

REPORT TO: Children and Young People Policy and Performance Board

DATE: 1st September 2014

REPORTING OFFICER: Strategic Director – Children and Enterprise

PORTFOLIO: Children and Enterprise

SUBJECT: Troubled Families Update

WARDS: Borough wide

1.0 PURPOSE OF THE REPORT

1.1 To provide an update to the Board on the development of Troubled Families programme.

2.0 RECOMMENDATION: That

- 1. to support the Inspiring Families approach in Halton;**
- 2. to recognise the progress made to date; and**
- 3. to support that the Inspiring Families approach is embedded in the Early Help Model.**

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 we have agreed to work with 375 families under the Inspiring Families programme the breakdown year on year is:

- 2012/2013 - 145 Troubled Families 120 PBR (25 non PBR)
- 2013/2014 - 195 Troubled Families 163 PBR (32 non PBR)
- 2014/2015- 35 Troubled Families 30 PBR (5 non PBR)

3.3 As of June 2014, 375 families have been identified (since the start of the programme) who met the criteria for the Inspiring Families Programme, 335 of these families are currently being worked with.

Performance

3.4 A total of 181 families of the 375 families have been successfully turned around to date and payment by results has been claimed against the national criteria. 162 of these families have achieved the ASB / Education element only and 12 have achieved ASB / Education and obtained full time work. 4 families have

achieved the back to work element only and continue to be monitored until achievement of the ASB / Offending / Education element has been achieved.

- 3.5 Halton is currently at 48% for families turned around which is above the national average of 33% and regional average of 41%.
- 3.6 Performance results to date are extremely encouraging, however it is important to note that the performance is against national criteria only. Whilst the PBR may have been claimed, the family may still remain open to services for longer term support. The next stage is to look at the cases that have been stepped down or closed to services.
- 3.7 There have been 7 families to date that have been re-referred back into services following PBR being claimed. A high portion of the families that have been identified by the programme have been open or were open to services and the project has successfully led to high engagement with families. The ability to link in with partners across both children and adults services aids with the high engagement for example links can be made with the JCP worker around the worklessness agenda and the worker can then raise at the appropriate time for other prevention services within the family if required.
- 3.8 The 194 families who are yet to achieve the governmental targets continue to be worked with and are performance monitored and managed, the issues preventing evidence of successful outcomes, and subsequently claiming PBR, is summarised in more detail below:

Education/ Youth offending and Anti-Social Behaviour (ASB)

- 3.9 76 out of the remaining 194 families (39%) have not yet achieved the education targets of less than 15% unauthorised attendance, less than 3 fixed term exclusions and no permanent exclusions. Many of these families cannot be considered for PBR until performance data confirms achievement of these targets across **three full terms**:
- 32 of these families cannot be considered until at least September 2014 (term 3 data 2014/15), despite achieving both offending and ASB reductions.
 - 44 of these families cannot be considered until at least December 2014 (term 1 2014/15), despite 50% of these achieving both offending and ASB reductions.
- 3.10 Leaving a further 118 families:
- 60 families are yet to be assessed against the term 2 education data, which forms part of the data refresh during June 2014. 25 of these families are likely to achieve their education, offending and ASB targets. The remaining 45 families will continue to be monitored with lead professionals.
 - Collectively the estimated PBR claim for July 2014 will be in the region of 34 families against the education / Youth offending and ASB criteria and 4 for the worklessness criteria. Raising the number of families turned around to date to 58% (219 out of 375). If the families whom we are waiting for education data confirmation were confirmed in time for the

submission (across the three terms) then this total PBR claim could be in the region of 72% (269 out of 375).

- The remaining families have achieved one element of PBR and are being worked with to actively achieve the national and local measures.

Worklessness

3.11 Of the 375 families, there are 879 adults of working age, the status of these individuals is broken down below:

- 373 adults are currently claiming benefits
- 102 adults are not active (not claiming benefits)
- 22 adults have found work (only 16 meet the criteria for PBR claims)
- 382 adults are being checked DWP for their current status (June 2014 refresh) – 200 of these have now been assessed (10/06/2014) and are currently being analysed by the TF Performance Officer. The remaining 180 adults are still to be checked by the DWP. The resource used to complete this task has recently left DWP and has not been replaced at present.

3.13 With Employment Support Allowance (ESA) cohort there are significant delays from when the individuals start to claim ESA to the date in which they are referred to assessment and then delays on the assessment being completed with an average of 91 days currently.

3.14 Of the 68 individuals (66 families) who are claiming ESA and have been assessed, 59 individuals (87%) have been referred to the support group where it is highly unlikely that they will be fit for work for at least two years due to Health issues. We are working with the JCP to identify the employment status of the remaining adults so that keyworkers can work more closely with the JCP advisors so individuals can be successfully moved on were needed.

Cost Benefit Analysis

3.15 The attached case study shows estimated cost savings presented for this family demonstrate a minimum of £1: £13 return on investment ratio in the first year following intervention. Cost savings in the first year are estimated to be at least £149k. Given that the average cost of intervention for a family has been estimated, by the Department for Communities and Local Government (DCLG), to be in the region of £10,000, estimated first year savings of £139k are evident for this family alone. The areas included within the cost saving calculations merely 'scratch the surface' in relation to the savings and demand reductions realised. Further development over the coming months will provide greater clarity of Health and Social care benefits too.

See Appendix A

3.16 Demand reductions, for this family across one year included:

- 146 more school sessions attended / 29 more days in school
- 10 less fixed term exclusions,
- 2 less permanent exclusions
- 3 less offending breaches (YOS)

- 3 prevented ABC's,
- 1 prevented ASBO and subsequent breaches and professionals meeting,
- 62 less calls for service to the Police service seeing reductions in incidents relating to shoplifting, antisocial behaviour, and violence and missing from home.
- Missing from home reductions also present a reduction to the demands placed upon the commissioned service too. This hasn't been included within the costing presented.
- Prevention of eviction from home.
- The employment of one adult in the family.

The cost savings can be broken down into the following organisations:

| beneficiary of saving | Son 1 | Son 2 | Mother | Financial (£) savings in first year | percentage of first year savings |
|----------------------------------|-------------|------------|------------------|-------------------------------------|----------------------------------|
| Police / Criminal Justice | £53,363.08 | £5,034.96 | £6,227.00 | £64,625.04 | 43.26% |
| youth offending service | £46,580.00 | £0.00 | £0.00 | £46,580.00 | 31.18% |
| social services | £7,481.00 | £4,800.00 | £0.00 | £12,281.00 | 8.22% |
| Education | £9,549.00 | £0.00 | £0.00 | £9,549.00 | 6.39% |
| Department for Work and pensions | na | £7,800.00 | already employed | £7,800.00 | 5.22% |
| housing / local authority | £0.00 | £0.00 | £6,500.00 | £6,500.00 | 4.35% |
| Individual | £748.75 | £748.75 | £0.00 | £1,497.50 | 1.00% |
| Health | £545.16 | £0.00 | £0.00 | £545.16 | 0.36% |
| | £118,266.99 | £18,383.71 | £12,727.00 | £149,377.70 | |

Delivery

3.19 It has been agreed that in order to truly embed the ethos of the troubled families programme we need adapt the learning into the development of service delivery particularly around the Early Help Model.

3.20 The Early Help model will work with the Contact and Referral Team (CART) will improve the response and quality of decision-making and advice at the front-door of access to children's social care, and the appropriateness of this response in accepting or signposting to other services. Further development of the 'front door' offer would stop families being passed around services therefore moving away from a referral culture to problem solving one.

3.21 The introduction and implementation of the Early Help model will enable partners to have a clear structure on the process and journey for families. It would also be easier to highlight where partners resources would fit within the delivery model i.e. health visitors, education welfare, family support workers, police etc. It is the structures within the Early Help model that will truly be able to evidence the wider impact for our most vulnerable families.

Key elements from the DCLG

3.34 Each local authority has to submit Family Monitoring data as part of the national evaluation. The Family Monitoring data assists the local authority with knowing and evidencing who the families are and to support the cost-benefit analysis of the programme. Information submitted has been of varying volume and quality.

For Halton we are still working through some data issues to submit the full data picture that is required.

3.35 The DCLG has launched a custom built cost calculator for the Troubled Families programme that has just been released in June 2014. It's a credited tool which has been signed off by the Treasury and is being used by other Whitehall departments. The tool takes into account the local costs of the programme it's online and can be updated at any time. It will assist with highlighting demands, cost savings and the potential to improve outcome.

3.36 In June last year the Government announced that the Troubled Families programme would be expanded to work with 400,000 more families from 2015-2020, with £200 million funding for 2015-2016.

3.37 To be included in the expanded troubled families programme, a family will have to be referred by specialist agencies as having two of the following six issues:

- Parents and children involved in crime or anti-social behaviour
- Children who have not been attending school
- Children who need help
- Adults out of work or at risk of financial exclusion and young people at risk of worklessness
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems.

3.38 In August 2014 it was announced that 51 areas have been identified as first wave authorities where work will commence on expanded troubled families programme this financial year. There will be a second wave of areas announced in the autumn. To be included in the second wave of early starters areas will need to be 'working with' all their current allocation of families by 30th September 2014 and have 'turned around' at least 65% of them by 31st October 2014. The national rollout will then commence from 1st April 2015 for authorities meeting the criteria.

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.

5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

5.1 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.

5.2 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.

5.3 A Healthy Halton

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

5.4 A Safer Halton

Troubled Families make a significant impact on public resources; a more targeted approach offers economic advantage.

6.0 RISK ANALYSIS

By embedding the approach to troubled families within the revised early help and support and securing this should support future sustainability. In addition, a meeting has been scheduled to take place with key senior partners from other agencies to secure their commitment.

7.0 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> |