

TOGETHER FOR FAMILIES (TROUBLED FAMILIES) PROGRAMME

To: Children and Young People Committee

Meeting Date: 16 September 2014

From: Adrian Loades, Executive Director: Children, Families and Adults Services

Electoral division(s): All

Forward Plan ref: N/a **Key decision:** No

Purpose: The purpose of this report is to give an overview and update on the development of the Together for Families programme to date and to set out details in relation to Phase 2 of the national troubled families initiative.

Recommendation: The Committee is asked to approve the current direction of travel of the Together for Families programme in Cambridgeshire

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1.0 BACKGROUND

- 1.1 There is an increasing appetite both locally and nationally to ensure that public services are working together as effectively as possible to achieve sustained change for families who make the greatest demand on services. Research shows that outcomes for families with very complex needs are not good. These families encounter so many different professionals over the course of their lives, most of whom are unable to stay with them long enough to effect change. Far from improving outcomes, often the result is families become more service resistant.
- 1.2 Getting interventions right with these families will lead to better outcomes for the families and better use of public funds. We spend disproportionately more on these families than the 'average' family. Some estimates indicated that Local Authorities spend around £7,795 on an average family in its area, compared to £76,190 for a family with very complex needs. With budgets tightening we cannot afford to waste money in this way.
- 1.3 In 2011, the Government launched a national Payment By Results initiative to work with and turn around the lives of the most troubled families. To deliver against this in Cambridgeshire, we need to work with and turn around a target of 805 families by March 2015.
- 1.4 The aims of the Together for Families (TFF) Project 2012-15 are to:
- Respond to the national troubled families agenda to identify and turn around (for a payment by result) 805 families who meet the government criteria (education issues, crime and anti-social behaviour issues and worklessness) by ensuring those identified have a family lead professional who is adopting a Think Family approach
 - Develop the Think Family approach to working with all families beyond the 805 cohort across all services, by understanding and addressing the barriers to doing so. Think Family is defined as securing better outcomes for children, young people and families with additional needs by co-ordinating the support they receive from children's, young people's, adult's and family services.
- 1.5 To provide a framework for this work, the Together for Families Steering Group (comprised of Cambridgeshire County Council, Cambridgeshire Constabulary, Cambridge City Council, Huntingdonshire District Council, South Cambridgeshire District Council, Fenland District Council, East Cambridgeshire District Council, Cambridgeshire NHS, Voluntary and Community Sector, Cambridgeshire Probation Service, Cambridgeshire Fire and Rescue Service, Jobcentre Plus) agreed to establish a Community Budget approach to secure ongoing commitment to:
- **Joint Commissioning of the Family Intervention Partnership (FIP) team** - there is recognition of a need for a service which operates intensively with the most complex families. The Steering Group have agreed the need to establish a framework for joint investment in FIP on the basis that all partners stand to gain financially from outcomes delivered by the service. The FIP team have also been funded through time limited Troubled Families Unit funding.
 - **Embedding Think Family working across the partnership** - Think Family working needs to be embedded beyond the most complex families, with services adapting their working practices to enable professionals to work in a Think Family way, to take on the Lead Professional role where appropriate and operate as part of a Team Around the Family. This work builds on the strengths of the existing multi-agency arrangements in place through the delivery of the CAF strategy and related ways of working such as Early Support.

2.0 SUCCESSES AND PROGRESS TO DATE IN DELIVERING THE TFF PROGRAMME

- 2.1** A total of 855 families who meet the government criteria (education issues, crime/ASB, worklessness) have been identified to date, compared to the target of 805 families.
- 2.2** A Lead Professional has been identified for 98% of these families by researching the current situation and involvement of agencies with all family members. Around 8% of these families have a Lead Professional from the Family Intervention Partnership, with others from a wide range of partner agencies.
- 2.3** A five module training programme is offered every month to all Lead Professionals. A Think Family overview training day is also offered monthly to those who are not likely to be Lead Professional but need to be part of Team Around the Family working.
- 2.4** Clinical supervision for Lead Professionals has been running for around three months and is building momentum. The supervision provides support for Lead Professionals and develops their skills and confidence. There is evidence of positive impact on practice.
- 2.5** Four dedicated Employment Advisors are attached to the team from Jobcentre Plus and provide a more personalised approach to families where worklessness is an issue, signalling a significant investment from Jobcentre Plus to address the needs of families with complex needs.
- 2.6** An advice route has been created through the Council's Contact Centre to support professionals who are keen to access support for families who don't require a social care response, and are not clear what to do.
- 2.7** A total of 271 families have been 'turned around' according to the Government success criteria. The claim submitted for these families has generated an income to the Partnership of £166,700 which added to the up-front 'attachment fees' received, has been used to expand the FIP team and also provide a range of support for Lead Professionals. Our performance compares well with regional neighbours and following a recent visit, the national Troubled Families Unit confirmed they are happy with the Council's progress.
- 2.8** The TFF approach has the full support of Cambridgeshire's Public Services Board, who are using it as an example of how future public sector services could be 'rewired' to deliver more effective and less costly services.

3.0 PHASE 2 OF THE NATIONAL INITIATIVE

- 3.1** As part of the 2013 spending review, the Government announced:
- Five year extension of the Troubled Families Programme from 2015
 - £200m funding in 2015/16 (one of five years intended investment)
 - 400,000 families will benefit from the new payment by results scheme
- 3.2** The existing criteria will be expanded and the following criteria is expected to be used to identify families:
- Parents and children involved in crime or anti-social 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 risk of

worklessness

- Families affected by domestic violence and abuse
- Parents and children with a range of health problems such as drug and alcohol problems, missing universal health appointments and mental ill health

The criteria are currently very broad and further guidance, particularly in respect of the performance measures that will be used to determine success, is expected to provide a greater focus on the families that are expected to be worked with.

3.3 Phase 2 will operate as a Payment By Results initiative as with Phase 1 but with a payment of £1800 per family (as opposed to £4,000 in Phase 1). With a likely target of 2817 families, the possible income would be up to £5000K over five years (therefore approximately £1000K each year dependent on turning around all families). There will also be a likely £200K grant each year to support the co-ordination of the project as there are increased expectations in relation to data collection and cost benefit analysis.

3.4 The direction of travel from central government fits well with local thinking about the sustainability of the Together for Families programme. From the outset, a major objective of the programme has been to develop 'think family' working by embedding the Lead Professional role beyond the TFF cohort. Work is underway with partners to determine how each will engage with Think Family working so we are therefore in a strong position to deliver on the second Phase of the national initiative.

4.0 USE OF PHASE 2 INVESTMENT

4.1 The co-ordination grant of £200K will be required to support a core central team to manage the project and in particular the data relating to the cohort of families and the submission of claims.

4.2 It is likely that up to approximately £1000K will be available annually subject to receiving the maximum attachment fees and payment by results funding. The Together for Families Steering Group has agreed to commit £250K to the overall Family Intervention Partnership team budget to support joint commissioning (see below).

4.3 A total of £410K will be required to sustain the current level of practical and supervisory support to Lead Professionals. As outlined above Lead Professionals have access to high quality clinical supervision to support them in their difficult task. They also have access to a budget of up to £3K per family to enable them to be creative. Finally they have access to bespoke training to support them to develop the skills necessary to undertake the role.

4.4 This leaves £340K per year to be used for other purposes supporting the overall aims of the project which will form the basis of further discussion and engagement with partners. The Local Authority is the accountable body for TFF however, and final sign off for the allocation of the budget will be approved by the internal management group, whose membership includes the Chief Executive, Executive Director and Lead Member for Children's Services. Recommendations will also be referenced through the business planning process in Autumn 2014.

5.0 JOINT COMMISSIONING OF THE FAMILY INTERVENTION PARTNERSHIP TEAM

5.1 The Family Intervention Partnership team provides intensive support for families with complex needs. The performance of the team is measured through statistical outcomes such as reduction in crime, soft outcomes such as family perception of

change, family feedback and cost benefit analysis. The FIP Performance (available on request) provide evidence of a high performing service delivering savings across the public sector. Highlights include:

- 81% of open cases demonstrating a reduction in police call outs/anti-social behaviour
- 50% of open cases demonstrating a reduction in youth offending
- 77% of health needs (mental and physical) identified at the start of the intervention met for all closed cases
- 76% of adult respondents and 49% of young person respondents showing an overall improvement in their 'distance travelled scores' (a tool used to gain service user perception of changes made across a wide range of factors)

The Fiscal Return on Investment report (cost benefit) shows that significant costs are avoided across the public sector through the approach. The study which analysed 20 FIP cases shows that for every £1 spent, £3.30 is saved through, for example, avoiding care proceedings, evictions and police call outs.

- 5.2** Funding for FIP currently comes from a range of sources including troubled families investment, core County Council funding, Invest to Transform, Cambridgeshire Constabulary, Cambridge City Council, Clinical Commissioning Group and Circle Roddons Housing. In 2015/16 the service will continue to be funded through these routes, however from April 2016, it is likely there will be a significant funding gap to retain the service at existing levels. Beyond the £250K TF investment outlined above, consideration of what element of the core County Council budget could be allocated to the FIP team will form part of the business planning proposals in Autumn 2014.
- Discussions will also commence in the Autumn with partners who are identified as receiving monetised benefits from the work of FIP to consider to what extent they will be able to invest in the service from April 16 onwards. Without sufficient investment from partners it is likely the FIP service will need to be reduced.

3.0 ALIGNMENT WITH CORPORATE PRIORITIES

3.1 Developing the local economy for the benefit of all

- 3.1.1 The Together for Families programme has a core element to help individuals within families back into work, as referenced in 2.5 in relation to the Employment Advisers attached to the programme. 138 families have gone into employment since the beginning of the programme.

3.2 Helping people live healthy and independent lives

- 3.2.1 The following bullet points set out details of implications identified by officers:
- The Together for Families programme is based on the principle of working with families with a range of needs to empower them to resolve their problems once and for all to avoid them returning to requiring enhanced support from public sector organisations. If implemented well, the programme therefore stands to have a significant impact on this corporate priority.
 - Whilst the programme in phase 1 has specifically targeted 805 families, and in phase 2 will target 2817, more families will benefit through improved Think Family working.

3.3 Supporting and protecting vulnerable people

- 3.3.1 The provision of coordinated and focused help and support to vulnerable people is the core purpose of the Together for Families programme. The lessons from the programme are also being used to inform the Council's and partners' work other groups of vulnerable people.

4.0 SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

- 4.1.1 The report above sets out details of significant financial implications in section 4.0 and paragraph 5.2

The project has significant implications for staff within the County Council and partner organisations, requiring them to work in a Think Family way which for some will be a significant change from their current practice.

4.2 Statutory, Risk and Legal Implications

- 4.2.1 The following bullet points set out details of significant implications identified by officers:

- Phase 2 of the national programme will require a greater degree of data sharing between partners to identify families for the cohort, analyse impact of work carried out and submit claims for a payment by result. This will require detailed work around consent / fair processing to ensure data is shared legally.

4.3 Equality and Diversity Implications

- 4.3.1 There are no significant implications within this category.

4.4 Engagement and Consultation Implications

- 4.4.1 The following bullet points set out details of significant implications identified by officers:

- Where there is a need to change the terms and conditions or job description of individual employees to reflect Think Family practice, appropriate consultation processes will be followed

4.5 Public Health Implications

- 4.5.1 The report above sets out details of significant implications in 3.2.1

4.6 Localism and Local Member Involvement

- 4.6.2 The following bullet points set out details of implications identified by officers:

- A map showing the distribution of troubled families across the county shows a correlation with areas of higher deprivation. Members were presented with information in relation to this through Overview and Scrutiny in March 2014 and more information is available on request.
- The report above also sets out details of significant implications in 3.2.1

Source Documents	Location
Phase Two national Press Release	https://www.gov.uk/government/news/troubled-families-programme-expanded-to-help-younger-children