

**REPORT TO:** Safer Policy & Performance Board  
**DATE:** 13<sup>th</sup> November, 2012  
**REPORTING OFFICER:** Strategic Director, Communities  
**PORTFOLIO:** Adults and Communities  
**SUBJECT:** Troubled Families / Inspiring Families Update  
**WARDS:** Borough wide

## **1.0 PURPOSE OF THE REPORT**

1.1 To provide an update to the Safer Policy & Performance Board on the development of the Troubled Families programme.

## **2.0 RECOMMENDATION: That Safer Policy & Performance Board note the contents of the report.**

## **3.0 SUPPORTING INFORMATION**

3.1 In 2010 the Prime Minister confirmed his intention to ensure that 120,000 troubled families are 'turned around' by 2015. The focus of the troubled families investment and initiative is to concentrate attention on a jointly agreed and named group of families to turnaround their lives and future outcomes. The expectation is that all organisations that have a stake or input into such families lives will collaborate both strategically and operationally to lead and deliver a step change in the way that we deal with troubled families in England.

3.2 As part of the Troubled Families programme, the government indicates they have put in resources to incentivise and encourage local authorities and their partners to develop new ways of working with families, which focus on lasting change, recognising that these approaches are likely to incur extra costs but that they will result in a shift in the way we work with these families in the future – reducing costs and improving outcomes.

### **3.3 Identifying the Families**

The Troubled Families Unit has provided criteria for identifying 'troubled families'. These are families that are most likely to live in households who:

- Are involved in crime and anti-social behaviour (ASB)
  
- Have children not in school
- Have an adult on out of work benefits
- Cause high costs to the public purse

- Plus local measures of domestic abuse and alcohol for year 1
- 3.4 The identification of families will be through partnership working by cross referencing school, police, crime and disorder, and DWP data. Through the strategy board Halton has also implemented a tier 2 Information Sharing Agreement to assist with the data exchange. During the three year programme Halton will engage with 375 Troubled Families, 313 of which will be eligible for payment by results. The proposed profile for the number of families it is intended to work with in Halton is as follows:
- 2012/2013 - 145 Troubled Families of which 120 will be eligible for payment by results
  - 2013/2014 - 145 Troubled Families of which 120 will be eligible for payment by results
  - 2014/2015- 85 Troubled Families of which 73 will be eligible for payment by results.
- 3.5 The Troubled Families Programme involves a substantial element of payment by results (PBR) in relation to the funding of key outcomes. This gives local authorities the opportunity to strengthen developing or existing plans in relation to whole scale re- development services or interventions to whole families.
- 3.6 The proportion of the £4,000 offered as an upfront attachment fee changes over the course of the three years of the programme from £3,200 in 2012/13; £2,400 in 2013/14; to £1,600 in 2014/15. The attachment fee element of the funding can only be claimed once i.e. if an authority ceases, or it's unsuccessful in its , efforts with a family to achieve the programme's outcomes the LA must replace that family with another that meets the identification criteria and for whom no new attachment fee is payable. The results payments are then available for claiming for successful outcomes achieved with the replacement family.
- 3.7 It is estimated that for Halton with 375 troubled families it costs the tax payer **£28.125m (£75k per family)** to pay for the support they need because their problems have escalated to requiring more comprehensive services.
- 3.8 In order to support the development of the Troubled Family programme there needs to be a clear business case that supports both the financial and outcome model. The complexities of family intervention mean that significant amounts of data are needed in order to develop this business case, and the financial modelling needs to be relatively sophisticated. The main reasons for this are that:
- Troubled families face, and cause, a wide range of problems. The costs which they currently incur fall in a wide range of categories, and there are potentially many outcomes which could be impacted by intervention;
  - Problems are not experienced by all families or to the same degree, and therefore the costs which they currently incur (and the savings which could be achieved if their problems were successfully addressed) vary widely from family to family; and

- The types of costs incurred and their scale also vary widely, from one-off costs to costs which recur over a long period of time.

### 3.5 **Delivery Model**

A number of delivery options were discussed, with the decision being made to lead the project from the Children and Young People's directorate.

Halton received funding in 2008 under the Respect Programme for the introduction of Family Intervention Programmes (FIP). National evaluation of FIP's have been very positive and cost benefit analysis shows that intensive early help can be more cost effective than repeat crisis interventions which invariably result in families requiring involvement from statutory services such as criminal justice and social work.

Halton Borough Council mainstreamed the FIP in March 2011 and the team currently operates from Children and Families Service as an Intensive Family Work Service. Many of these families are likely to meet the Troubled Families criteria.

Locally the Troubled Families will be called 'Inspiring Families' and there will be a 'soft' launch of the programme from October 2012. This will include frontline practitioners and strategic management briefings, these events will provide the opportunity to create a shared vision and a common approach across all partners for working with families in Halton.

At the Troubled Families Strategy group in July 2012 a report was presented that outlined four different commissioning models that could be used to implement the operational delivery of the troubled families programme. These options were:

1. Use an existing service,
2. Contracting out to a "spun out" service based on the existing provision,
3. Commissioning additional services to "scale up" an existing service,
4. Commissioning of an entirely new service.

3.6 It was agreed that the most viable option was to 'scale' up existing services and this existing service would be the Team around the Family (TAF). The Team around the Family model includes family support and an intensive family work service that also supports young people on the edge of care. This system / service are embedded within the council and the teams work to a key worker model based on the nationally recognised Family Intervention Projects model. This consisted of a 'Lead Professional/key worker' that was allocated to each family who used a variety of methods to engage the family and was persistent in undoing any blockages that were presented in order to gain the family's engagement; used sanctions and rewards to gain trust and progress; undertook holistic whole family assessments; provided interventions; and led on multi - agency tailored care packages for the whole family in a timely manner to suit their needs and capabilities.

3.7 Halton has strong partnership links and we will be using these to engage a range of provider's to build an effective delivery method and programmes to complement those programmes already in place. The first stage has been agreed as the Intensive Family service will be foundation for the multi- agency model to develop and locally the Troubled Families programme will be called Inspiring Families. Partner agencies are requested to identify a dedicated practitioner to work with the Intensive Family Work team. This initial request has been taken up by the Police, Youth Offending Service and Education and there are on-going discussions with other partners about how they can support. The expectation is that each agency will contribute to support the development of a virtual 'Inspiring Families /Team around the Family' (TAF). The amount of time required from each partner agencies will depend on the needs of the Inspiring Families that access the programme and will evolve as the programme develops. It is anticipated the first year of delivery of the programme will be led by the Intensive Family Work team with input from other agencies to identify, assess, care plan and provide interventions.

3.8 The initial workload of screening, assessment and care planning with the (existing) Intensive Family Work team with a range of dedicated staff from partner agencies working as part of the extended core and virtual team. As the programme develops and joint working arrangements strengthen and are clear and effective, it is expected that all agencies will lead on assessments and care planning.

### 3.9 **Performance and Monitoring of Outcomes**

There is further work that is required to finalise a process behind PBR for Halton. The whole family approach is complex and has overlapping outcomes and interventions that are required to 'turn around' troubled families. Some of the work required is clear outcomes, detailed knowledge of the problems within each family and how they relate to the outcomes and how will these outcomes evidence impact and value for money.

3.10 For Inspiring Families Halton we are not only using the three outcomes as proposed by the payment by results element from the national programme but also three other outcomes with a collection of sub measures.<sup>1</sup> Notes the outcomes that are payment by results.

1. Behaviour of the Family is significantly improved

- 60% reduction in ASB across the family<sup>1</sup>
- 33% reduction in offending rate of all minors within the family<sup>1</sup>
- Reduction in the number of police call outs to household

2. Education performance of children is improved

- Reduction in the number of families where children have less than 15% unauthorised absences<sup>1</sup>
- Reduction in the number of children that have fewer than 3 fixed term exclusions in the last 3 school terms<sup>1</sup>

I. Family members are in sustainable employment, education or training

- One adult has volunteered for the work programme or ESF programme within 6 months.<sup>1</sup>
  - One adult has moved off out of work benefits and into continuous employment in the last 6 months<sup>1</sup>
  - Reduction in the number of NEETS
- II. The family is in stable housing
- Reduction on the number of households that are evicted
  - Increase of number of families that have stable finances and access the Credit Union or open a bank account.
- III. Social and physical health and wellbeing of the family is improved
- Reduction in the number of alcohol A&E presentations
  - Reduction in the number of DNA for GP and health visitor appointments for the family
- IV. Risk factors to the family is reduced
- Reduction in the number of Domestic Abuse related injuries to A&E
  - Reduction in the number of children and young people that go from Child in Need to Child Protection whilst on the programme
  - Increase the number of children and young people were a CIN plan has closed whilst on the programme

3.11 There will be on-going analysis of the Inspiring Families cohort. The analysis will seek to make comparisons between predicted and actual costs incurred in providing services. The analysis will also take into consideration social return on investment in terms of predicting future savings as a result of improved outcomes for families. This will provide an evidence base for identifying cost effective interventions that work in improving outcomes for families and will inform future commissioning priorities.

### 3.12 Next Steps

There is still a lot of work to be carried out around the development and implementation of the programme. However the key next steps are as follows:

- Steps to make it easier for agencies to share data;
- Continued development of the delivery model;
- To formalise links with the Clinical Commissioning groups
- For partners to support the prioritisation of individuals and families
- Development of a stronger evidence base on the effectiveness of interventions;
- Further develop the tracking and monitoring system and performance framework;
- Agree the financial model for the investment of PBR; and
- Communicate to partners including operational staff the ethos of Halton's Troubled Families programme.

## 4.0 POLICY IMPLICATIONS

Not applicable.

## **5.0 OTHER IMPLICATIONS**

- 5.1 The application of any outcome-based approach to troubled families makes it essential to have good data on the diversity and multiplicity of problems which they face. This data is not easy to collect, due to a large number of different data sources and the problems of sharing data from those sources.
- 5.2 The barriers to effective data sharing can be both legislative and cultural. For example, on the legislative side, the Social Security Administration Act 1992 does not provide for DWP to share data with local authorities regarding individual benefit claimants (though anonymised data on the overall prevalence of benefit claiming within a cohort can be shared). This is a long-standing and well known issue. It has been partly addressed during the development of Troubled Families programme, through the creation of a new legal gateway under the regulations of the Welfare Reform Act 2012 to enable sharing of DWP data, without informed consent, for the specific purposes of the programme, but this is clearly only a partial solution to a much wider problem.
- 5.3 On the cultural side, there are a number of issues including data held in forms that render sharing extremely time-consuming e.g. paper-based records.
- 5.4 Both the legislative and cultural issues are less prevalent once families enter intervention programmes, since they usually give written consent to the sharing of their personal data at that point. For Halton the tier 2 Information Sharing Agreement has assisted in some areas however the data exercise around the identification of families has been a huge task that has been problematic as there are limitations around systems including internal systems that makes it difficult to match personal data and the ability automate data is limited so it is a manual exercise. The data issues will be a constant on-going problem throughout the troubled families programme.
- 5.5 There is the continued work that needs to take place to co-ordinate the DWP ESF and work programmes to ensure that clear process are in place for both practitioners and families.

## **6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children and Young People in Halton**

The Troubled Families' initiative is intended to address the crucial factors for children in disadvantaged settings not meeting their potential.

### **6.2 Employment, Learning and Skills in Halton**

The programme will be integrated with other employment/learning based initiatives such as the Work Programme and the ESF/DWP Programme.

### **6.3 A Healthy Halton**

A range of health partners are committed to contributing to the programme including case analysis and service delivery.

### **6.4 A Safer Halton**

Troubled Families make a significant impact on public resources; a more targeted approach offers economic advantage. For a full oversight of the project, it should also report to the Safer Halton partnership and the Policy and Performance board.

### **6.5 Halton's Urban Renewal**

None identified.

## **7.0 RISK ANALYSIS**

7.1 The initial data analysis showed that in Halton there were insufficient numbers of families who would meet the DCLG criteria. However, we are adding and applying local criteria to ensure sufficient numbers will be identified for the first tranche of families. The quality of data information means that we will be reviewing the local criteria for year 2 and 3. This information will be reviewed as where families choose not to engage with the programme other families will need to be identified.

7.2 Securing the commitment of all partners is also a key issue. All Key partners are now invited to attend and contribute to the Strategy meeting and support the development of the Business Plan.

## **8.0 EQUALITY AND DIVERSITY ISSUES**

8.1 An Equality Impact Assessment will be undertaken on the Business Plan. The aim of the programme is to try and work with disadvantaged families supporting them to overcome many of the barriers they face.

## **9.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
<b><i>The Troubled Families Programme Financial Framework for Troubled Manager IYSS Families March 2012</i></b>	<b><i>2<sup>nd</sup> Floor Rutland House</i></b>	<b><i>Lorraine Crane Divisional</i></b>