



The role of youth work in supporting Troubled Families



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Foreword



Fiona Blacke
Chief Executive, the National Youth Agency

At the National Youth Agency we believe that youth work, and youth services, have a vital role to play in the Troubled Families Programme, both at a local and national level.

Councils have long recognised the need to assist the lives of the most vulnerable children and families and are leading the way on supporting troubled families. Intrinsic to this success is the role of youth work. Although 'traditional' youth work is often called universal youth work, it never really was. Youth work and youth workers have always targeted the young people in their community in greatest need. This process was happening long before the current debates on referral versus open access provision. When many of the youth services I have spoken to compared the list of young people identified as coming from troubled families, against those they are already working with, there was a close match. We are **already** supporting these young people; the troubled families agenda is an extension of what we are doing already and can add to current practice.

I am from a generation of youth workers who trained as youth **and community** workers. Supporting young people on the journey from childhood to adulthood, through the transition of adolescence, is key to what youth work seeks to achieve. A part of this process is reaching viable independence from their families, and young people whose circumstances are challenging need even more support from us to achieve this.

Government policy has increasingly placed an emphasis on the role of family in young people's lives. Youth services are engaged in difficult discussions about what the changing landscape means for the youth work profession. But this emphasis by policy makers on working with young people within families is not going to go away. In order to ensure that youth work is as relevant now as it always has been it is essential that we demonstrate the impact that good youth work practice can have in achieving the best possible outcomes for these young people.

I hope these case studies of practice will illustrate the extent and variety of ways in which youth services across the country are engaging with this agenda, and hope you will continue to share your practice with us and each other.

Fiona Blacke



Robert McCulloch-Graham

Troubled Families team, Department of Communities and Local Government

We in the Troubled Families Team welcome this exploration into the role that youth work can play in the Troubled Families Programme. From my conversations up and down the country, I know that youth work can – and does already – play a really vital role.

Despite the best efforts of many of us over the years, in government, in local authorities, in the police and other agencies, troubled families – families who have many problems and indeed often cause many problems – have not been changed. The youth sector has something really important to offer in terms of the upfront, assertive and honest approach that is needed to make an impact with these families and get to the roots causes of what is going wrong for them as a family.

Youth workers can also bring their specific skills as part of multi-disciplinary teams.

This programme is a once in a lifetime opportunity to shift the sense of hopelessness that is often felt about troubled families; that nothing can be done to really help change them, to get them into school, work or stop their crime and anti social behaviour. By working together we can get this right for a generation of children and young people and their families.

Robert McCulloch-Graham

Section 1: Introduction

The Troubled Families (TF) Programme was announced in December 2011 by the Department for Communities and Local Government, making almost £450 million available in a cross-government drive to turn around the lives of 120,000 of some of the country's most troubled families by the end of this Parliament.

Councils have a long history of working with the most disengaged young people and families. Working with youth services, they are ideally placed to provide innovative solutions in the troubled families agenda. The NYA has delivered this report as part of its Routes to Success programme of work, delivered on behalf of the Local Government Association.

The Troubled Families Programme will run for three years until 2015. Local authorities in England have been given an indicative number of troubled families in their area and each authority is then tasked with identifying families that meet the criteria for the programme.

What is a 'Troubled Family'?

There are four main criteria for defining a troubled family under the programme (defined by the Department for Communities and Local Government in their Financial Framework, 2012). The criteria include a degree of local discretion so that councils can target the programme at the families in their area that they know need it most.

Any family that meets the first three criteria (crime/anti-social behaviour, education, and work) should automatically be part of the programme. Assessment against criteria 1, 2 and 4 does not need to be conducted in any particular order. Assessment against criteria 3 should only take place once families who meet one or both of criteria 1 and 2 have been identified.

1. Crime/anti-social behaviour

- Households with one or more under 18-year-old with a proven offence in the last 12 months and/or
- Households where one or more member has an anti-social behaviour order/injunction/contract or where the family has been subject to a housing related anti-social behaviour intervention, in the last 12 months.

2. Education

- Households where a child has been subject to permanent exclusion; three or more fixed school exclusions across the last three consecutive terms and/or
- Is in a Pupil Referral Unit or alternative provision because they have been previously excluded or is not on a school roll and/or
- A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms

3. Work

- Households which have an adult on out of work benefits: Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance

4. Local Discretion

- A local discretion filter is provided to add other families who meet any two of the three criteria above and are a cause for concern, to be considered with local partners. This could include:
 - Families containing a child who is on a Child Protection Plan
 - Families subject to frequent police call-outs or arrests
 - Families with health problems e.g. drug and alcohol misuse, under 18 conceptions, emotional and mental health problems

The extent of local authority youth service involvement

In summer 2012, the National Youth Agency carried out an online survey to capture intelligence from heads of youth services within local authorities on the role of youth work in the TF Programme.

This found that there was widespread involvement by youth services in the TF programme, with the vast majority either actively playing a role or considering how this can be achieved.

However, the nature and depth of involvement does vary at a local level and this may be because, whilst there is evidence of staff secondments and additional resources being allocated, many confirm that it will be based on existing resources.

In the survey, youth services highlighted the need to share good practice and case studies of youth work involvement in meeting the needs of this programme – resulting in this publication.

Full results of the survey are available from the Troubled Families forum within the 'Supporting Services for Young People' group on the Knowledge Hub: an information sharing website available for all involved in delivering services for young people (<https://knowledgehub.local.gov.uk/web/supportingservicesforyoungpeople>).

How to use this publication

This publication has been produced to meet local authority youth work teams' requests for more practical examples and case studies of current and potential involvement in the TF programme. We hope it will also be of interest to other services and will highlight youth work's role.

The TF programme is locally based and there is no right or wrong way to approach it, so how you use the examples will be based on your local context.

In **Section 2** there is an overview of the main ways in which local authority youth services have structured their involvement in the programme, according to our research. You can read more about four of our case study areas in the accompanying document "Case Studies of youth work involvement in the Troubled Families Programme".

Section 3 contains information about the benefits youth work can bring to fulfilling the aims of the programme. This may be of use to youth services in putting together strategic documents locally.

Section 4 highlights some of the issues and challenges facing youth services in getting involved in the programme, based on the experience of local authorities we have spoken to. After each section there are questions you can use to reflect on in your own area. These questions are brought together as a checklist at Appendix 2.

Section 5 contains a diagram illustrating the connection between the TF programme and the many other pressing issues for youth services at present.

A conclusion is at Section 6 and, finally, Section 7 contains a glossary of terminology that you might find useful.

Section 2: Youth service engagement with the Troubled Families Programme

Most local authority youth services are already working with young people from families that are now classed as troubled families. Youth services have a long history of successfully running programmes that result in the outcomes sought by the TF programme such as reduction in anti-social behaviour and re-engagement with school.

However, according to NYA research carried out in summer 2012, current youth service engagement with the formal TF programme varies across the country. The research revealed a range, from youth workers acting as family key worker, contributing as part of a multi-agency team, and those carrying out a preventative 'triage' role.

It is important to note at this point that many local authorities are choosing to use different terminology when referring to the families, rather than use the TF label.

Youth workers as Troubled Families' keyworker:

In some areas, youth workers are taking on a key worker role for a family. Some areas are offering youth work staff secondments to other departments to take on this work, and others are retaining line management of the key worker within the youth service.

Youth worker as key worker has been adopted in areas where youth workers are already part of Early Intervention, Prevention or Intensive Support teams. It is particularly relevant where the main focus of support needed for a family is teenage children.

In Plymouth, the Youth Service has traditionally had strong links with the Family Intervention Project and the service has an Intensive Support Team that has had a significant (evidenced) impact on reducing young people entering care; the youth workers working closely alongside them. There is already a tradition in the youth service of working successfully on issues such as ASB and crime.

When the TF initiative began, the local authority commissioned a project lead to co-ordinate the multi-agency response, who led on defining and profiling the cohort. Each service involved then took a 'deeper dive' to find out to what extent their service was already involved, and a key worker was allocated on the basis of who would be the most effective for the family.

Five TF key workers – including two youth workers – were recruited to work with families, funded by the TF team. These two key workers will be line managed within the youth service. The TF programme in Plymouth is a deployed model leading to a virtual team. The youth work staff involved bring a particular strength in understanding and working with young people and in conflict resolution within families.

Youth workers as part of a multi-agency team:

In other areas, youth workers are delivering programmes of support to young people as part of multi-agency teams. In this model, youth workers are being sought out for their skills in engaging young people who have poor relationships with local authority services, and particularly for their experience of working through positive activities.

As part of a successful Youth Innovation Zone funding bid, Wiltshire and Bath and North East Somerset (BaNES) are testing out how using a youth work approach helps to engage with troubled families. So far, both projects have received referrals for families who are considered to be in need of 'Tier 2' or 'step down' services, and are about to start engagement with them.

The aim of the pilot (a short term piece of work running for six months) is to test out whether a youth work approach, which offers voluntary engagement to the young people of these families, leads to better engagement and participation. Wiltshire and BaNES have recruited/seconded a part-time worker each to do this work and the workers are being managed within youth services.

The workers will remain focused on young people and their needs, but the work will take account of the context of the family.

In the future, if appropriate – and if it will benefit the young person – the youth worker will work with the whole family but this is not a given; there remains a recognition that different family members will have different needs.

In some areas, rather than a focus on case work or individual work with young people, youth workers are supporting them in groups: either as a group of young people from a particular geographical area, or bringing them into existing youth groups, sports, or arts provision.

Many youth services made the point that they are *already* working with young people who come from families that would fit the TF definition.

Leicestershire County Council Youth Service has been involved a pilot project in one district to support young people who run away from home. The project has been developed in partnership with the Safeguarding Unit and the police to provide a more holistic service to young people and their families.

After discussing the existing arrangements for responding to incidents where young people run away, partners discussed how youth workers could provide support. When the police carry out the Safe and Well Check following a young person's return, they now provide them with a leaflet which includes the offer of support from a youth worker. A youth worker will then make contact with the young person within a week to ask if they would like to talk and for those that do, a suitable meeting time is arranged at a place where the young person feels comfortable, for example a youth club, school or café.

The youth worker offers up to four sessions with the young person to discuss why they ran away, including how to keep safe and what can be done to prevent them running away again. Some simple advice from the youth worker is often all that is needed, for example stressing the importance of letting people know their whereabouts. Some young people

who run away are living in families with multiple problems, including domestic violence, drugs and alcohol.

There are clear benefits to the programme which include cost savings, particularly in preventing repeat occurrences of young runaways. The pilot has also demonstrated the value of bringing partners together and enabling them to share information. Ultimately, the programme helps to keep young people safe and by working with young people and their families, youth workers clearly have a valuable contribution to make in achieving this goal. Already proving to be successful, the project may be rolled out county-wide following the pilot phase.

Youth workers providing a 'triage' role, with early intervention and referral:

In some areas, youth workers monitor the early warning signs for young people getting into difficulty, in order to identify and anticipate problems and prevent them from forming part of the target group for the TF programme. This is particularly true of siblings or friends of those young people already meeting the TF indicators.

In Reading, the Family Intervention Project, in partnership with other services including Positive Futures, housing, community development, and the police, has so far developed three *Team Around the Street* (TAS) interventions in streets with a higher than usual number of families needing intensive support.

Residents living near to these families are typically protective of their

children because of fears for their safety, but feel they are losing control of adolescents. TAS has primarily focused on offering multi-sports sessions open to all children and young people, led by Positive Futures. There has been a high take-up of activities, with one project now having 60 registered users. TAS is seen to offer a positive way to start to engage with young people – including those from 'troubled families' and known to the FIP and police – in a non-stigmatising way. There has been a significant reduction in complaints about ASB in the targeted streets. Some young people engaged through TAS have gone on to take part in other positive activities, such as summer programmes, and the model is seen as offering a way into more focused work with young people experiencing difficulties related to education and attainment.

Questions for consideration:

- Are any of these approaches suitable for your local authority?
- Is there learning that you could draw on?
- What are the benefits from these approaches for your local authority?

Section 3: Challenges facing youth services

Youth services engaging with the troubled families agenda have faced a number of challenges. Here we discuss their experiences in order to help you think through how these issues might apply in your organisation.

3.1 Appropriateness of youth work involvement

Some of the youth services taking part in the NYA survey identified a potential conflict between youth work's emphasis on voluntary engagement and the 'carrot and stick' approach of the Troubled Families Programme. However other services reported that their increasing focus on targeted work with particular groups meant that this is less of an issue.

In Suffolk, managers and staff recognised that youth workers may have some concerns about their involvement, including the nature of families' engagement, where issues such as potential loss of tenancy may result in strong pressure for them to take part in the programme; balancing the needs of young people and their family; and a greater focus on work with individuals rather than groups.

However, they believe that many youth workers – particularly those working in integrated youth support including services such as youth offending or education welfare – are familiar with these tensions and are skilled in negotiating support and activities based on young people's needs and interests, in effect turning 'have to' into 'want to and benefit from.'

Similarly, some have expressed concerns about the emphasis of the programme being on work with individuals rather than groups, which is the traditional basis of youth work.

Wiltshire Youth Development Service see engagement with young people from troubled families as part of a continuum of services for young people: not as an 'either/or' but a sliding scale. Their intention is that young people may start off being worked with individually but will be supported into groups. The aim of the programme is to ensure that young people have sustainable support networks (such as a youth group or sports activity) as isolation has been found to be a significant problem for the young people.

Some youth services have concerns about youth workers becoming key workers for the whole family, and losing their focus on young people. These managers and practitioners highlight the fact that young people can often have conflicting needs to those of their families, that families can be destructive as well as positive forces, and that young people may need specialist support to detach from their families.

Clearly where young people are at risk within their families, action is a priority. However, our discussions also highlighted the contribution of youth workers in using their skills to help young people and their families negotiate their relationships, identify needs and develop appropriate responses.

Questions for consideration:

- **To what extent is this type of engagement new within your organisation?**
- **Is youth work involvement seen as appropriate by practitioners and managers?**
- **If not, how can you facilitate a debate in order to come to an agreed position?**

3.2 Workforce development issues

In all the areas we spoke to, managers and practitioners highlighted the importance of workforce support and development in ensuring a skilled workforce able to step outside familiar professional boundaries.

“There’s no point in telling staff to do things differently without thinking about the support, training and back-up they need”, Allan Cadzow, Suffolk Assistant Director, Integrated Service Delivery. Many discussions stressed the need to build youth workers’ confidence in their ability to use their existing skills in different contexts, as well as specific skills training.

In Plymouth, staff have attended training on systemic family approaches run by a local family psychotherapy organisation. They have also attended assessment, family intervention and casework training: skills which will be essential for working with troubled families but also more widely for targeted work.

The training needs identified for Wiltshire Youth Development Workers were: case work skills, assessment, boundaries and referrals. The TF team identified early that not all services involved in the programme applied the same criteria to deciding on how to assess risk and so training was provided across the partnership looking at this area.

Questions for consideration:

- **What does this approach mean for structures, managers and practitioners?**

- **How relevant are existing youth work skills for the work required?**
- **What new skills are needed?**
- **What kind of support do practitioners need?**
- **What methods would work for workforce development?**
- **What impact will engagement in this programme have on existing work?**

3.3 Data

Data has proved to be one of the biggest challenges of the TF programme. Some areas have found it challenging to identify all the families that fulfil the criteria of the programme, and others have struggled to allow members of multi-agency partnerships to share data between themselves.

Some work has been done by an information sharing project supported by a number of councils and central government <http://informationsharing.co.uk>

In Luton, a briefing sheet has now been produced and a performance hub is also now in place which brings together the staff member responsible from each organisation to look at the issues. It is acknowledged this will take some time, but some positive work has now begun.

A team has now been employed to look specifically at the Stronger Families cohort, including looking at who’s involved with the family, where people are

known. The team has a database of addresses and referrals and uses a system called 'Carefirst.' The team are currently waiting for the worklessness data, but have been using the red-amber-green (RAG rating) process.

Areas where data has been integrated and information sharing protocols are well established have not faced the same level of problems.

In Enfield, the youth service management information system is used to record particular areas of vulnerability of young people such as their known involvement in gangs, or their care status. Once the young people fitting the 'troubled families' cohort were identified, the youth service was able to make a bid for extra resources to work with priority groups on the strength of their existing relationship with them.

Questions for consideration:

- What challenges will your service face in sharing data on young people and families with partners?
- What protocols will need to be in place?
- Are you clear how you will communicate to young people and their families what you know about them?

3.4 Outcomes

Most of the youth services we spoke to are already developing their approaches to defining and monitoring the outcomes of their interventions for young people.

Involvement in the TF programme has placed additional emphasis on this area of work as services need to be able to evidence their contribution to the 'hard' outcomes required by the programme (see Section 3 above.)

Some youth services are adopting externally developed tools to evidence young

Plymouth City Council is agreeing a consistent 'distance travelled' tool to be used by practitioners across disciplines within the TF team. This tool includes children, young people, and families in measuring the outcomes of interventions. It has been developed from a successful tool used by children's social care but it is being adapted for use with teenagers.

people's progress in developing personal capabilities. Others feel that these products do not meet their needs and are developing their own measurement tools.

Youth services stress that they see measurement of outcomes as essential to develop quality services which meet identified needs, not simply to trigger funding.

Questions for consideration:

- What are the outcomes you aim to achieve for the young people you are working with?
- How do these link to outcomes for families?
- How will you know when the outcomes are achieved?
- How will you capture, monitor and scrutinise this information?

3.5 Resources

In the NYA's recent survey, when asked whether additional resources have been allocated for involvement in the Troubled Families Programme, 54% (26) of respondents stated that the service's involvement will be based solely on existing youth service budgets.

Far fewer (12) said that additional resources have been allocated, with others still unclear at the time of survey.

This is particularly important given the highly intensive nature of support for the families involved: in one case study provided by Suffolk, an officer spent nearly ninety hours supporting the family over a two month period.

However several of the services we spoke to indicated that they felt the current funding issues offered a strong imperative for engagement with the programme. Demonstrating the value of youth work in helping local authorities to meet the outcomes for troubled families can offer youth services an opportunity to secure a niche for a youth work approach into the future, as well as breaking the mould of addressing underlying problems rather than funding symptoms.

"We need to engage head on to ensure that youth work is as relevant tomorrow as it is today. We are not going to lose our core youth work practice but will enhance it with other practices. We need to engage in order to survive and ensure youth work continues to support young people". John Miller, Head of Integrated Youth Support, Plymouth City Council.

Questions for consideration:

- What impact will engagement in this programme have on existing work?

- What impact could funding cuts on other services have on delivery of this work?
- Can engagement be delivered within existing resources?

3.6 Recognition of youth work's role

One of the challenges highlighted by areas is the lack of understanding by partners, and at a political and strategic level, about what youth work can bring to the programme.

However others felt that clarity from youth services themselves about the outcomes of their work, alongside national work on the role of youth work, would help improve this situation.

"I think we've missed a trick here so far. We need to recognise that most of the families identified will include teenagers, and think how we can involve youth workers. Their skills in building relationships and offering support and challenge to help change behaviour are really valuable – and not just for the young people". Nicki Cooper, Project Manager, Suffolk Family Focus.

Questions for consideration:

- Is there a need in your area to improve recognition of how youth work can help achieve the programme's outcomes?
- How can this be achieved?

Section 4: The contribution youth work makes to the Troubled Families’ outcomes

Youth work can make a contribution both to the process of engaging with troubled families, and to the outcomes of the engagement.

4.1 Process

Across the country, youth services are being asked to participate in the Troubled Families Programme because they make a significant contribution to the process of engaging and working with families.

The assets that youth work and youth workers bring to the process of engagement are summarised in this diagram:

<p>Youth workers are experts at engaging with hard to reach young people through offering engaging and attractive activities</p>	<p>Youth workers are seen by families as outside ‘the system’ and can offer a fresh start</p>	<p>Youth workers develop the relationships of trust necessary to bring about real change</p>
<p>Youth workers are experts on the issues facing adolescents and the particular factors at play at this time</p>	<p>Youth workers start from where young people are at, while offering support and challenge to raise aspirations and change behaviour</p>	<p>Youth workers take a strength based approach to young people and communities</p>
<p>Youth workers are skilled at supporting young people to manage their emotions and particularly anger management</p>	<p>Youth workers are skilled at working with young people in their peer groups where they want to be</p>	<p>Youth workers will move young people up the ladder of participation (Arnstein, 1969) with the aim of real empowerment and control</p>

There is a close link between these qualities and the role described for the ideal TF keyworker. Louise Casey, Director General of the TF team, described keyworkers as “upfront, honest and assertive” workers who “give practical help and don’t just fill in forms or do assessments to tell them where they are going wrong..” (Louise Casey, speech to the annual conference of Heads of Young People’s Services, November 2012).

She also expressed her belief that youth workers could and should play this role: “I am asking you to be part of this because the youth sector has something really important to offer in terms of that upfront, assertive and honest approach I’ve talked about – something a successful youth worker knows all about.” (Casey, 2012).

Whilst most youth workers in this programme are currently young people facing, there is no doubt there is more potential for youth workers to take on a family facing role and they may be the worker that the family would choose.

4.2 Outcomes

‘A Framework for Outcomes for Young People’ (Young Foundation, 2012) summarises the current understanding of the links between personal and social development – the focus of youth work – and the achievement of longer-term outcomes around employment, attainment and health.

The framework proposes a model of seven interlinked clusters of social and emotional capabilities that are of value to all young people, supported by a strong evidence base demonstrating the links to longer-term outcomes.

It uses a logic model, which links the intended outcomes of a service or programme with the planned activities, processes or inputs, to help structure thinking about services and their intended outcomes (see Appendix 1 for an example of a logic model). This offers a useful way to show how youth work – resulting in increased

personal and social capabilities – makes a significant contribution towards meeting the three key areas of the financial framework (DCLG, 2012) for payment by results.

Youth workers measure the short term outcomes for the young people they are working with by using a range of practical tools according to need and circumstance.

The Outcomes Framework links improvements to young people’s short term outcomes, demonstrated by these tools, to long term outcomes for young people by using academic and research evidence. Some examples of this evidence from the Framework are quoted below.

4.2.1 Exclusion from school

The Troubled Families programme aims to reduce the number of fixed exclusions experienced by young people in the family, and reduce the number of unauthorised absences.

The Outcomes Framework gives examples of research studies that show that improved relationships and leadership, and better ability to manage emotions, lead to better school performance and attendance by young people.

For example, Duckworth and Seligman (2005) looked at the importance of self-discipline on a group of 13 and 14 year olds. They conducted a two-year study of the students’ self-discipline levels, finding that self-discipline was a significantly better predictor of academic performance and school attendance than IQ.

Many youth work projects are able to show the impact of their work on increasing self-discipline of young people. By drawing on research evidence such as Duckworth and Seligman they can link the short term outcomes of their work to longer term impact on school exclusion.

4.2.2. Anti-social Behaviour and offending rate

The TF programme also aims for a reduction of 33% in the offending rate by young people in the family over a six month period.

Using a logic model, youth services can demonstrate that their programmes to develop personal and social development of young people, sometimes called non-cognitive skills, can make a significant contribution to this outcome.

One source of research evidence to back up the logic model comes from Heckman and Krueger (2004), who showed that both cognitive and non-cognitive skills influence educational attainment, smoking by age 18, imprisonment, participation in illegal activities, and pregnancy by age 18. Their research suggests that, for many of these behaviours, non-cognitive skills are much more important than cognitive skills.

Using examples like Heckman's study, youth services can link the impact they can achieve for young people's personal and social development to a reduction in participation in illegal activities and crime at an older age.

4.2.3. Progress to work

The TF Framework sets out the aim for at least one adult in the family to volunteer for the Work Programme, attach to ESF provision, or find continuous employment.

Youth work programmes work with young people to support personal relationships and self control. Feinstein (2000) showed that there is a close correlation between conduct disorder at school and adult male unemployment. Youth services can draw on this research to argue that programmes that improve young people's behaviour in school will impact on their long term employment prospects.

4.2.4 Conclusion

To conclude this section, it is possible to see that youth work programmes resulting in personal and social development for young people make a contribution to short term outcomes for young people, which in turn, have an impact on the long term outcomes as laid out in the financial framework. Youth services therefore need to evidence the degree of contribution they make to non-cognitive skill development. Examples of ways they are doing this can be found in the accompanying publication *Case studies of youth work involvement in the Troubled Families Programme*.

Section 5: Context for youth services

The TF programme comes in the midst of other initiatives or forces acting on youth services. It is important to take account of these when considering the appropriateness of youth service involvement.

Youth services

<p>Funding: reduction in funding puts pressure on services</p>	<p>Workforce: moving towards more generic posts as part of greater integration</p>	<p>Restructuring: some areas are moving towards integration or area based teams</p>	<p>Commissioning and partnership working (including with the VCS)</p>	<p>Evidencing outcomes: Acknowledging the need to provide more or better evidence</p>	<p>Localism: Responding to policy environment including the Big Society</p>	<p>Young people's voice and influence: Maintaining the focus on participation</p>	<p>Targeted support: Responding to emphasis from policy makers on targeted work</p>
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There is a close link between work on the TF programme and work youth services are already doing on evidencing outcomes. There is also a link between TF and restructuring, taking into account the political drivers of a desire for targeted support and localism.

There is less linkage between work on TF programme and work to promote and support the voice and influence of young people, and many youth services are working hard to preserve this essential aspect of what they do.

Section 6: Conclusion

This report has shown that there is a significant role for youth work and youth services in fulfilling the aims of the Troubled Families Programme. There is a strong desire from policy makers for professionals from a range of backgrounds, including youth work, to work together to support families to change their lives.

An analysis of the qualities of an ideal family key worker, critical for the success of the programme, reveals that the skills and expertise of youth workers are a close match. There is a potential for expansion of this role with youth workers supporting the whole family, not just the young people within it. Youth workers are already working with young people and their families that form part of the cohort of 'troubled families' and have considerable evidence to support the personal and social development outcomes that result.

NYA research, conducted in Summer 2012, revealed that the majority of local authority youth services are already engaging in some way with the TF agenda, with involvement ranging from youth workers taking on the key worker role, to involvement in multi-agency teams, to performing a 'triage' service, providing early intervention and targeted support.

Early indications are that youth work involvement has been positive, with youth workers able to engage families that perhaps have in the past been resistant to working with statutory services.

In a time of squeezed resources, there is a need for youth work to demonstrate the significant role it can play in supporting these families to change their lives, in order to reach better outcomes for them, their children and the whole community.

Section 7: Glossary

Attachment fee	The fee provided by the Government to begin work with a family
CAF	Common Assessment Framework
CAMHS	Child and Adolescent Mental Health Service
FIP	Family Intervention Project
FIT	Family Intervention Tenancies
IYSS	Integrated Youth Support Services
Key worker role	An individual worker who provides support as needed across a range of issues and co-ordinates services
Local Discretion Filter	One of the criteria for the troubled families programme, determined by local needs
MST	Multi-Systemic Therapy
NEET	Not in Employment Education or Training
PBR	Payment by Results
TFC	Troubled Families Co-ordinator
Threshold	Point at which services are triggered
Tiers of need	Description of the level of support required by an individual
Triage	Prioritising need and ensuring effective referral

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Appendix 1: Example of a logic model for a programme supporting work with Troubled Families

The logic model is based on a local authority example of providing community based youth work:

Inputs	Activities	Outputs	Outcomes (short term) 1	Outcomes (long term) 2
Youth workers Sports instructors Youth club buildings Operational management	Group work within the community Focused support for individuals	Number of young people engaging	<i>Improved relationships and leadership</i> Young people better at managing conflict Young people better at empathizing <i>Managing feelings</i> Young people better at self regulating Young people better able to control feelings	Fewer exclusions from school
	Engagement in positive activities	Range of activities provided Characteristics of young people engaging	<i>Improved relationships and leadership</i> Young people value and contribute to team working better <i>Managing feelings</i> Young people better able to control anger	Fewer unauthorised absences from school

Appendix 2: checklist of questions to consider

Appropriateness of youth work involvement	<ul style="list-style-type: none"> • To what extent is this type of engagement new within your organisation? • Is youth work involvement seen as appropriate by practitioners and managers? • If not, how can you facilitate a debate in order to come to an agreed position? 	
Workforce development	<ul style="list-style-type: none"> • What does this approach mean for structures, managers and practitioners? • How relevant are existing youth work skills for the work required? • What new skills are needed? • What kind of support do practitioners need? • What methods would work for workforce development? • What impact will engagement in this programme have on existing work? 	
Data	<ul style="list-style-type: none"> • What challenges will your service face in sharing data on young people and families with partners? • What protocols will need to be in place? • Are you clear how you will communicate to young people and their families what you know about them? 	
Outcomes	<ul style="list-style-type: none"> • What are the outcomes you aim to achieve for the young people you are working with? • How do these link to outcomes for families? • How will you know when the outcomes are achieved? • How will you capture, monitor and scrutinise this information? 	
Resources	<ul style="list-style-type: none"> • What impact will engagement in this programme have on existing work? • What impact could funding cuts on other services have on delivery of this work? • Can engagement be delivered within existing resources? 	
Recognition of youth work's role	<ul style="list-style-type: none"> • Is there a need in your area to improve recognition of how youth work can help achieve the programme's outcomes? • How can this be achieved? 	

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About the National Youth Agency

The National Youth Agency works in partnership with a wide range of public, private and voluntary sector organisations to support and improve services for young people. Our particular focus is on youth work and we believe strongly that by investing in young people's personal and social development, young people are better able to live more active and fulfilling lives.

Working with young people, we advocate for more youth-friendly services and policies. We have four themes:

- Developing quality standards in work with young people
- Supporting services for young people
- Developing the youth workforce
- Promoting positive public perceptions of young people.

We deliver our work through training and consultancy, campaigning, publishing and online communications. Through our activities we want to ensure that young people have a strong voice and positive influence in our society.

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