parents, to ensure effective child care and safety. Families were provided with support to ensure that they were registered with health services and were accessing support for any issues relating to their health and well being. In the period of evaluation, the proportion of family members who smoked reduced, levels of exercise increased and diet improved.

PFP is designed following a twin track approach that couples enforcement with support. The support required by families working with PFP was extensive due to the multiple and complex issues the majority of families were found to have. The research shows that poor mental and emotional health was experienced by the majority of families amongst all ages. The large majority of families had experienced problematic drug and/or alcohol use and domestic abuse had similarly been experienced by all bar one family. Further, poor perceptions of sexual health and contraception were held within families. The research found that all of these issues were reduced during the PFP programme and advice and support provided comprehensively by the PFP key worker team and specialists within the team. Families were referred to support services where relevant and largely they had engaged with such provision. There was some evidence to suggest that some family members were unwilling to report problems or engage with support services, but overall the research showed excellent engagement and resolution of problems within the families.

Finally, PFP worked with young people to improve their attendance and attainment in education and with adults to engage them with education, employment and training. The research shows that young people improved their attendance at school during the PFP programme and attainment levels also increased. A high level of worklessness amongst adult family members aged over 16 was identified by the research. Some adults were engaged in education, employment or training during

the PFP programme, but such worklessness remains an area that would benefit from further development as part of the on-going work of PFP

Overall then, as in 2008, evaluation of the PFP programme in 2009 has shown that PFP has been successful in providing support to families who have extensive and complex needs. PFP has reduced the problems experienced by families and worked effectively as a multi-agency team to signpost families to appropriate on-going services. The reduction in offending and anti social behaviour found in the research has been coupled with a reduction in the potential causes of such problems.

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