

REPORT TO: Health and Wellbeing Board

DATE: 4 November 2015

REPORTING OFFICER: Operational Director Education, Inclusion and Provision

SUBJECT: Complex Dependency/Early Intervention and Troubled Families

WARDS: Borough wide

1.0 PURPOSE OF THE REPORT

- 1.1 The report summarises the outcomes achieved in Phase 1 of Troubled Families in Halton and outlines the key criteria for Phase 2 of the programme and provides a copy of the Outcome Plan.
- 1.2 An overview of the Cheshire Complex Dependency Project is included within the report, and how it supports the Early Intervention and the Troubled Families agenda within the Borough.

2.0 RECOMMENDED: That

- 1) the positive developments in Halton's Troubled Families Phase 1 programme be noted;**
- 2) the key criteria and the Outcome Plan for Phase 2 of the Troubled Families Programme be noted and supported; and**
- 3) the Board support the Complex Dependency Project and recognise the contribution it will make to establishing multi-agency, integrated working to tackle children, families and individuals with complex needs.**

3.0 SUPPORTING INFORMATION

- 3.1 The National Troubled Families programme for 2012 – 2015 required that Halton work with 375 families that were identified using the criteria of:
- Adults out of work;
 - Families that commit crime and / or Anti-Social Behaviour (ASB);
 - Children not attending school; and
 - Families that are high cost.
- 3.2 The Troubled Families Programme is a payment By Results (PBR) programme which enables local authorities to receive an attachment fee for each family then a PBR payment for each family where an adult obtains employment and/ or there is a reduction in ASB and crime and children's attendance improves.

3.3 In May 2015 Halton claimed 100% PBR for the full 375 cohort of families (Appendix 1). The following progress was made with the families worked with in the first cohort:

- 338 families achieved the ASB, Youth offending and or Education Governmental targets.
- 313 families were claiming benefits at the start of intervention (80%). A total of 122 families (40%) have, during intervention, come off benefits and moved into continuous employment.
 - 85 families achieved both the ASB / Education targets and obtained full time sustained work for more than 13 weeks (26 weeks if claiming Job Seekers Allowance).
 - 37 families achieved the back to work element only.
- Of the 122 families who were claiming benefits:
 - 61% were claiming job Seekers Allowance;
 - 20% were claiming Income Support;
 - 13% were claiming Employment Support Allowance; and
 - 6% were claiming Carers Allowance.

4.0 EXPANDED TROUBLED FAMILIES PROGRAMME

4.1 The Troubled Families Programme has now been extended until 2020. The autumn spending review will agree the details for 2016 /20. Detailed below are some of the key features of Phase 2 of the programme:

- The criteria to identify families has been expanded.
- There is now a requirement for a Troubled Families Outcomes Plan, determining the outcomes that it is agreed represent significant and sustained progress for our families and also reflects the agreed strategic aims of the council and its partners. In Halton we have agreed to achieve significant and sustained progress or continuous employment results with 1,290 families over the planned 5 year life of the expanded programme.
- We are now required to collect and submit information in respect of Family Progress Data and the National Impact Study (part of the national evaluation), and complete the programme's Costs Savings Calculator.
- We now need to agree to consider the information and analysis relating to costs avoided and fiscal benefits gained by services in the programme and, in collaboration with local partners, plan the ongoing transformation of services accordingly.

4.2 The Troubled Family Outcomes Plan has been developed to deliver the expanded national programme. It provides a partnership-wide framework that states the significant and sustainable outcome measures applicable to families identified for support. For those

families which meet two or more of the six themes (e.g. children who need help and domestic abuse / violence), relevant outcomes will be drawn from the Outcomes Plan and must form the goals against which significant and sustained progress will be judged for this family.

4.3 The Outcome Plan has been created to help identify and address the needs of those families who have many of the multiple and complex needs set out in the six themes below. In Halton, the plan has been developed with partner agencies to identify the priority areas mapped against local strategic priorities, within each of the six Troubled Families broad criteria listed below:

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

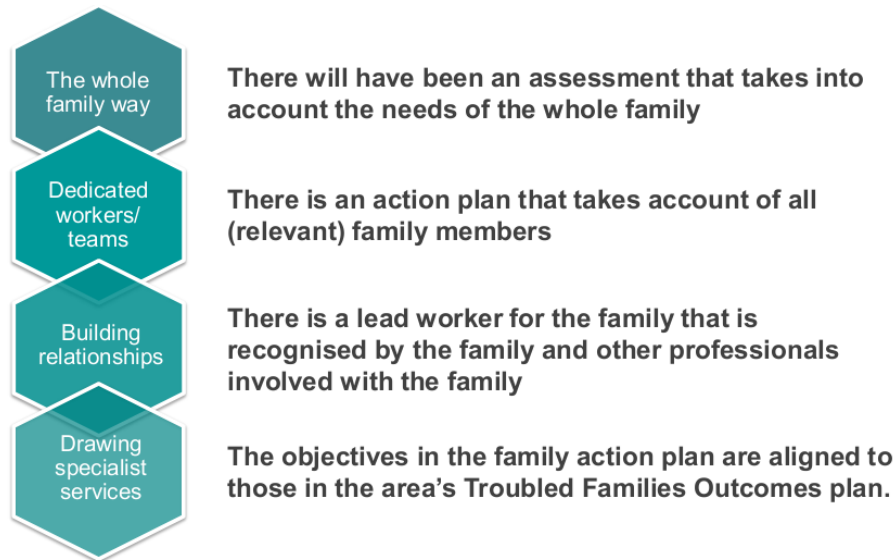
4.4 The plan covers the six core areas of family factors and when there are at least two factors present suggests that an integrated approach would be beneficial and will be monitored by the programme. Families will be prioritised on the basis that they are families with multiple problems who are most likely to benefit from an integrated, whole family approach; and they are families who are high cost to the public purse.

4.5 The Early Intervention Partnership Strategic Board are accountable for the delivery and outcomes of the programme both at a local and national level. The outcome plan and payment by results claims will be subject by internal audit. The action plan will be reviewed in January 2016 in case that any elements need to be adapted. The Outcome Plan plan is attached as Appendix 2.

4.6 It is anticipated that there will be a duty on the Secretary of State for Communities and Local Government to report annually on the progress of the programme. The report will be based upon the information Local Authorities have already agreed to provide the DCLG with, National Impact Study, Family Progress Data, Cost Saving Calculator and Payment by Result claims. This will give the Secretary of State the opportunity each year to set out the impact the programme is having. By creating this duty to report the programme's progress, the Government is sending a clear message about its importance and is cementing its own strong commitment to the programme's future.

4.7 In the new expanded programme there is more evidence of progress and impact across family outcomes; less emphasis on PBR claim numbers. The diagram below illustrates the key principles for ensuring a successful local programme by ensuring that:

- Every family receives a 'whole family' approach.
- It is a local public service programme (not just local government).

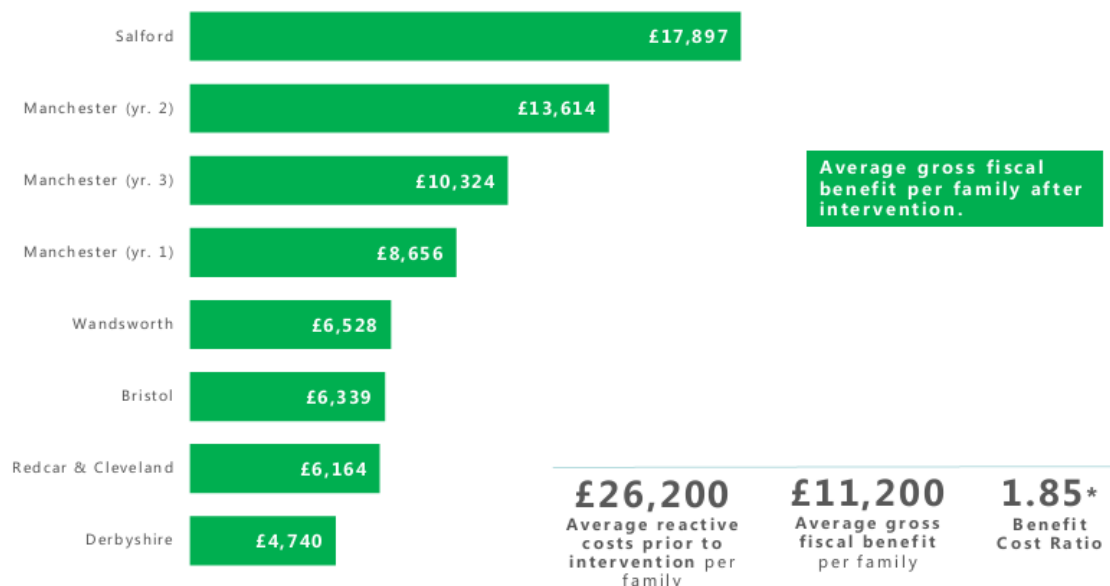


4.8 There will be a new evaluation process that every LA will take part off at different levels.

There are four key areas to the evaluation:

1. To assess the level and form of service transformation driven by the programme locally;
2. To assess the impact of the programme on the lives of participating families locally;
3. To assess how the family intervention approach achieves positive change for families; and
4. To assess the fiscal, social, and economic benefits resulting from the programme in local areas.

4.9 There is growing evidence of local cost savings and we believe we will be able to show information for Halton in Autumn. A new local authority dashboard is being created to support the systems and data that are already in use. This will be able to evidence a breakdown of cohorts of families and individuals, the ability to compare information with statistical neighbours and show cost benefit analysis as detailed below:



5.0 COMPLEX DEPENDENCY/EARLY INTERVENTION

5.1 The Complex Dependency Programme is a pan Cheshire Programme which aims to support the four local authority areas and their partners within the programme to establish integrated, joined up models across agencies and services that can tackle the cause of crisis for children, families and individuals across a range of complex and related issues.

5.2 In Halton the programme is, therefore, in a position to support our approach to multi-agency early intervention and the implementation of Phase 2 of our Troubled Families Programme. The Programme looks at both preventative works to help children, families and vulnerable adults avoid reaching crisis and providing crisis management for those who have. Focus will be on the following:

- Working with each of the four local areas on the Phase 2 Troubled Families Programme;
- Adults and children involved in crime and anti-social behaviour;
- Children having problems at school;
- Children at the edge of care or custody;
- Adults out of work or families at risk of financial exclusion;
- Individuals and families affected by domestic violence and abuse;
- Abusers of drug and alcohol;
- Individuals with a range of non-age related health problems; and
- Young people affected by homelessness.

5.3 The work has been split into the following five priority areas:

- Provision of an integrated front door – which will allow for improved information sharing and enable effective assessment through a single defined point of access to services;
- Locality case management – multi-agency, co-located teams, co-ordinated by single line management arrangements;

- Joint commissioning – investing in interventions with a proven track record of reducing demand and cost;
- Benefits realisation and Performance Management – provide evidence of the benefits to those using the services by developing clear and measurable outcomes; and
- Workforce development, communication and engagement.

6.0 FINANCIAL IMPLICATIONS

- 6.1 Halton made an application for funding to the Complex Dependencies Board to support the work being undertaken within the locality. The Board approved a bid for £50,000 to fund a seconded Complex Dependencies Co-ordinator post. In addition, Halton has been allocated £497,599. This sum is made up of a contribution of £11,000 to Operation Encompass, £215,814 for staffing, £49,785 for business analysis, £180,000 for accommodation and £50,000 for workforce development.

7.0 POLICY IMPLICATIONS

- 7.1 The implementation of the approach to Early Intervention/Complex Dependencies/Troubled Families in the Borough provides an opportunity for all services and teams working with and providing services to children and families to consider how they can better work together to meet their needs earlier.
- 7.2 The extension of the Troubled Families programme will have implications for the future implementation and delivery of services and this will be addressed through the action plan developed and monitored by the Early Intervention Strategic Group.

8.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

8.1 Children and Young People in Halton

The vision for the new approach is that all children and families in Halton thrive and achieve, and are kept safe. Those children and families who need extra help and support thrive and achieve well are able to get that help quickly and easily and that all those working with children and families work well together to support families that need extra help.

8.2 Employment, Learning and Skills in Halton

A key focus of the next phase of the extended troubled families programme will continue to be addressing worklessness within families.

8.3 A Healthy Halton

A range of health partners are committed to contributing to the new approach.

8.4 A Safer Halton

Children and families are supported at the lowest safe level of needs and supported to build resilience and make full use of universal services.

9.0 RISK ANALYSIS

- 9.1 The revised approach to early intervention/complex dependency/Troubled Families aims at supporting agencies and partners to provide the right support and signposting to prevent needs from escalating and reaching crisis.

10.0 EQUALITY AND DIVERSITY ISSUES

10. 1 In order to ensure all children and families in Halton can thrive, achieve and are kept safe agencies and partners will proactively identify families who would benefit from early help.

11.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

| Document | Place of Inspection | Contact Officer | DCLG |
|---|----------------------------|---|-------------|
| Guidance on Phase 2 Troubled Families Programme | Rutland House, Halton Lea | Ann McIntyre | |
| Complex Dependency Bids | as above | Operational Director Education, Inclusion & Provision | |

APPENDIX 1

