

REPORT TO: Children and Young People Policy and Performance Board

DATE: 3 September 2012

REPORTING OFFICER: Strategic Director – Children and Enterprise

PORTFOLIO: Children, Young People and Families

SUBJECT: Troubled Families Update

WARDS: Borough wide

1.0 PURPOSE OF THE REPORT

1.1 To provide an update on the developments in the Troubled 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 Department for Communities and Local Government have now issued the Financial Framework for Troubled Families. The framework explains the following:

- the process for drawing up the list of families who will be part of the programme;
- the criteria drawn up by government;
- how to use local intelligence on families with serious problems who are high cost;
- the criteria for identifying which of the above families are eligible for additional funding from government by payment by results; and
- what would need to be achieved with each family in order to claim payment by results?

3.2 The Troubled Families Unit (TFU) within the Department for Communities and Local Government (DCLG) provide a useful description of a typical troubled family as “one that has serious problems - including parents not working, mental health problems, and children not in school and causing serious problems, such as crime and anti-social behaviour. All of which costs local services time and money routinely responding to these problems”.

- 3.3 All authorities that have formally signed up to the programme and have informed the Troubled Families Unit of their year 1 figures for working with families have received their year 1 attachment fees on 31st May 2012.
- 3.4 The proportion of the £4,000 offered as an upfront attachment fee changes over the course of the three years of the programme from £3,200 in 2012/13; £2,400 in 2013/14; to £1,600 in 2014/15. The attachment fee element of the funding can only be claimed once i.e. if an authority ceases, or it's unsuccessful in its efforts with a family to achieve the programme's outcomes the LA must replace that family with another that meets the identification criteria and for whom no new attachment fee is payable. The results payments are then available for claiming for successful outcomes achieved with the replacement family.
- 3.5 The final deadline for claiming results payments is 1st May 2015. There is no requirement to claim specific volumes of results at any given points up to that date. The Troubled Families Unit want to allow local areas as much time as possible within the 3 year life of the programme to support the most complex families to achieve positive outcomes.
- 3.6 The Troubled Families Unit are currently designing a system which we can make results-based claims. A draft system is hoped to be ready next month. In addition, the Unit have confirmed that the programme is intended to bring about a lasting change for both troubled families and the communities, who face multiple social and economic barriers. As Local Authorities form their plans for the programme they must take into account the aims of the Equality Duty.

4.0 HALTON POSITION

- 4.1 Written commitment has been provided that Halton will engage with 375 Troubled Families, 313 of which will be eligible for payment by results.
- 4.2 The proposed profile for the number of families it is intended to work with in Halton is as follows:
- 2012/2013 - 145 Troubled Families of which 120 will be eligible for payment by results
 - 2013/2014 - 145 Troubled Families of which 120 will be eligible for payment by results
 - 2014/2015- 85 Troubled Families of which 87 will be eligible for payment by results.
- 4.3 It has been agreed to consider Alcohol and Domestic Violence as the local factor for this first year, see the attached Appendix A for breakdown of identified troubled families to date.
- 4.4 The Troubled Families Programme involves a substantial element of payment by results (PBR) in relation to the funding of key outcomes.

This gives local authorities the opportunity to strengthen developing or existing plans in relation to whole scale re- development services or interventions to whole families.

- 4.5 It is estimated that for **Halton with 375 troubled families** it costs the tax payer **£28.125m** (£75k per family) to pay for the support they need because their problems have escalated to requiring more comprehensive services.
- 4.6 In order to support the development of the Troubled Family programme there needs to be a clear business case that supports both the financial and outcome model. The complexities of family intervention mean that significant amounts of data are needed in order to develop this business case, and the financial modelling needs to be relatively sophisticated. The main reasons for this are that:
- Troubled families face, and cause, a wide range of problems. The costs which they currently incur fall in a wide range of categories, and there are potentially many outcomes which could be impacted by intervention;
 - Problems are not experienced by all families or to the same degree, and therefore the costs which they currently incur (and the savings which could be achieved if their problems were successfully addressed) vary widely from family to family; and
 - The types of costs incurred and their scale also vary widely, from one-off costs to costs which recur over a long period of time.
- 4.7 The Troubled Families Strategy group is currently looking to finalise both local outcomes and the delivery model that will take forward the work for the first cohort of families. The outcomes can be seen in Appendix B.

5.0 NEXT STEPS

- 5.1 There is still a lot of work to be carried out around the development and implementation of the programme. However the key next steps are as follows:
- Steps to make it easier for agencies to share data;
 - Identify and develop delivery models;
 - Development of a stronger evidence base on the effectiveness of interventions;
 - Develop a tracking and monitoring system and performance framework;
 - Agree the financial model for the investment of PBR; and
 - Communicate to partners including operational staff the ethos of Halton's Troubled Families programme.

6.0 OTHER IMPLICATIONS

- 6.1 The application of any outcome-based approach to troubled families makes it essential to have good data on the diversity and multiplicity of

problems which they face. This data is not easy to collect, due to a large number of different data sources and the problems of sharing data from those sources.

- 6.2 The barriers to effective data sharing can be both legislative and cultural. For example, on the legislative side, the Social Security Administration Act 1992 does not provide for DWP to share data with local authorities regarding individual benefit claimants (though anonymised data on the overall prevalence of benefit claiming within a cohort can be shared). This is a long-standing and well known issue. It has been partly addressed during the development of Troubled Families programme, through the creation of a new legal gateway under the regulations of the Welfare Reform Act 2012 to enable sharing of DWP data, without informed consent, for the specific purposes of the programme, but this is clearly only a partial solution to a much wider problem.
- 6.3 On the cultural side, there are a number of issues including:
- data held in forms that render sharing extremely time-consuming – e.g. paper-based records;
 - agencies being reluctant to invest time and effort in sharing data because they cannot see the wider public sector benefits; and
 - agencies being generally risk averse, and unwilling to share data even when it is legal to do so.
- 6.4 Both the legislative and cultural issues are less prevalent once families enter intervention programmes, since they usually give written consent to the sharing of their personal data at that point. For Halton the tier 2 Information Sharing Agreement has assisted in some areas however the data exercise around the identification of families has been a huge task that has been problematic as there are limitations around systems including internal systems that makes it difficult to match personal data and the ability automate data is limited so it is a manual exercise. The data issues will be a constant on-going problem throughout the troubled families programme.
- 6.5 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.

7.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

7.1 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.

7.2 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.

7.3 A Healthy Halton

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

7.4 A Safer Halton

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

8.0 RISK ANALYSIS

8.1 The initial data analysis showed that in Halton there were insufficient numbers of families who would meet the DCLG criteria. However, we are adding and applying local criteria to ensure sufficient numbers will be identified for the first tranche of families. The quality of data information means that we will be reviewing 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.

8.2 Securing the commitment of all partners is also a key issue. All Key partners are now invited to attend and contribute to the Strategy meeting and support the development of the Business Plan.

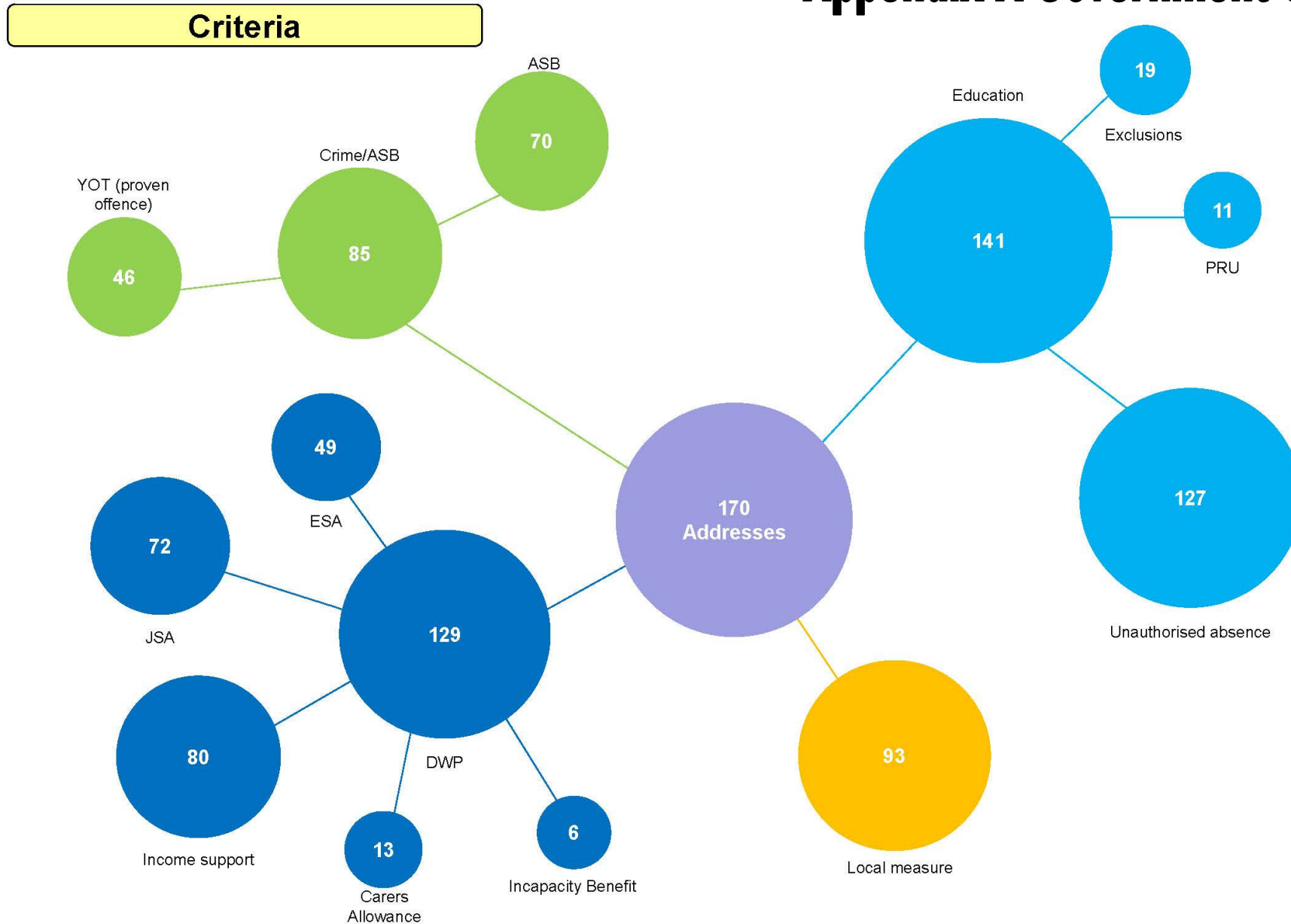
9.0 EQUALITY AND DIVERSITY ISSUES

9.1 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.

10.0 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 Families March 2012	2 nd Floor Rutland House	Lorraine Crane Divisional Manager IYSS

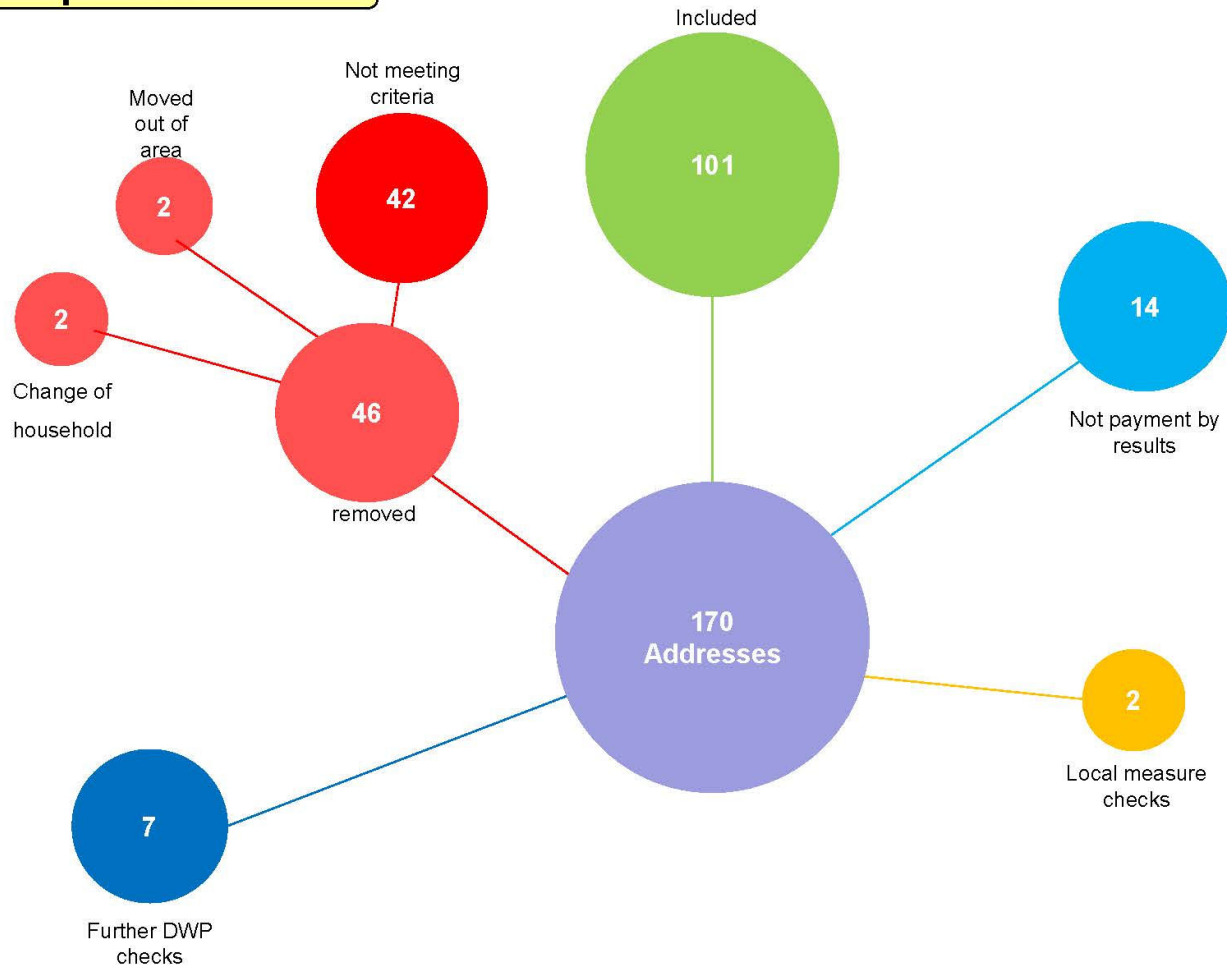
Appendix A Government Criteria



Produced by Research and Intelligence
part of Policy and Development Services
E-mail: research@halton.gov.uk

Appendix A Halton's Latest Picture

Latest picture



Appendix B Troubled Families Outcomes and sub-measures

Behaviour of the Family is significantly Improved

- 60% reduction in Anti-social behaviour across the family¹
- 33% reduction in offending rate of all minors within the family¹
- Reduction in the number of police call outs to household

Education performance of children is improved

- Reduction in the number of families where children have less than 15% unauthorised absences¹
- Reduction in the number of children that have fewer than 3 fixed term exclusions in the last 3 school terms¹

Family members are in sustainable employment, education or training

- One adult has volunteered for the work programme or European Social Fund programme within 6 months.¹
- One adult has moved off out of work benefits and into continuous employment in the last 6 months¹
- Reduction in the number of NEETS (not in education, employment or training)

The family is in stable housing

- Reduction on the number of households that are evicted
- Increase of number of families that have stable finances and access the Credit Union or Open a bank account.

Physical and mental health of the family is improved

- Reduction in the number of alcohol A&E presentations
- Reduction in the number of DNA for GP and health visitor appointments for the family

Risk factors to the family is reduced

- Reduction in the number of Domestic Abuse related injuries to A&E
- Reduction in the number of children and young people that go from Child in Need to Child Protection whilst on the programme
- Increase the number of children and young people were a Child in Need plan has closed whilst on the programme

¹ Notes the outcomes that are payment by results