

REPORT TO: Health and Wellbeing Board
DATE: 18th September 2013
REPORTING OFFICER: Strategic Director Children and Enterprise
PORTFOLIO: Children, Young People and Families
SUBJECT: Troubled Families / Inspiring Families Update
WARDS: Borough wide

1.0 PURPOSE OF THE REPORT

1.1 To provide an update to the group on the development of Inspiring Families programme.

2.0 RECOMMENDATION: That

- 1. To support the Inspiring Families approach in Halton;**
- 2. To ensure that partners were viable adopt a ‘Think Family’ approach in the planning and implementation of their service delivery;**
- 3. To progress the development of family assessment that can be used across all organisations;**
- 4. Partners consult with the Troubled Families co-ordinator when commissioning services for children, young people and families; and**
- 5. To explore with partners the options of reinvesting cost savings to add investment to areas of agreed work.**

3.0 SUPPORTING INFORMATION

3.1 The Troubled Families Unit provided national criteria for identifying ‘troubled families’ in addition local authorities could identify local measures. In Halton for 12/13 these were domestic abuse and alcohol for 13/14 we have increased these measures to include drug misuse, NEET and a child under the age of 5.

3.2 In Halton the Local Strategic Partnership is the overarching responsible board for the programme. Following the last report to the LSP it was agreed that the Chair of the board Councillor Polhill issue a letter to all partners seeking their support for the borough wide implementation of the Inspiring Families programme.

3.3 There is a strategic group in place chaired by the Operational Director Children’s Organisation and Provision. The membership, terms and reference of this group have recently been reviewed and revised. In addition the task and

finish groups established to progress the programme have now been replaced by an operational group. This group will meet bi-monthly and will report into the strategic group

Delivery

- 3.4 145 families were identified for the first year. We are working with partners and agencies to identify where families are with regard to interventions, engagement and assessing are all the whole family's needs being met. We have confirmed our numbers for year 2 and 3 with the Families Team – year 2 195 families of which 163 are PBR. For year 3, 35 families of which 30 are PBR.
- 3.5 When scoping out delivery options 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.
- 3.6 Halton has strong partnership links and partners are supporting the implementation and development of the programme. Within IFWS partners have put in dedicated resources these have come from Police, Youth Offending Service, Education Welfare and Halton Housing Trust. We have also including the Intervention team as a commissioned service and we are pursuing other avenues with other partners to how they can support the programme.
- 3.7 The expectation is that agencies across the borough will contribute to support the development of the concept of the Inspiring Families programme. At this stage it shows that Halton will have a mixture of families that will require different levels of intervention and support which will be scaled high, medium, low.

High	Very difficult / high demand families. With complex needs requiring frequent / daily contact and support from multiple services.
Medium	Difficult families. With multiple needs requiring weekly contact and support from several services.
Low	Less difficult families. With a small number of needs requiring less frequent practical support over a shorter period of time.

- 3.8 The Intensive Family work service has been scaled up to deal with some of the demand of some of the most ‘complex/ high demand’ families and the dedicated resources from partners will support and co-ordinate activity across families with medium and low need but this will only be a percentage of the total families . Across the partnership there is an expectation that with ‘Inspiring families’ that services were viable will support the whole family approach to achieve outcomes for families as well as for individuals.
- 3.9 We have issued two Inspiring Families newsletter and these will continue throughout the life of the programme across partners for them to cascade to staff so individuals can understand the scheme, what it means for them and progress made.

Performance

3.10 The following table summarise the number of families issued to leads from Year 1, their status in relation to PBR claims in January and July 2013 and those estimated for January 2014 with percentage of those families achieving targets. Approximately 70% (102 out of 145) of all families from year 1 are likely to achieve targets and a claim made for PBR to the DCLG by the end of July 2013. Performance review meetings have been put in place through September and October to review progress of families.

Year 1 Families Allocated to for intervention / monitoring	Claimed PBR Jan 2013	Confirmed Claim PBR July 2013	¹ Estimated PBR submissions January 2014	<i>Total Estimate</i> d PBR achieved by end of July 2013	Number of families not achieved PBR - performance progress meeting required	Total Number of families allocated	Estimated % of families where PBR achieved @ July 2013
Intensive	10	19	14	43	17	60	72%
Education Welfare	4	8	9	21	8	29	72%
Social Care	2	5	6	13	9	22	59%
YOS	4	0	1	5	4	9	56%
Intervention	7	1	1	9	0	9	100%
Police	0	3	1	4	0	4	100%
Family Support	0	0	1	1	2	3	33%
YPT	0	2	0	2	1	3	67%
IOM	0	1	0	1	1	2	50%
Adult Mental Health 5 Boroughs	1	0	0	1	0	1	100%
Adult Social Care	0	0	1	1	0	1	100%
School (Heath) monitor only	0	0	0	0	1	1	0%
monitor only	1	0	0	1	0	1	100%
Total	29	39	34	102	43	145	70%

3.11 60 families have been allocated to the intensive team, 37 of these families have been allocated as a low / medium resourcing where predominately monitoring has taken place and therefore less resource intensive.

¹This includes all PBRs claimed during January 2013 and July 2013. Those to be claimed in July 2013 are those families who have already achieved YOS and ASB targets and are highly likely to achieve the education target too, however full term data is not available until Sept 2013 - claims for these families cannot be made until Jan 14 during the next submissions to the DCLG

- 3.12 Performance results to date are extremely encouraging, however it is important to note that the performance is against National criteria only. Whilst the Inspiring Families monitoring and PBR may have been claimed, the family may still remain open to services. Other strategic / structural / organisational / process changes have not been assessed locally. During March and April 2013 the first review sessions were undertaken to begin this process this will assist to ensure the wider ethos of Inspiring Families are considered and driven forward.
- 3.13 From the 29 families in January where PBR has already been claimed we have 12 adults on the work programme, there was a 75% reduction in calls to the police. This resulted in 139 less calls for service over a 6 month period. 11 young people successfully completed their YOT order and have not reoffended over a 6 month period.
- 3.14 Whilst these families have been claimed for in relation to the PBR, interventions continue to address those local measures that are still relevant and central measures around worklessness. Referrals for either the work programme or ESF and claims for relating to worklessness will be made where appropriate; generally after all other issues have been resolved within the family.
- 3.15 In addition it has been agreed that the programme will use The Short Warwick-Edinburgh Mental Well-being scale (SWEMWBS). SWEMWBS is a nationally recognised tool for measuring well-being. This tool consists of a questionnaire about thoughts and feelings and is completed both pre and post intervention by all family members over the age of thirteen. The details will then be analysed by the Performance Management Officer to monitor family wellbeing, highlight the journey travelled and whether the Inspiring families cohort has low, average or high mental wellbeing compared with local / national population.

Cost Benefit Analysis

- 3.16 Development of the Inspiring Families cost savings tool continues. Nationally there is an array of research papers suggesting the positive financial and service demand savings of the Inspiring families approach, however a great number of these relate to those savings achieved over a long period of time and are often quite generic. For this reason the Performance Management Officer is collating local costs incurred in relation to 'staffing' the process. This will enable strategic leaders to see real costs and savings in staff time and money in addition to the longer term savings.
- 3.17 The below table highlights the early work around cost avoidance/ cost savings on the families where PBR was claimed in July. The **Police service** demand reductions (for 15 families) show 182 less calls for service over a 6 month period (almost 70% reduction). The reductions translated into cost savings (based on staff costs to deal with the call and allocate and arrests where they have taken place) equate to almost £15,000.00 over a six month period. **There is the potential for the Police Service to benefit by £2000 per family per year in reduced calls / arrests.** This is before the national costs for each offence has been considered, £1.9 million a year for 15 families.

3.18 The **YOS service** demand reductions (for 15 families) show that 12 young people did not reoffend 6 months after their last offence. There is the potential for the YOS service to benefit by reduced demand 49 young people reoffending from year 1 cohort. Costs for all YOS order types are currently being gathered, therefore financial benefits cannot portrayed at this stage.

3.19 For the 15 families chosen from July 2013 PBR claim there was a 69% reduction in Police calls for service and 75% of young people did not reoffend in 6 months,

	Pre engagement April 2011 - Sept 2011	Pre engagement Oct 2011 - Mar 2012	engagement commenced April 2012 - Sept 2012	during engagement and year of closure October 2012 - March 2013	% reductions	cost savings over 6 months for 15 families	estimated Police savings if all 145 families achieve similar results over 1 year	
Detail of POLICE COSTS								
Sum of local / national costs	£128,293.19	£119,889.06	£189,224.84	£90,550.74	52.15%	£98,674.10	£1,907,699.27	
Sum of police calls for service costs (including cost of arrest if one made)			£70,825.50	£56,126.33	20.75%	£14,699.17	£284,183.95	
Police Total			£260,050.34	£146,677.07	43.60%	£113,373.27	£2,191,883.22	
			engagement commenced April 2012 - Sept 2012	during engagement and year of closure October 2012 - March 2013	% reduction	Demand avoided 6 months for 15 families	estimated demand savings if all 145 families achieve similar results over 1 year	
			264	82	68.94%	182	3519	
							estimated demand savings if same % reductions across 65 young people identified as having a YOS issue over 1 year	
			YOS Demand - offences	69	15	78.26%	54	210
			YOS individuals	16	4	75.00%	12	49

3.20 During the autumn there will be further work undertaken and performance updates will show impact on the families' outcomes and will incorporate the cost avoidance and reduced / increased service demand against the partnership.

Year 2 / 3 allocation

3.21 During March and April 2013 review session's practitioners and lead managers raised concerns at the number of families allocated at one time. They suggested that instead, the Inspiring Families team should 'drip feed' families on a smaller scale. This would enable teams to manage the work load / demands more effectively.

3.22 The identification of Year 2 families has been undertaken based on the Local and Governmental measures using numerous datasets and practitioner experience / suggestions. As suggested families were allocated over a two month period, 109 out of 195 families have been allocated the remaining families will follow during October and November.

4.0 POLICY IMPLICATIONS

- 4.1 The implementation of the inspiring families programme will have policy implications for the future implementation and delivery of services. These implications will need to be evidenced within individual action plans.
- 4.2 The sustainability of programme will have some policy implications as we agree an invest to save model for the future.

5.0 OTHER IMPLICATIONS

- 5.1 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.
- 5.2 The current ISA for been signed by Halton Council, Cheshire Constabulary, Youth Offending Team, 5 boroughs, Catch 22, Halton Housing Trust, Liverpool Housing Trust, Riverside, Arena Housing, young addaction, Plus Dane, Cosmopolitan Housing, CRI, Barnardo's and Public Health. We are still in a dialogue with Probation, NHS Halton and St. Helens and the Clinical Commissioning Group. The ISA was reviewed in July 2013 and additional partners will be added as required by the programme.

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.

7.0 RISK ANALYSIS

- 7.1 The quality of data information means that we have reviewed 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.

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

Document	Place of Inspection	Contact Officer
<i>The Troubled Families Programme Financial Framework for Troubled Families March 2012</i>	<i>2nd Floor Rutland House</i>	<i>Lorraine Crane Divisional Manager IYSS</i>
<i>The Cost of Troubled Families January 2013</i>	<i>2nd Floor Rutland House</i>	<i>Lorraine Crane Divisional Manager IYSS</i>