

12 March 2015		ITEM 8
Health and Wellbeing Board		
Troubled Families Programme		
Report of: Teresa Goulding, Service Manager, Troubled Families		
Wards and communities affected: All	Key Decision: Non-Key	
Accountable Head of Service: Andrew Carter, Head of Care and Targeted Outcomes		
Accountable Director: Carmel Littleton, Director of Children's Services		
This report is Public		
Purpose of Report: To inform the Health and Wellbeing Board of the Troubled Families Programme and the introduction of Phase 2		

Executive Summary

The purpose of this report is to provide the Health and Wellbeing Board with an update on the progress and performance of Thurrock's Troubled Families Programme.

Significant progress has been made since October 2014, with the total number of families turned around, increasing from 169 (47%) to approximately 306 (85%), which has been achieved through effective practice evaluation and data management.

The high level of progress made, secured Thurrock's place in the national roll out of Phase 2 of the Troubled Families programme, which commences in April 2015. This was only possible for Local Authorities achieving 75% of their target by February 2015.

Phase 2 of the Troubled Families Programme carries the same objective, however the way in which families are identified and 'turned-around' is locally decided. This will enable Thurrock to work closely with key partners to identify and address local need and determine measures of significant and sustained progress.

1 Recommendation(s):

- 1.1 In order to meet and exceed the national target to enter the second phase of the Troubled Families Programme, a number of activities were carried out, including; robust family and data analyses and financial framework workshops.**
- 1.2 Whilst the completion of these activities enabled the target to be met, they also highlighted areas of improvement surrounding practice into data management and further development work, surrounding the understanding and application of the Financial Framework (2012).**
- 1.3 Strengthening these areas, will provide a reflection on lessons learned from Phase 1, enabling a seamless transition into Phase 2. Robust identification processes are essential to manage the increased number of Troubled Families. Furthermore, in order to effectively measure significant and sustained progress, a local formula must be determined and embedded in practice to satisfy future payment by result windows.**
- 1.4 The key recommendations are as follows:**
 - 1.4.1 Full independent evaluation of Phase 1: Practice and Data Management to identify lessons learned and effectively manage risk and opportunity ahead of national roll out.
 - 1.4.2 Workforce development. Accredited bespoke training for Management, Programme Managers and identified lead professionals.
 - 1.4.3 Outcomes Framework Planning. This should be underpinned by Thurrock's strategic vision for children, families and communities and be developed in synergy with key partners, to ensure their corporate objectives are measured to secure their long-term buy-in.
 - 1.4.4 Develop robust data and quality management plan, and embed this in policy for the anticipated life of the programme (2015-2020).

2 Introduction and Background:

- 2.1 The Prime Minister first announced the Troubled Families initiative in December 2010. The programme was designed to identify families with a high cost on the public purse and for Local Authorities to work in new and systemic ways to 'Turn Around' identified families. When achieved and evidenced, a quarterly payment by result would be awarded. This aimed to serve two purposes: a reduction in spending and more importantly, to provide Thurrock families with greater opportunities now and for generations to come. Thurrock's target, as set by the DCLG, was to 'Turn Around' 360 families by May 2015.

- 2.2 Thurrock Council alongside 151 other authorities signed up to the Troubled Families Agenda. The aim of the Troubled Families programme is to change the lives of families who have multiple problems and indeed cause many problems in their local area; these are families who, despite the best efforts of partners, have not been changed.
- 2.2 These are families who are involved in crime and anti-social behaviour, have children not in school, have an adult on out of work benefits and cause a high cost to the public purse.
- 2.3 These families almost always have other often long-standing problems, which can lead to generational cycles of disadvantage. One estimate shows that in over a third of the identified troubled families, there are child protection problems. Another estimate suggests that over half of all children who are permanently excluded from school in England come from these families, as do one-in-five young offenders.
- 2.4 Other problems such as domestic violence, relationship breakdown, mental and physical health problems and isolation make it incredibly hard for families to start unravelling their problems, which is why Thurrock has also chosen these areas of significant concern as additional ways to identify and work with Troubled Families.
- 2.5 The cost of these families to the public purse is very significant – approximately £9 billion a year, with roughly £8 billion of this being spent on reacting to their problems. Most importantly, this spending had not delivered sustainable results, having little impact on recidivism.
- 2.6 This waste of human potential is not sustainable and therefore the Government is committed to a renewed drive to deal with these so called “troubled families”. As part of the Troubled Families programme, the DCLG puts 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 in the short-term but that they will result in a shift in the way we work systemically to address the needs of these families in the future – reducing costs and improving outcomes for generations to come.
- 2.7 The results-based funding scheme provides an important financial incentive to get to grips with and deal with troubled families. However, the ambition here is greater. Through this programme we want to learn not only about changing the trajectory for families but also to change the way services are delivered to them. The numbers claimed in Thurrock are improving all the time.
- 2.8 Initially all authorities were provided with figures on the indicative numbers of troubled families in their area. This figure represents the number of families that we are being asked to turn around.
- 2.11 The Troubled Families team, fall within the Early Offer of Help level of service; this enables the team to not only work with families with many issues but also

reduce recidivism. Taking a family centred approach, bespoke intervention, joined-up with key partners, reduces duplication of services involved at any one time, without compromising essential information sharing, to ensure the right partners are involved at the right time.

3. Structure and Staffing

- 3.1 The Troubled Families' team consists of one Service Manager, 3 Programme Managers, 1 family support worker, 2 Parental Outreach Workers to connect with schools, Business Support, Admin support and an apprentice to link in and support young people who have low school attendance.
- 3.2 The design of the local programme was very much along the strategic plan for early help to children and families and the Troubled Families teamwork by supporting the Lead Professional for each family. That will be the Social Worker in the most serious cases but will more often be pastoral care members of staff from schools. In this way, the programme is an extension of existing work on early help and a pilot to our ambitions for the future.
- 3.2 Thurrock Council has also match-funded Troubled Families, not in terms of direct money, but in resources including all services and staff supporting Troubled Families. One example of this is the Lead Professional role, which is specific to services and their staff across the council

4. Funding

- 4.1 Thurrock Council has now received £760,000 in attachment fees from the DCLG to work with all 360 (100%) families meeting the Troubled Families criteria as set out in the Financial Framework 2012. An additional £225,000 has been received to cover the costs of the Troubled Families Co-ordinator and any other supporting resources required to deliver the Programme. To date Thurrock has achieved £122,100 in payment by results claims. The total amount received from the DCLG to date is £1,107,100.
- 4.2 At the time of writing this report the next window of opportunity to evidence where families are turned around and claim a payment by result is on the 20th February 2015. The expected amount received from such claims, will be in the region of £155,000.
- 4.3 Funding has enabled access to the Family Intervention Programme (FIP), which case manages up to 30 Troubled Family cases at one time. Furthermore the TF team have developed strong partnerships with the voluntary sector to commission a consortium of voluntary services that gives priority to referred troubled families, including such services as; SERICC, MIND and Open Door. The TF team has also identified a number of positive links with local charities that offer white goods and furniture to troubled families who need it, with minimum or no cost to the authority or the family.
- 4.4 Thurrock TF team ensures intervention delivery is always bespoke, centred round the needs of the family. The team look for innovative ways of working

to a family centred approach to meet specific and often complex needs. Existing high performing services such as the Family Intervention Programme and Coram for parenting are still used. However, the bespoke, family centred-approach is applied.

- 4.5 Payment by Result monies are used to further support Social Care cases. This enables Social Workers to apply for small amounts of money for basic items and/or small commissioned pieces of work for the families they're working with. This is to support the family with the view to reducing their dependency on the local authority and reducing the cost to the public purse.
- 4.6 Using monies awarded through the programme, the TF team trained and appointed two volunteers who had previously successfully engaged with and were turned-around under the TF Programme. These volunteers have helped engage hard to reach families, which are proving to be an effective resource. Particularly in cases where identified families can see and hear first hand- the holistic benefits of engaging in the programme. The TF team are scoping ways to build on this success as the programme expands, moving into Phase 2. One of these volunteers is now paid through the TF programme, but continues to volunteer for our ADHD group.

5. Good News/Case Studies

5.1 Good News –

- **ADHD Group** – Thurrock TF sponsor and facilitate Thurrock's only ADHD parents support group and has proved to be very successful with good attendance
- **Summer Arts** – Troubled Families supported and delivered a Summer Arts programme in conjunction with UNITAS – focusing on E Safety – Service Manager and Programme Manager attended the House Of Lords for celebration ceremony – Thurrock were the only TF in the country to pilot the programme.
- **Firebreak** - Troubled Families facilitate a firebreak programme in conjunction with Essex County Fire and Rescue Service. During the course students will take part in activities aimed at improving self-esteem, self-discipline and responsibility. This is achieved by employing fundamental Fire Service principles of leadership, teamwork and motivation against a context of value driven behaviour. These fundamental principles are now complimented by bespoke Firebreak packages designed to meet TF's needs. Domestic abuse, road safety, crime prevention and consequences of alcohol and drug abuse are all areas that can be delivered by the team – most recently we piloted a Parent and Child Firebreak which proved successful in improving communication/relationships between the parent and the child.

- **Family Fest** – TF have run two successful activity days for families in conjunction with Thurrock Community Safety Partnership, working with a range of services and organisations. The event aimed to provide a range of fun activities for families but also a range of information, guidance and help for families from the agencies taking part.

5.2 Case Study

Family's ethnicity is white/British and consists of one adult who is the parent and two children, who are female and male. 3 other younger children had been removed and placed in Foster Care due to the family's extremely poor living arrangements that affected their care.

The family met three of the National criteria:

- Multiple Educational Issues (15% unauthorised attendance/exclusions)
- Under 18 years offending.
- Out of work benefit (DWP)

Local Criteria/Other Issues:

- Both children living at home were on Child Protection (CP) Plans.
- Male child did not leave the family home and had not been attending fully at school for around a year.

Agencies involved include:

Social Care, Education, Catch 22, Health, Open Door, TTTS and REED.

What worked well for the family with Troubled Families involvement:

- TF Programme Manager regularly attending protection meetings and core group meetings.
- Consistency of support offered, which allowed family to gain trust in TF staff (parental outreach worker)

What worked well for parent:

- The parent has taken action to remedy some of the family home concerns and is making the home fit for habitation.
- The parent has attended all required meetings re her children's Education and this ensures they remain in the family home and are not taken into care. The parent had previously been taken to court due to the non-attendance of her children.
- Catch 22/FIP have supported her in dealing with historic debts, reducing the risk of losing the family home.

What worked well for the female child:

- Improved school attendance above 85%.
- Some mentoring support that is enabling some key Education subjects to be prioritised. This is viewed as being particularly important as she is year 11.

- School are looking at work placements to up-skill and make her more employable due to low academic achievement expectations.
- Female has now been reduced to Child In Need and taken off Child Protection.

What worked well for the male child:

- He was never going out of the house so Troubled Families put in place a worker to encourage him out of the house to do “Positive Activities”. This has resulted in the child who is 14 years old going out on weekly sports sessions.
- The Troubled Family worker has supported weekly attendance at TTTS (Thurrock Therapeutic Treatment Service), which was not happening before engagement.
- Support for a clinical appointment to diagnose the Child’s anxiety disorder that prevents him easily going out of the family home.
- Home Tuition has now started

6. Diversity and Equality

- 6.1 The current list of Troubled Families does not have over or under representation of Thurrock’s BME community. However, effective data and practice recording management strategies can ensure this is carefully monitored (as recommended in 1.4.4)
- 6.2 The initial identification of families as set out in the Financial Framework, did not make consideration for adults in receipt of out of work benefits due to a disability or illness. This has since been addressed and families, identified as eligible under the programme for being in receipt of out of work benefits, but are registered disabled and or incapable of working can now be noted as neutral. This enables the lead professional, to address remaining unmet needs, without prejudice.

7. Issues and/or options:

- 7.1 Recent analyses have identified opportunities whereby the quality of data and evidenced-based practice can be improved to maximise payment by results and effectively monitor progress/regress of families, including the early detection and action against outstanding areas of family-need. This point supports the recommendation to develop a robust data and quality management plan (1.4.4)
- 7.2 Thurrock Council has successfully secured its place in the national role out of the Troubled Families Programme (Phase 2). However, the expanded programme is more demanding on resource, financially and on capacity, therefore, a thorough evaluation of Phase 1 is integral to the development of the next outcomes framework, as well as also ensuring a deeper working knowledge of the latest DCLG Financial Framework 2014 is understood and embedded by all services involved in this next phase. This supports recommendations 1.4.1 and 1.4.3.

7.3 The TF team work in partnership with a range of services (internal and external) to ensure that information on identified troubled families is accurate, and updated where necessary. As Thurrock makes its transition into Phase 2, MASH will be the initial point of contact however, until all systems are fully embedded alternative nomination routes to the programme must be in place. This will ensure all partners can identify with the programme and intervention can be provided to those families with a wider range of needs. Workforce development will help lead professionals identify such families, and managers can oversee these routes through reflective supervision of its staff and share based practice through regular networking meetings or online portals. This point in part, is recommended in section 1, under 1.4.2.

7.4 The number of families has increased from 360 over three years (2012-2015) to 1160 over five years (2015-2020). This represents a 3.2 increase from Phase 1. Furthermore, the overall payment by result and attachment fee total will be significantly less, moving from £4,000 to £1,800 (£2,200 difference). This reduction clearly indicates the need for SMARTER working, and this has been addressed across the range of recommendations as set out in section 1.

8. Consultation (including Overview and Scrutiny, if applicable)

Not Applicable

9. Impact on the Corporate Policies, Priorities, Performance and Community Impact

Although not a statutory agency, the success of the Troubled Families Programme in Thurrock aims to positively impact on the outcomes and resources of other services and agencies, to significantly and sustainably improve the quality of life for families and communities.

10. Implications

10.1 Financial

Implications verified by: Kay Goodacre
Finance Manager
Kgoodacre@thurrock.gov.uk

The immediate financial implications of the programme are included in the main body of the report.

However, the programme has potential to bring about significant long-term savings to the Council, by breaking the cycle of demand from troubled families who have major calls on many areas of council resources.

10.2 **Legal**

Implications verified by: Lindsey Marks
Lindsey.Marks@BDTLegal.org.uk

At present there are no legal implications arising from this report.

10.3 **Diversity and Equality**

Implications verified by: Natalie Warren
Community and Diversity Manager
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This is an update report that refers to the council's Troubled Families support service and the provision provided for those families affected by domestic violence, relationship breakdown, mental and physical health problems and isolation. The Children's Services directorate maintains data on service users to date and notes no specific equality and diversity implications arising from this information.

10.4 **Other implications (where significant) – i.e. Section 17, Risk Assessment, Health Impact Assessment, Sustainability, IT, Environmental**

No other implications.

11 **Conclusion**

11.1 For Information

Background Papers used in preparing this report:

- Financial Framework for the Troubled Families Programme's payment-by-results scheme for local authorities
- Troubled Families criteria and nomination details, finance details sent from DCLG

Appendices to this report:

DCLG Financial Framework 2014

The 'health offer' to support the expanded Troubled Families programme has been published. We are hoping it will enable local doctors, nurses and community health workers to work more closely with TF. The offer includes:

- a leadership statement from the Department of Health, Public Health England and NHS England setting out for health partners the importance of working with you;
- a practical data sharing protocol with a working example of how families can be identified for the expanded programme. This was developed with the

Department of Health, Public Health England and, crucially, with advice from Dame Fiona Caldicott (Chair of the Independent Information Governance Oversight Panel);

- access to specialist health training.

All the documents can be accessed here:

<https://www.gov.uk/government/publications/troubled-families-supporting-health-needs>

Please do share the offer with your health colleagues as this could take some time to filter through and we want to start benefitting from it as soon as possible. This 'offer' is a first step in the efforts to help work more closely with health partners and we hope to improve and build on this over the coming months.

Report Author:

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