

REPORT TO: Children Young People and Families Policy & Performance Board

DATE: 28th October 2013

REPORTING OFFICER: Strategic Director, Children & 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 note the developments in the Troubled Families Programme; and**
- 2. Support the Troubled Families approach in Halton**

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 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 In addition the task and finish groups established to progress the programme have now been replaced by an operational group.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

- 3.3 145 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. We have already allocated 109 of the year 2 families and further 49 will be allocated during October and November and the remaining will follow at the end of year.

- 3.4 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.
- 3.5 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 .
- 3.6 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. The delivery model is concentrated on three key elements of multi-agency work, keyworker approach and a whole family assessment with focused outcomes.

Performance

- 3.7 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 October. 66% - 96 out of 145 of families from year 1 have achieved targets set

Halton: Inspiring Families Year 1 Payment by Results (PBR) overview							
Lead Professional	Total Number of families allocated Yr 1	Jan 2013 claim	July 2013 claim	PBR to be claimed in Oct 2013 (could not claim during July 13 due to unconfirmed Education data)	Number of families who require continued monitoring / engagement	Number of Families achieved PBR @July 2013	% of families achieved PBR to date
Intensive Team	54	10	16	13	15	39	72.22%
Education Welfare	32	4	6	10	12	20	62.50%
Social Care	24	2	4	6	12	12	50.00%
Youth Offending Service (YOS)	9	4		1	4	5	55.56%
Intervention Team	9	7	1	1		9	100.00%
Police	4		3	1		4	100.00%
YPT	3		1		2	1	33.33%
Family Support	3			1	2	1	33.33%
Monitor only	2	1		1		2	100.00%
Integrated Offender Management (IOM)	2		1		1	1	50.00%
Adult Social Care	1			1		1	100.00%
Adult Mental Health 5 Boroughs	1	1				1	100.00%
School (Heath)	1				1	0	0.00%
Total	145	29	32	35	49	96	66.21%

- 3.8 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.
- 3.9 Performance review sessions are currently taking place using the European Foundation for Quality Management EFQM Excellence Model. These reviews

sessions will be undertaken on a quarterly basis to explore those families not achieving. The framework is designed to:

- Assess performance, to identify key strengths and improvement areas
- Integrate existing tools, procedures and processes, to align all and remove duplicates
- Introduce a way of thinking that encourages reflection and stimulates continuous improvement
- Identify what actions are really driving your results, which areas need more attention, and which approaches should be made redundant.

3.10 The wider Impact across the partnership for the 96 families where PBR has been claimed shows the following:

- Engaged with 205 young people and 248 adults
- 3519 less police calls for service in year 1. There is the potential for the Police Service to benefit by £2000 per family per year in reduced calls / arrests
- 48 adults on the work programme
- 70 families successfully claimed education outcome
- 42 families successfully claimed YOT outcome - 78% reduction in the number of offences and 75% reduction in the number of young people offending
- 93 families successfully claimed ASB outcome
- Improved engagement with adult drug and alcohol services
- Increase of families with registered doctors and dentists
- 38% of young people are accessing youth provision

3.11 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. The worklessness element will be a keep focus going forward and Job Centre Plus are co-locating two members of staff from October that will assist with this.

Current Case Study

3.12 Widnes family in a Halton Housing Trust property, Mum, step dad, 16yr old girl, 14yr old boy, 5yr old boy. There was CAF in place when boy was 8yrs and the family have been in and out of social care for years due to family breakdown. The 16 year old girl was continually missing from home and not making good choices around peers and there was both poor attendance and attainment. The family was identified by Inspiring Families as it met the criteria for ASB, offending, education and worklessness. Some of the outcomes and cost avoidance that have been achieved for this family are as follows:

- Positive engagement with family
- Work with Christians Against Poverty around debt management
- 16yr old 1-2-1 work around missing and life skills. Achieved GCSE's started College

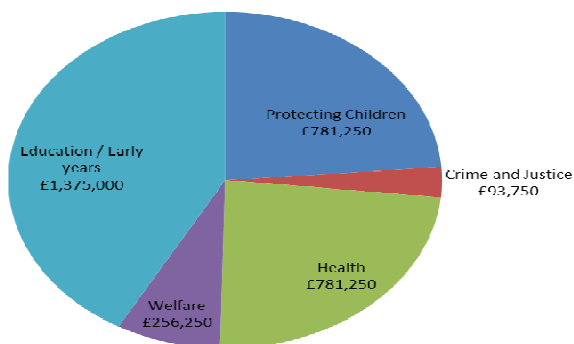
- 5yr old in Nurturing programme at school with 1-2-1 support
- Dad undertook 6 week structured programme with 5yr old
- Dad was referred by HHT Customers into Employment
- 69% reduction in calls for service to the Police over a three month period - estimated cost savings of £64K
- 87.5% reduction in Missing from home -estimated costs saving £7K
- 79% reduction in ASB incidents and arrests- estimated cost saving of £55k
- 75% reduction in domestic abuse calls for service- estimated costs savings of £2k

Cost Benefit Analysis

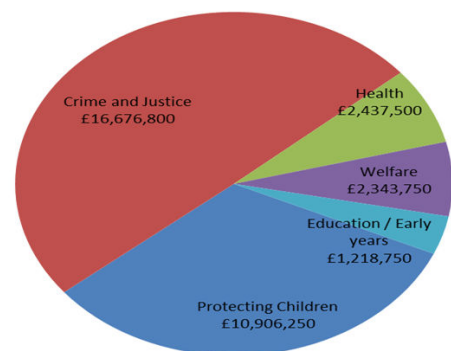
3.13 Development of the Inspiring Families cost savings tool continues. Nationally there is an array of research papers suggesting the positive financial and service demand savings of the Inspiring families approach, however a great number of these relate to those savings achieved over a long period 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.

3.14 It is estimated that 375 families (who fit the category of Inspiring families) will cost Halton Partners almost £37m per year – (£3m targeted spend / £34m Reactive) Nationally 89% of costs are Reactive and 11% Targeted. However an in depth exercise was undertaken with one family that highlighted that over a 12 month period they had cost the partnership over £170,000. The below table outlines the breakdown of Halton targeted and reactive Partnership costs per year for 375 Inspiring Families.

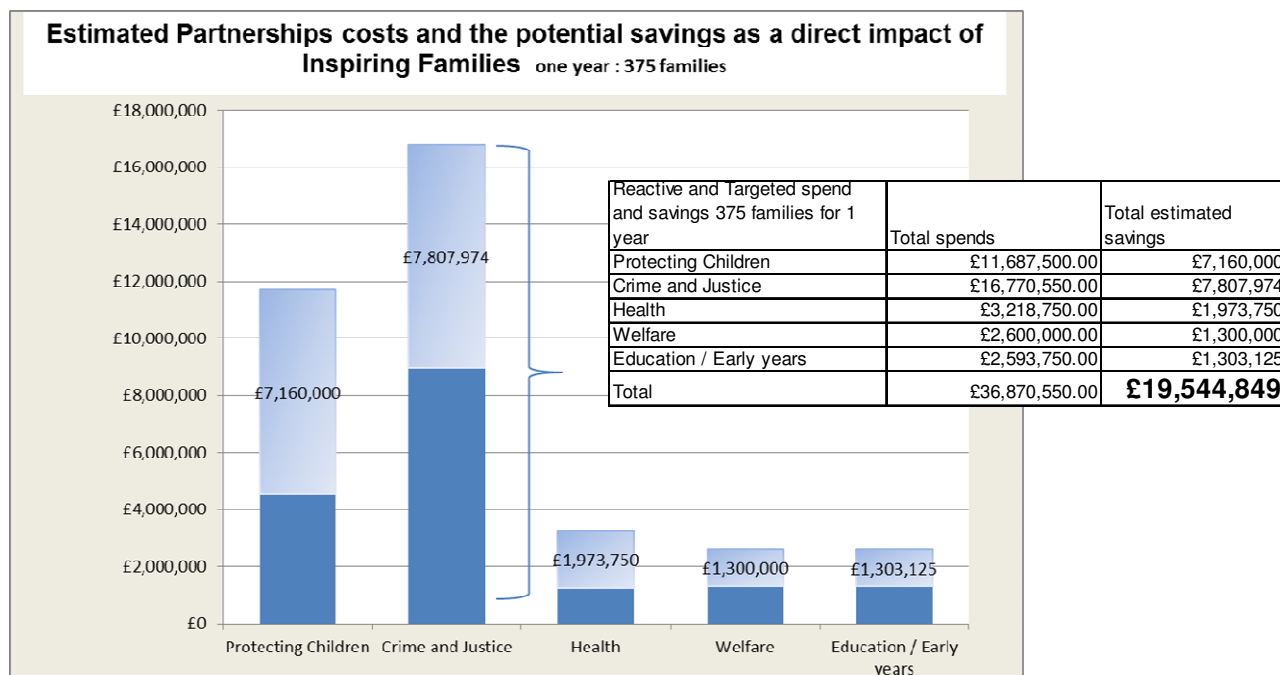
Estimated Targeted Spends of 375 families per year across the Partnership*



Estimated Reactive Spends of 375 families per year across the Partnership*



Reactive and Targeted spends 375 families for <u>1 year</u>	Targeted spends	Reactive Spends	Total spends
Protecting Children	£781,250	£10,906,250	£11,687,500
Crime and Justice	£93,750	£16,676,800	£16,770,550
Health	£781,250	£2,437,500	£3,218,750
Welfare	£256,250	£2,343,750	£2,600,000
Education / Early years	£1,375,000	£1,218,750	£2,593,750
Total	£3,287,500	£33,583,050	£36,870,550



Savings shown are an indication of potential savings only as not all costs identified by National research will be relevant to each of the 375 families. Health / welfare / Housing costs not included in National / Local costs and potential for greater savings.

3.15 The above graph shows the estimated costs and savings around the Inspiring Families model. By adopting the Inspiring Families approach it is estimated that costs will reduce each year by 53% equating to almost £20m savings across the Partnership per year resulting in significant reduced demands. Over the winter further work will be undertaken to develop a cost based tool will show impact on the families’ outcomes and will incorporate the cost avoidance and reduced / increased service demand against the partnership.

3.16 We are looking to explore different delivery models and the potential for wider whole scale reform, having a shift from reactive spend to targeted spend and being intervention led instead of service led. We need to explore the learning from the community budget pilots which has the potential to deliver better outcomes and realise substantial financial benefits by aggregating themes of health and social care, troubled families and work and skills; with the potential of a net benefit of five years of between £9.4bn and £20.6bn.

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
The Troubled Families Programme Financial Framework for Troubled Families March 2012	2 nd Floor Rutland House Runcorn	Lorraine Crane Divisional Manager IYSS
The Cost of Troubled Families January 2013	2 nd Floor Rutland House Runcorn	Lorraine Crane Divisional Manager IYSS