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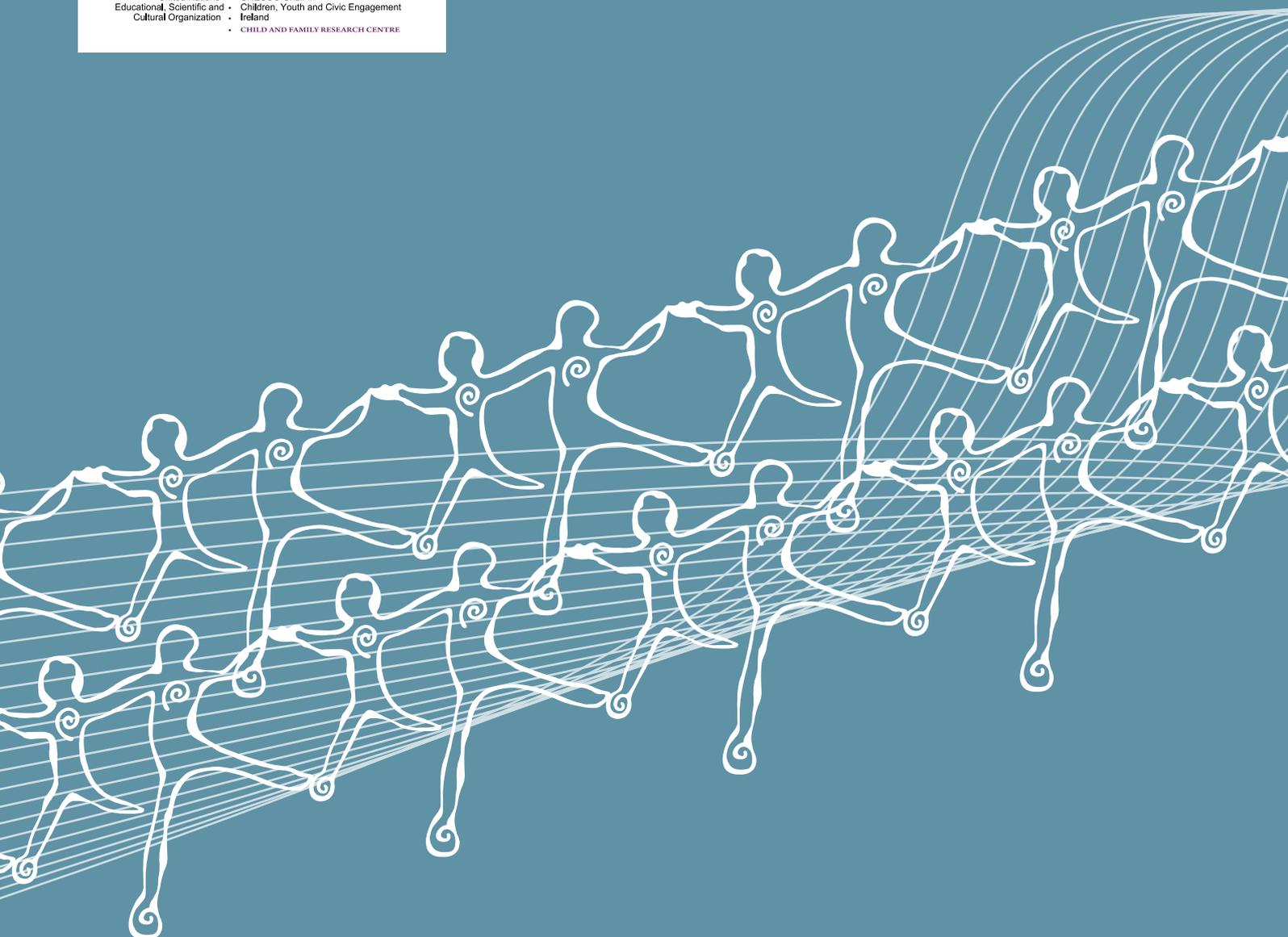


NUI Galway  
OÉ Gaillimh

CHILD AND FAMILY RESEARCH CENTRE



Institute for  
Lifecourse and Society



Parenting Support & Parental Participation

## Report of Parental Participation Seed-Funded Projects

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**JANUARY 2018**



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# About the Development and Mainstreaming Programme for Prevention, Partnership and Family Support



The research and evaluation team at the UNESCO Child and Family Research Centre, NUI Galway provides research, evaluation and technical support to Tusla's Development and Mainstreaming Programme for Prevention, Partnership and Family Support (PPFS). This is a new programme of action being undertaken by Tusla - Child and Family Agency as part of its National Service Delivery Framework. The programme seeks to transform child and family services in Ireland by embedding prevention and early intervention into the culture and operations of Tusla. The research and evaluation carried out by the UCFRC focuses on the implementation and the outcomes of the PPFS Programme and is underpinned by the overarching research question:

*Is the organisational culture and practice at Tusla and its partners changing such that services are more integrated, preventative, evidence informed and inclusive of children and parents and if so, is this contributing to improved outcomes for children and their families? .*

The research and evaluation study adopts a Work Package approach. This has been adopted to deliver a comprehensive suite of research and evaluation activities involving sub-studies of the main areas within the Tusla's PPFS Programme. The Work Packages are: Meitheal and Child and Family Support Networks; Children's Participation; Parenting Support and Parental Participation; Public Awareness; and Commissioning.

**This publication is part of the Parenting Support and Parental Participation Work Package.**

## About the UNESCO Child and Family Research Centre

The UNESCO Child and Family Research Centre (UCFRC) is part of the Institute for Lifecourse and Society at the National University of Ireland Galway. It was founded in 2007, through support from The Atlantic Philanthropies, Ireland and the Health Services Executive (HSE), with a base in the School of Political Science and Sociology, the mission of the Centre is to help create the conditions for excellent policies, services and practices that improve the lives of children, youth and families through research, education and service development. The UCFRC has an extensive network of relationships and research collaborations internationally and is widely recognised for its core expertise in the areas of Family Support and Youth Development.

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# 1



## Introduction

The Parental Participation Project is an initiative of the Parenting strand of the Atlantic Philanthropies, Ireland-funded Prevention Partnership and Family Support (PPFS) programme of work. Tusla – Child and Family Agency, is committed to supporting parenting and encouraging meaningful parental participation in the planning and delivery of services. This is in line with government commitments to support parents and parenting through the Better Outcomes, Brighter Futures National Policy Framework for Children and Young People (2014–2020) and its High-Level Policy Statement on Supporting Parents and Families (Parenting and Family Support).

Parental participation means providing opportunities for all parents to have a say in decisions affecting their lives and the lives of their children, including participation in all aspects of their care and education. The aim of the Parental Participation Project is to encourage parents' participation in their own children's care and education and to enable their participation in the planning, delivery and evaluation of services (Tusla, 2016). To that end, Tusla has allocated an overall budget of €340,000 to fund local projects over a two-year period (2016–2018) that are focused on parental participation. A number of projects were awarded Parental Participation grant funding, and approved projects address at least one of five Parental Participation themes: enhancing parenting skills to support parents' participation in their children's care and education; parental participation in the planning of services; parental participation in the delivery and evaluation of services; parental participation when there are additional challenges (for example, family conflicts, lone parenting, teen parenting, parenting when there is a mental health issue); and participation for others in a caring role (for example, grandparents, foster carers, childminders).

In addition, projects were reviewed for adherence to a number of criteria, in order of priority: that a collaborative approach be taken to formulating proposals with participation from Tusla staff and partner organisations; that all initiatives should be needs-led; that priority be given to seldom-heard voices; that initiatives should consider their effectiveness and be underpinned by an evidence base; projects which focus on supporting Parental Participation in the early years stage; and projects which are sustainable beyond 2018 and preferably have a two-year life span.

In 2016 Tusla recorded Parental Participation initiatives across 17 areas amounting to 36 Parental Participation projects in total. Projects vary in duration and have staggered start dates and differing progression rates.<sup>1</sup>

The UNESCO Child and Family Research Centre (UCFRC) at NUI Galway is charged with evaluating the Parental Participation Seed Funding Scheme as part of the Parenting Support and Parental Participation Work Package. This Work Package is part of a wider programme of work to research and evaluate Tusla's Development and Mainstreaming Programme for Prevention, Partnership and Family Support.

This report details the views of managers and practitioners' involved in selected seed-funded projects. It focuses primarily on overall parental participation in terms of: perceptions of parental participation, its effects on practice, its impact on parents, challenges to participatory practice, and sustainability over time.

<sup>1</sup> See Tusla's Parental Participation Seed Funding Projects Year One Status Report, June 2017, for details and status of all projects.

# 2

## Methodology

Given that all proposals submitted for the Parental Participation Seed-Funded grant had to address at least one of five Parental Participation themes, the selection of Parental Participation Seed-Funded projects for this review is based on these themes:

1. Enhancing Parenting Skills to support parents' participation in their children's care and education
2. Parental Participation in the Planning of Services
3. Parental Participation in the Delivery and Evaluation of Services
4. Parental Participation when there are additional challenges (for example, family conflicts, lone parenting, teen parenting, parenting when there is a mental health issue)
5. Participation for others in a caring role (for example, grandparents, foster carers, childminders).

Each seed-funded project was grouped according to the theme it addressed, and one project per theme was randomly selected from the lists generated. Data collection consisted of 12 semi-structured qualitative interviews representing six seed-funded projects across the five themes.<sup>2</sup> Six managers and six project staff were interviewed for this study, which focused on capturing the participants' knowledge and expertise with regard to Parental Participation, as well as their views on the challenges to engaging parents, the impact of the projects to date, and sustainability into the future. There were 11 telephone interviews and one face-to-face interview.

By engaging with those who are utilising seed funding to actively pursue a participatory approach to practice, this research provides tangible evidence from those with the knowledge and expertise to consider participation in the context of the local community. Each interview was recorded and transcribed, and the participants were assigned identifier codes to protect anonymity. Table 1 below outlines these codes and the relevance to each theme.

<sup>2</sup> One Parental Participation Seed fund was divided between two projects, hence six projects across five themes.



**Table 1: Selection of Seed-Funded Projects**

| Participant Identifier Code  | Theme   |
|------------------------------|---|
| SF1A<br>SF1B                 | 1. Enhancing parenting skills to support parents' participation in their children's care and education. |
| SF5A<br>SF5B<br>SF5C<br>SF5D | 2. Parental Participation in the planning of services.  |
| SF4A<br>SF4B                 | 3. Parental Participation in the delivery and evaluation of services.                                   |
| SF2A<br>SF2B                 | 4. Parental Participation where there are additional challenges.  |
| SF3A<br>SF3B                 | 5. Participation for others in a caring role.   |

NVivo software was utilised to code the responses into thematic areas aligned with the interview questions. This data was used to generate a nuanced analysis of the themes that evolved, which is presented in section 4 of this report.

Ethical approval for this research was granted by both the NUIG Research Ethics Committee and the Tusla Research Ethics Review Group.

# 3

## Findings

### 3.1 Introduction

This section of the report provides an overview of the perceptions and observations of those involved in running Parental Participation seed-funded projects, in terms of the meaning of parental participation, challenges to participatory practice, impact on parents, effects on practice, sustainability and overall views on parental participation.

### 3.2 Meaning of Parental Participation

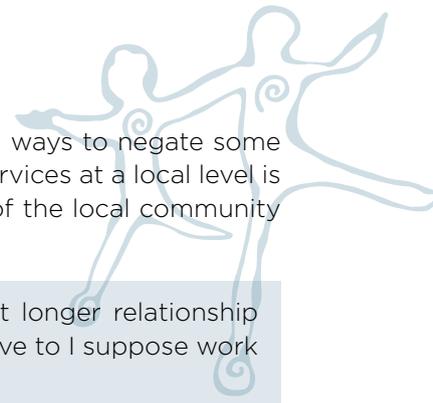
Participants conceive of parental participation in a number of ways. For some, it is about parents being supported to carry out their role and to increase their confidence and capacity to do so effectively. For others, it is about parents working in partnership with each other to improve their parenting skills for the betterment of their children. Parents' working in partnership with practitioners is seen as vital to ensure that services are responsive to parents in any given community, and through this process services can develop effective objectives to meet the needs of the local parent population. For most participants, it is fundamental that parents have a voice in determining what suits their needs, achieved through participation in the planning, delivery and evaluation of services or essentially what amounts to parents being involved in every stage of service delivery:

Parents have their say in it, you know, that they're involved in the process, that it's a needs-led approach ... I suppose that we're taking their opinions and when it comes to the evaluation that we're reflecting on what they're saying, and I suppose that they have a say in the decisions for their own children and their own education and care, you know, that they're involved in each part of it and that we're not making all the decisions for them. (SF5C)

### 3.3 Challenges to Engaging Parents

While all of the participants believe in and aspire to achieving best practice in participation, they identified a number of challenges to engaging parents with services. Services are constrained in terms of the number of parents they can engage with in some localities, due to a lack of resources; issues of money, time, facilities, childcare and transport were all seen as preventing engagement. In some instances parents' engagement is hindered by difficult relationships between parents in group settings and difficult relationships between services in the community in terms of roles and responsibilities. Services being associated with the Tusla brand resulted in challenges in engaging parents, due to negative perceptions that parents may have about the organisation, some of whom have had negative experiences with Tusla. For those parents and for others, issues of poverty, addiction and intellectual disability present real challenges to engagement at a local level, highlighting difficulties in engaging hard-to-reach populations:

There's some parents that are very hard [to reach] ... that we just cannot reach. We can't reach. And those, I suppose, they are the parents that we should be reaching. Unfortunately they're addicts. There's poverty and criminality involved, there's mistrust across the board, do you know, absolute and utter mistrust across the board. (SF5B)



While there are evidently challenges to engaging parents, participants identified ways to negate some of those challenges. For many, the key to successful engagement of parents in services at a local level is the relationships that have developed between support workers and members of the local community over time:

That's where I think our relationship with them matters. You know, that longer relationship where they come to you looking for support for other areas and you ... have to I suppose work to break down the barriers. (SF3A)

Links with other agencies and community groups are seen as important in fostering engagement, due to their established relationships with parents:

We're hoping to use our links and ties with voluntary organisations to introduce the idea of doing this to certain parents, so they might be more open to it ... There will be challenges, but certainly we've got links and a sort of a way in through the voluntary agencies, who have relationships with a lot of the parents. (SF1A)

### 3.4 Impact on Parents

While there are evidently challenges to engaging parents in services, the projects in this study that have been supported by the Parental Participation Seed funds have highlighted a number of positive impacts on parents. Participants identified increased confidence, more willingness to engage in services, and possible reductions in the escalation of problems. Half of all participants maintained that the projects resulted in parents being more socially included:

She was so distressed. She was so lonely, she was absolutely isolated ... She had the twins, who were about six months old, her whole world had closed in on her ... If I could have had a camera or a video of the first day she came into the group and a video of her in May or June of this year, it would have showed you and demonstrated exactly the difference ... That woman was chatting and talking and laughing and involved in that parent group, and it was just amazing to me how she had transformed. (SF3A)

Some participants were of the view that the projects, as well as having an impact on parents, will also have a knock-on impact on the children of the parents who participated:

In the longer term for the parents, coming back is essential, but also for I suppose the children, you know, because they're starting off socialising with other children. That has a knock-on effect – the more confident they are in pre-school, into national school and so on, like everything has a knock-on effect from the very early days, and a lot of it stems from the parent, I suppose, feeling in control and feeling happy and confident. (SF3B)

#### 3.4.1 Impact on Practice

The impact of the projects was not confined to just parents and children. Some participants maintained that working in the projects had an impact on practitioners' learning, in terms of both improving interactions with parents and managing inter-agency relationships better:

I've noticed with the social care team and, you know, they are beginning to work better with me as well, in terms of getting responses more, and all that ... and maybe they've got to know me now as well and know relationships might have been frayed at the beginning when I came in, because they were kind of 'Oh, what are you looking for?' (SF2B)

In addition, for some, there is a realisation that working collaboratively results in bigger benefits for both parents and practitioners:

I think our practice has changed, you know, positively, that we want to be involved in all these projects ... because you can see the bigger benefits of everybody working together. (SF5C)

As well as the impact on learning and collaborative work, participants highlighted improvements in various other areas of practice as a result of the Parental Participation projects. For some, involvement has resulted in their including parents more in planning and decision-making processes. For others, involvement has enhanced and will enhance their understanding of parenting in different cultures:

It certainly gives parents from ethnic minorities an opportunity to have a voice. It'll enhance our professional understanding that there is actually a lot of diverse cultural difference when it comes to parenting and parenting styles ... I think this will help inform and enlighten practitioners about the diversity that's out there, so that they will respect that and inform themselves and be more aware when they engage and meet up with different parents from different groupings. (SF1A)

Evidently, participation in seed-funded projects has led to changes in practices for some. But it is worth noting that for many practitioners working in the community, this type of participatory practice has been a feature of their work for many years:

It's just most of the people that we'd be working with, like, they're community people, so they'd kind of be used to working that way. (SF5A)

While some of the projects are evidently having an impact in a number of areas already, it is important to note that for others it is just too early to assess impacts of embedding parental participation in practice:

I just think it's very early days and I think we don't really have a clear roadmap for parental participation yet. We're all doing little bits of projects, and we're all well-meaning, and they're good. I just think it's just going to take time. (SF4A)

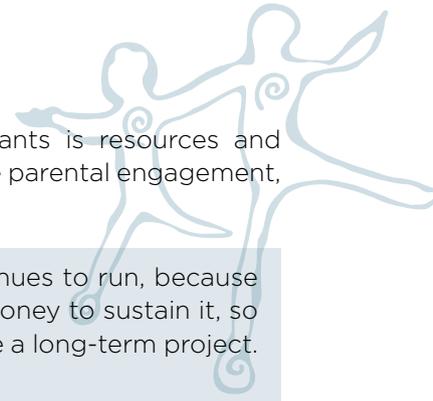
### 3.5 Sustainability

In order for the ethos of Parental Participation to become embedded in practice, it has to first become part of the culture of Tusla. There is a view that practitioners need to be supported at an organisational level for this to be achieved:

We hope that this is going to be sustainable ... It has the potential to promote better-informed practice, going forward, but I think we have to be supported in this going forward by the organisation; it has to become part of our culture. (SF1A)

There are however challenges to sustaining a participatory approach to practice. Some identified a challenge in the difficulties of collaborative work in terms of sharing pertinent information, leadership roles, and the practice of including parents in the work of organisations:

I would hope that our parents could come, sit in for the day and be equals. There's some people in the room [who] will be very uncomfortable with that. My own opinion here in Ireland is that we have a social work service that's middle-class. And it's the middle class colonising the lower class. There is a disconnect in terms of what these families are going through, and how we relate to these, to the families on the ground. (SF4A)



Overwhelmingly the biggest challenge to sustainability identified by participants is resources and facilities: having fit-for-purpose meeting rooms and equipment to enable effective parental engagement, and having funding in the longer term:

But the sustainability long-term is probably funding, if the funding continues to run, because every service, the community services that are involved don't have the money to sustain it, so if they could continue the seed funding and sustain it, it probably could be a long-term project. It is sustainable, but I'd say it's down to funding. (SF4B)

Other resources identified as a significant challenge to sustainability are staffing and time, both of which are required to create and sustain relationships with parents:

The barriers for us are, as always, human resources. That's the biggest, and I couldn't emphasise that enough, because I'm worn down now to a thread trying to give this message ... I am the only full-time worker on this project. My development worker is a half post. We most definitely need a full-time development worker. She has 17.5 hours at the moment, and I have to spread that across, oh, a lot of groups, and you know, that is essential. So I would put human resources as essential in maintaining those and building those relationships with our parents. (SF3A)

Participants also identified enablers that would help sustain participatory practice. Making projects more accessible to parents in terms of times and locations available would facilitate ongoing participation. Monitoring and evaluation are seen as important, because effective, proven outcomes will contribute to sustainability. Passing on the learning from participatory practice would, according to some participants, ensure the continuation of this approach to practice. Giving ownership of funding to groups in conjunction with parents has been identified as fostering willingness to engage in and support such projects, thereby increasing the chances of sustainability:

I think, whenever I was able to sit in a room with a group and say, 'Look, we've got some funding here, it's up to us to decide as a group in conjunction with parents and service users how we use it', people just lit up. They liked the idea that we actually were in control, and there was no shortage of people putting their hand up to get involved in working groups to develop the thing further. (SF1A)

Management and the need for leadership are also identified as being key to sustainability, particularly the willingness to create conditions that are supportive of participatory work:

I think if we can have key managers and, you know, a manager who is very interested, so ... I think if we have a key manager who can promote it and encourage it and allow for the good sustainment of it ... My line management on the way up is supportive, do you know what I mean? I'm kind of released to do that and given the time to do that. (SF1B)

### 3.6 Overall Perceptions of Parental Participation Seed Funds

All of the participants in this research viewed the Parental Participation Seed funds positively. The funds are seen as being extremely helpful in terms of putting parental participation in the spotlight. Some anticipate that including the voice of parents in services will lead to improved outcomes for children and families. Moreover, the projects are seen as beneficial not just for the parents involved but for the community as a whole:

I would say continue the project, because it's hugely appreciated by the parents and it really is appreciated by parents without question – and indeed ourselves within the centre, because

we can say, 'OK, we can help you with this, because we have the funding there to help you', you know. It's helping the community because of it as well, because we have happier parents, happier children, you know, so it does kind of reach out to the wider community. (SF3B)

While the seed funds are seen as hugely positive and beneficial, there are some notes of caution in perceptions. There is an acknowledgement that it is going to take time to truly embed the voice of the parents in practice:

I just think it's just going to take time. And I think for Tusla, PPFS, all of us, I think you need to give us the time and the space. It's going to take years - in the same way it took years to listen to the voice of the child in this country and to really embed it into practice. (SF4A)

In addition, there are concerns that unless initiatives and practice in this area are progressed and outcomes are concrete, there is a danger that this work will be seen as tokenistic:

I would be concerned that it will be ... that it would be tokenistic and tick-the-box, and that parents will be involved ... I think that it needs to be progressive ... progress, or they see some outcomes. (SF4B)

# 4



## Conclusion and Discussion

The findings of this study show that the Parental Participation seed fund grants have led to the development of a number of worthwhile projects nationwide. These projects, even at this early stage, are showing signs of impacting positively on parents, particularly in terms of increases in confidence and social inclusion. In the literature on Parental Participation there is a general consensus that Parental Participation in service provision does contribute to increases in confidence and improved social inclusion and as a consequence better outcomes for children and families. According to Hardy and Darlington's (2008) research into parents' experiences of intensive family support services in Queensland, Australia, parents value having some input into decision-making processes, where time is taken to ask for and listen to the parents' views (p.256). Being acknowledged as a parent and being actively engaged in the service relationship were both identified as important themes underlying these experiences. Indeed, the parent voice is emphasised as a significant factor contributing to positive outcomes (Connolly and Devaney, 2016; Darlington et al., 2012), with the importance of being listened to being fundamental in this process and the potential benefits of involving parents in social care interventions.

Positive impacts are also being seen in practice areas, with improvements in inter-agency working. Partnership and multi-agency arrangements are an essential element of successful parental engagement, according to Goodall and Vorhaus (2011). The research suggests there are many benefits of multi-agency collaborative partnership working for practitioners. Atkinson et al. (2007) state that increased knowledge and understanding of other agencies, improved relationships and communication between agencies, and increased trust between agencies are all positive impacts of inter-agency working; sharing knowledge and workloads also impacts positively on practitioners.

In addition to improvements in inter-agency working, practitioners maintained that involvement in the seed-funded projects enhanced their understanding of parenting in different cultures. Katz et al. (2007) identify barriers to the participation of parents in mainstream services, some of which are specific to particular groups of parents. They identify social barriers, including cultural institutions and structures that impinge on parents, such as gender and ethnicity; parents from black and ethnic minority communities particularly face barriers, according to this research (see also Connolly and Devaney, 2016). Exploring participation patterns in home-based family support programmes, McCurdy et al. (2003) found that differences do exist among ethnic groups regarding factors that influence service engagement. Enhanced understanding of parenting in different cultures, which has been identified as a positive impact of the seed-funded projects, can help overcome challenges to participation for this cohort. This effect has been highlighted in research on staff attitudes towards particular groups of service users (Katz et al., 2007).

In addition to staff attitudes overcoming challenges, the findings from this study show that it is the relationships that practitioners have developed in the local community which seem to be the best way of negating some of the identified challenges across all groups of parents. In fact, the relationship between front-line providers and service users has been identified as a major factor influencing the engagement of parents in mainstream services (Katz et al., 2007). Research in this area suggests that the most effective interventions seek to build rapport with parents before they even begin to formally use a service (Moran et al., 2004).

As well as challenges in engaging parents, this research found that there are challenges to the sustainability of the seed-funded projects. Resources were identified as the biggest challenge to sustainability,

particularly in funding, staffing levels, time and facilities, which were highlighted as the biggest barriers at this stage. Access to funding streams and to resources have been identified elsewhere as significant challenges to sustainability in parental engagement programmes (Goodall and Vorhaus, 2011). Indeed, it has been reported that organisational shortcomings in such areas are shown to affect professionals' opportunities to facilitate parent participation. Parents' level of participation is strongly influenced by available resources, particularly time constraints and costs, according to research conducted by Aarhun and Akerjordet (2014).

Despite such challenges, participants identified a number of enablers that may assist with sustainability. Giving ownership of funding to local services and groups and leadership at management level were highlighted as possible enablers in this regard. Findings from this study show that giving ownership of funding to groups in conjunction with parents fosters engagement in and support of such projects, thereby increasing the chances of sustainability. Research by Goodall and Vorhaus (2011) maintains that commitment, passion and a sense of moral purpose were extremely important in parental engagement projects. These elements increase the likelihood that projects will find the means to help sustain and develop their parental engagement work, either through formal routes such as social enterprise models or trusts, or through less formal routes such as developing strong inter-agency and community relationships. Involving leaders in supporting the work of parental engagement is also an important factor in developing sustainable practice. Research from the UK suggests that the retention of committed and inspiring senior leaders is fundamental to the long-term success of parental engagement programmes (Goodall and Vorhaus, 2011).

Overall, the Parental Participation Seed funds were seen as hugely positive and beneficial for parents, children, practitioners and communities in general. However, it is going to take time for the ethos of parental participation to become embedded in practice and progression, and escalation is needed in order to maintain parental engagement. The seed funds are however seen as a 'fantastic start'.

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