

MEETING:	Health and Wellbeing Board
MEETING DATE:	18 November 2014
TITLE OF REPORT:	Extended National Troubled Families Programme
REPORT BY:	Head of Commissioning (Children's Wellbeing)

Classification

Open

Key Decision

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function to which the decision relates.

This is a key decision because it is likely to be significant in terms of its effect on communities living or working in an area comprising one or more wards in the county.

Wards Affected

County-wide

Purpose

To confirm the council and its key partners will continue to work with the national Troubled Families programme and join the extended programme which will run from 2015/16 to 2019/20.

Recommendation(s)

THAT:

The Health and Wellbeing Board

- (a) confirms its commitment to the local Families First programme and**
- (b) recommends to Cabinet that the Council, as lead partner, joins the extended national Troubled Families programme**

Alternative options

- 1 The council could decide not to continue with the national programme and not commit to the extension. This would impact negatively on our most challenging and vulnerable families in the county; the programme to date has improved outcomes for 242 families and during the next five years will support over 1000 families.

Reasons for recommendations

- 2 Being part of the national troubled families programme since 2012 has already helped to support 242 families in Herefordshire to achieve better outcomes; 204 families have reduced crime and anti-social behaviour and their children are attending school regularly, plus 38 adults are back into work and a further 57 adults are on a work programme which is helping them to progress towards work. In addition the programme has enabled additional funding to be brought into the county amounting to £1.13million which has been used to support families who need additional help. By the end of this phase of the programme in March 2015, the aim is to have “turned around” 310 families and secured £1.21million in grant funding.
- 3 The national Troubled Families team (part of the Department of Communities and Local Government – DCLG) has analysed significant amounts of data and performance from local authorities and now want the extended programme to significantly step up the fundamental system and service change that is required for these families. The extended programme will provide local authorities and partners across the country with much greater opportunities to help the most challenging and complex families in their areas, looking at breaking the cycle of intergenerational disadvantage and dysfunction that exists in some families. The new programme is much more open to local determination of the issues faced in our local families and what outcomes locally we would want to help them achieve. In addition there is significant support, tools and funding available by agreeing to be part of the extended programme.

Key considerations

- 4 The council’s priorities are to

- Keep children and young people safe and give them a great start in life
- Enable residents to live safe, healthy and independent lives
- Invest in projects to improve roads, create jobs and build more homes

The Families First programme, Herefordshire’s local branding of the national Troubled Families initiative, identifies families who have a range of issues affecting both children and adults in the household. The aim locally is to:

- “Turn around” the most chaotic and challenging families within the county
- Improve family and community outcomes
- Reduce the demand on public sector services

These aims will be achieved through a multi-agency, co-ordinated approach building on the eight locality teams that are already operational within the county.

- 5 The national Troubled Families (TF) programme

- 6 This was initially a three year national programme (to March 2015) to turn around the lives of 120,000 families; Herefordshire has a target of 310 families. Based on data

provided by all local authorities along with national survey work with a number of families, the government has agreed that the programme will now run for an additional five years from 2015/16 with a target of 400,000 families to be “turned around” nationally. A national evaluation of nearly 8,500 families data was undertaken in July 2014 which highlighted that these families are much more complex and challenging than the initial programmes three main criteria of crime and anti-social behaviour, worklessness and children not attending school. The key findings of troubled families are:

- Average of 2.5 children (1.7 nationally); 40% have three or more children
- Nearly half are lone parents (16% nationally)
- A quarter have children under five years old.
- Average of **nine problems per family**
- 42% have had the police called out in the previous six months
- 29% experiencing domestic abuse and violence (7% nationally)
- More than a third had a child who was either a child in need, subject to child protection arrangements or had been taken into care.
- Nobody in work in 75% of families (17% nationally).
- 83% receiving benefits (11% nationally).

7 In designing the new extended programme, the national TF team has considered all the evaluation work undertaken so far and the views of local TF programmes across the country. A draft financial framework has been published with the final details to be confirmed early in 2015. These will be informed by 51 “early starters” on the new programme, drawn from local authorities which have met certain performance measures and agreed to join the programme early. The main objectives of the new programme are:

- The approach has to become mainstream and transform services for greater and sustainable impact on families
- That local areas need to be able to support the families and issues in their area, rather than meeting nationally set criteria. This means getting to more families with multiple problems. A TF will have at least two of the following issues:
 - i. Parents and children involved in crime or anti-social behaviour
 - ii. Children who have not been attending school regularly
 - iii. Children who need help
 - iv. Adults out of work or at risk of financial exclusion and young people at risk of worklessness
 - v. Families affected by domestic violence and abuse
 - vi. Parents and children with a range of health problems
- Measuring success has to be shown in three ways:
 - i. Demonstrating significant and sustained progress for individual families assessed against a number of local indicators (from the six broad headings above) set out within a local outcomes plan;

- ii. Capturing much richer understanding of the progress achieved through analysis of families data;
 - iii. Understanding the financial benefits achieved for all local partners and by stimulating ongoing service transformation through transparent accountability for these benefits. This will be done by utilising a national cost savings calculator.
- The programme has to involve a wide range of partners, not just those focused on children's services but also adult services, housing and economic development. It will require partners to share information both at individual level (to support families) and strategic level (for analysis and planning), to buy-in to joint investment and integrated teams.
 - Funding will be provided to support these changes through:
 - i. Service transformation grant – to support the collection, analysis and reporting requirements
 - ii. Attachment fees – for families identified as needing support
 - iii. Payment by results – for families that have achieved the outcomes we have set locally.

8 Although not confirmed Herefordshire's target is likely to be around 1,000 families over the extended programme lifetime, equating to approximately 200 families a year. This is a significant increase to our current profile and planning for this increase, and the required programme changes, is already underway. Based on this likely target, total grant funding that could be secured is estimated to be £2.6million over the five years of the programme. This funding and the framework of the programme create real opportunities to be able to tackle the issues in families earlier within supportive communities, and will help achieve our approach to move away from high cost, high intervention services that intervene too late to make a long term positive impact on children and their parents, i.e. before issues become entrenched and more difficult to retract from.

9 Herefordshire's performance and achievements to date

- 242 families "turned around" against a target of 310 families by March 2015
- £1.13m grant funding brought into the county
- Improved partnership working and information sharing with a range of partners to target families. Particularly work with Job Centre Plus and the work programme delivered by Herefordshire Housing has helped 38 adults back into work and a further 57 progressing towards work.
- Additional services in place include:
 - i. A dedicated Children's Independent Domestic Violence Advisor within Womens Aid
 - ii. Additional counselling services for children and young people affected by domestic violence
- Agreement to recruit a think family lead in Adults Wellbeing Directorate to work alongside adults teams ensuring the needs of children are also addressed
- Launch of the Families First Grant Funding scheme, with the first round of funding applications received from local community groups

- 10 The fact that Herefordshire has now achieved 78% of its target, means that we can elect to join the new programme early, in January 2015. The benefits to us joining early are we can help to inform the final programme, we can start working with families within the much broader, locally defined criteria, and we can secure further funding of £19k. The full details of being an early starter are still being provided nationally and we are considering these locally.
- 11 A previous report was provided to the lead cabinet member outlining the progress of the current programme and approving a Families First Grant Funding scheme with the aim to support creative solutions from local community and voluntary groups to support these families, either targeting or preventing troubled families. This report was approved on 31 July 2014.

Community impact

- 12 The impact of “troubled families” on the local economy and the communities in which they live is well documented and formed the basis of the national programme.
- 13 Our local experience, and the results of the TF programme nationally, has shown that by working intensively and holistically with these families they can change, the outcomes for both parents and children can be improved and they can have a positive impact on their local community.
- 14 The programme is specifically included within the “Think Family” priority of the Health and Wellbeing Board (HWBB). It is also one of the five priorities of the Children and Young People’s Partnership as it requires partners to work together in identifying and working with these families. A multi-agency Families First Steering Group and Operational Group are in place to ensure delivery of the programme, and co-ordinated support for families. These groups report to the Children and Young People’s Partnership, which in turn is a sub-group under the Health and Wellbeing Board.
- 15 The Children’s Integrated Needs Assessment (2014) highlights a number of key recommendations which includes:
- Improving local intelligence and information sharing
 - Improving and developing early help and early intervention services for children
 - Providing integrated care and support for children and families
 - Listening to the voice of the child both in terms of their own decisions about their lives and to inform commissioning and planning decisions.

These recommendations are what we need to address locally. Coincidentally being part of the extended TF programme will equip us with the tools and framework to achieve this, with further added benefits of a national support team and significant additional funding.

- 16 The Families First Grant Funding scheme was launched in September 2014 and aims to promote and support voluntary and community initiatives in dealing with these families at a very local level. A key priority of the council is to encourage and support this type of activity, helping individuals to become more self-reliant, and for communities themselves to support the health and wellbeing of their local population. The first round of applications to this scheme closed in October 2014, with four applications which are currently being appraised.

Equality and human rights

- 17 This project supports The Equality Duty 2010 three aims (general duty)
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act
 - Advance equality of opportunity between people who share a protected characteristic and those who do not
 - Foster good relations between people who share a protected characteristic and those that who do not.
- 18 The Public Sector Equality Duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying “due regard” in our decision making in the design of policies and in the delivery of services. This programme demonstrates how we are trying to address inequalities within our community.
- 19 The Troubled Families programme is targeted at families who both cause problems and have problems, covered by the six broad headings described in paragraph 7 above. If families meet our locally determined indicators, they will be accepted on the programme regardless of any other protected characteristic. Generally families have to want to be helped to be part of the programme but there are certain measures and sanctions that can be legally enforced to secure a family’s engagement.

Financial implications

- 20 Government data estimates that £9 billion is spent annually on the 120,000 families that will be “turned around” in the three year programme – an average of £75,000 per family each year. By contrast, the estimated costs of working with a family advocated by the Troubled Families approach, is around £10,000. The savings made or costs avoided for all partners is therefore significant. For example, three troubled families identified as causing a significant amount of anti-social behaviour in a Herefordshire village were recorded with 131 police call outs over a 12 month period. Utilising the cost savings calculator this was estimated to cost the police £83000. By tackling issues of housing, racial tension and children not attending school by a co-ordinated approach with partners has meant a reduction in anti-social behaviour and therefore police call outs, and children are back in school. As part of the extended programme significantly more work will be done on analysing family data, interventions and costs (see paragraph 7 above) so partners can see the savings and costs avoided by working in the way advocated by the programme.
- 21 Funding for the extended TF programme is a combination of three elements. The attachment fee and payment by results are dependant on the targets for families to be turned around which will need to be negotiated with the national TF team, although it is expected to be in the region of 1,000 families over the five years.
- A service transformation grant of £150k per annum; total of £750k over five years
 - An attachment fee up front of £1000 per family; approximately £1.03 million over five years
 - Payment by results, paid when results in families have been achieved of £800 per family; approximately £826k over five years
- Total potentially available is £2.6million over five years. However, national funding details have only been released for 2015/16 pending the election and comprehensive spending review. Funding for the whole five year programme is within the DCLG spending assumptions and the TF programme does have cross party support.

- 22 The service transformation grant will primarily support the staffing needed to run the programme and the requirement for collection of data, monitoring of outcomes, analysis work and reporting arrangements. Investment in an ICT solution will also be required which is currently being scoped and investigated.
- 23 Attachment fee and payment by results funding will need to be focused on providing evidence based effective interventions with families. This work will be driven through a revitalised strategy for early intervention in families, the reconfiguration of family support services within the Children's Wellbeing Directorate, successful projects from the Families First Grant Funding scheme and a workforce development strategy for the children's workforce, including partners. Much of this work will be managed and delivered through the new transformation programme in Children's Wellbeing Directorate. Any procurement of services will follow the council's contract procedure rules and be subject to further decision reports.

Legal implications

- 24 There is no statutory duty to continue to engage in this national initiative but the Council has the power to do so by virtue of section 1 of the Localism Act 2011.

Risk management

- 25 Approval to join the extended programme does require us to provide a certain amount of data and reporting. Whilst there is a small programme team currently in place, additional capacity and capability around ICT, analysis and costing work will be required. This needs to be addressed in light of the recommendations of Herefordshire's Children's Integrated Needs Assessment anyway. Discussions with finance and performance teams within Children's Wellbeing Directorate and the strategic intelligence team in public health are underway to address this.
- 26 Not approving the recommendation of this report will mean further funding will not be secured. Currently £298k of Troubled Families grant is used to fund family support services within Children's Wellbeing Directorate and whilst this level of funding will need to be reviewed as part of the reconfiguration of the service, the loss of this funding will result in the reduction of 10 FTE family support workers. This will have a significant negative impact directly on families.

Consultees

- 27 The Troubled Families programme is a partnership approach and cannot be delivered by the council in isolation. Therefore all partners have been consulted upon the new extended TF programme.
- 28 A members seminar was held during October 2014 which informed on the progress to date on the current programme, the scope of the new programme and how local councillors can identify and highlight troubled families and community issues to the families first team. Feedback generally was that this work should continue.
- 29 An initial workshop involving both senior and operational staff across partners was held in early November to scope out a local Troubled Families outcomes plan. Feedback was very positive regarding a more flexible, locally determined approach that the new programme offered.
- 30 The decision to join the extended programme will be discussed at both the Children and Young People's Partnership and the Health and Wellbeing Board.

Appendices

None

Background papers

None identified.