

SCRUTINY COMMISSION – 30 MAY 2012**TROUBLED FAMILIES****REPORT OF THE CHIEF EXECUTIVE****Purpose of Report**

1. This report brings together in summary all of the work undertaken to date in the Troubled Families programme to provide a basis for formal decisions to commit local agencies to support the programme through revenue support, staffing resources and redesign of existing systems and processes to provide more efficient and effective services to Troubled Families.

Policy Framework and Previous Decisions

2. The Commission has previously received updates on the progress of the 'Troubled Families' agenda at its meetings on 20 April 2011 and 7 September 2011.
3. The Cabinet approved the proposals for a community budget to more effectively cater for the needs of Troubled Families at its meeting on 5 April 2011, with provision having been made for leading on place-based approaches to public service planning and joint commissioning within the Medium Term Financial Strategy approved by the County Council in February 2011.

Background

4. The Prime Minister David Cameron received a report in the summer of 2010 which outlined the cost of Troubled Families (previously called "Families with Complex Needs"). A study had found that 120,000 families nationally cost nearly £9bn a year in public services. He pledged to turn around the lives of these families with consequent reduction in public service costs by the end of the Parliament.
5. In October 2010, the Chancellor announced a programme for Troubled Families beginning with 16 local authority areas, of which Leicestershire was invited to be one.
6. Since then, the Government has created a new Troubled Families Unit headed by Louise Casey in the Department for Communities and Local Government to ensure consistent activity across England and to ensure the Prime Minister's ambition is achieved. A pooled budget from four Government departments totalling nearly £0.5bn has been created to support 152 local authority areas

across the Country to improve services to Troubled Families in their areas.

7. Work in Leicestershire began in December 2010 with all local partners working together to define the problem and the ambition for change. The key conclusions were:
 - The ambition that the Troubled Families programme should lead to a fundamental change in the way that services are provided, rather than be another short-term project or programme.
 - The ambition to work with all Troubled Families including those with a relatively small number of problems, but at risk of developing more complex needs.
 - The need to put the families first before organisational or service interests if these ambitions were to truly be achieved.
8. A proposal was submitted to Government in March 2011 and subsequently agreed. It included a timetable to:
 - Understand the problem through insight work by Autumn 2011.
 - Design a new model for more efficient and effective work with Troubled Families by the end of 2011.
 - Prepare financial and business cases by Spring 2012.
 - Undertake implementation planning during the remainder of 2012/13 for a April 2013 start.
9. The timetable has been brought forward because of the Government Troubled Families Programme which provided funding from April 1 2012. A September 2012 start is now proposed.
10. The work has been led by the Community Budgets Programme Team (previously the Total Place Programme Team) but with significant support from staff from a range of local public service agencies. The Leicestershire Troubled Families model has been developed by multi-agency officer groups. The work has been overseen by a multi-agency Programme Board chaired by Ivan Ould CC, the County Council's Cabinet Lead Member for Children and Young People.

The Evidence Base

11. A major part of the programme has been to fully understand the needs of Troubled Families through work with families themselves, frontline workers from a range of services and insight from local and national strategy and research.

12. The full evidence base is available at www.leicestershiretogether.org and a summary is attached at **Appendix 1**.
13. The evidence base makes a strong case for change because:
 - Troubled Families feel that multiple service interventions, usually targeted at an individual and short-term, do not address the fundamental problems the family has.
 - Practitioners agree that they are often treating symptoms rather than causes and recognise that their intervention will often have only limited effect unless the wider issues affecting the family are addressed.
 - Parents in Troubled Families feel that public service interventions often leave them feeling less able to improve the circumstances of their family themselves.
 - The issues they most want help with are often practical issues around managing the household and themselves, developing confidence and learning core skills. Public services do not generally help with these problems.
 - A range of Government reviews (e.g. Allen and Duncan-Smith) identify the need for more and earlier intervention to prevent problems from developing. This supports the Leicestershire decision to work with at risk families as well as the most Troubled Families.
14. Troubled Families in Leicestershire have been counted by identifying addresses that have individuals exhibiting one of more of a range of problems from service databases. The problems used to identify families are set out in **Appendix 2**. Families with five or more of these problems identified as 'Troubled' and those with 2- 4 problems identified as 'At Risk':
 - There are 1,300 Troubled Families in Leicestershire based on this definition. **Appendix 3** sets out the distribution of these across the seven Districts.
 - There are 2,000 'At Risk' families based on this definition. **Appendix 4** sets out the distribution of these across the seven Districts.
 - Family Intervention Projects are one of the few services to work with families as a whole. A national study of the results achieved by these projects (based on 3,675 families) shows that significant improvements in outcomes for those families have been achieved. The results for 42 families that have been supported by two Family Intervention Projects in Leicestershire show similar results. This information is set out in **Appendix 5**.
15. The evidence shows that longer term support for the family as a whole, and particularly for the parent(s), to develop core skills and support which co-ordinates the interventions of other non-statutory services will enable families to take more control of their own futures and to address their problems.

The Model

16. The Leicestershire Troubled Families model was developed by a cross-agency group and is based on the evidence outlined above. It is shown in diagrammatic form in **Appendix 6**. It involves a new role of the 'Family Support Worker' to provide families with longer term and 'personalised' support and redesign of services to provide a 'team around the family'.
17. A number of principles underlie the model:
 - It is sustainable beyond the medium term.
 - It aims to move families closer to independence from public services.
 - Implementation will need to be underpinned by cultural change with strong leadership across Leicestershire Public and Voluntary Sectors.
 - It supports early/earlier intervention.
 - Incorporates some personalised commissioning at family & locality level.
 - Workforce development a key component (multi-agency training).
 - Robust supervision framework is also important.
 - Families/workers are able to access services required quickly with some priority (with lower entry thresholds).
 - Influence on commissioning decisions for identified service gaps where policy change is required.
18. The model broadly consists of:
 - (a) The team around the family approach with a dedicated family support worker who:
 - Have an outreach role in family homes and communities.
 - Will have small caseloads and an intensive approach as required by family circumstances/needs.
 - May have a specialist role - some families may require an additional separate worker to directly support the children.
 - Build family capacity, resilience, self esteem, skills, relationships and recognises strengths within the family.
 - (b) The team around the Family should be co-located services in localities through:
 - Local integrated core multi-agency teams.
 - Locality partnership solutions and delivery.
 - Working with families for better outcomes for their families.
 - (c) A Single Family Plan (owned/developed by family with support):
 - Based on honest conversations.
 - To empower families.
 - Prepared in partnership with team/key workers - with empathy, but clear boundaries.

- Prepared with families to agree objectives – requiring an understanding of what their drivers/priorities are.
- Having realistic expectations on outcomes for the most long term ‘troubled’ families.

(d) Access to required services being crucial.

19. A number of families who have received interventions of this nature have been asked to consider whether they feel the model would better meet their needs. They were very supportive and emphasised the need for:

- Softer skills used by staff.
- The ability of staff to build a relationship, trust and mediate.
- Not to be critical or judgemental.
- For a consistent contact person.
- For a range of knowledge on how to get things done.
- For the Authority to get things done.
- For choice for the family (i.e. about time in the home or community, the nature of the help).
- To be easily contactable and available in a crisis.
- To share data amongst the team around the family.

20. It is estimated that about 100 Family support workers will be required to work with 2,000 families (note that a European Social Funded (ESF) Government scheme to work with Troubled Families from an employment perspective is expected to work with around 1,300 of the 3,300 Troubled and ‘At Risk’ families.)

Consultations

21. This programme has been prepared in partnership with all partner agencies in Leicestershire. Discussions with County Council services and other partner agencies, including district councils, are currently ongoing about arrangements for implementation which will reflect what is in place and aspirations for change.

Resources Implications

The Savings

22. The Troubled Families service is being designed from the users’ perspective to address the wide range of problems set out in **Appendix 2** which currently require interventions or services provided by a wide range of agencies. While good information about costs exists for services and the outputs they achieve, information about costs of achieving outcomes for an individual reflecting the range of interventions they require is much more difficult to obtain and attributing savings between agencies and services is virtually impossible.

23. The Government estimates that the 120,000 Troubled Families in England cost nearly £9bn at an average cost of £75,000 per family. In applying that average

to Leicestershire's Troubled Families and 'At Risk' families (with a smaller cost assumption for the 'At Risk' group of £30,000) it indicates that the costs of the 3,300 families in Leicestershire cost public services in the County in the region of £158m per year.

24. **Appendix 7** sets out some assumptions about how the costs of Troubled Families could be reduced based on the measured outcomes through Family Intervention Projects. Savings of £25,706 for each 1,300 Troubled Families would save £33m within the Leicestershire area. Savings of £10,000 for each 2,000 At Risk families will save a further £20m. The combined savings potential would therefore be in the order of £53m per year
25. In order to demonstrate the results of implementing the model both in terms of improved outcomes achieved and savings against costs, it will be important to put in place 'fit for purpose' management information/case management systems during the programme.
26. **Appendix 9** sets out some information about incidence, costs and savings for police, crime and health themes.

Costs and Funding

27. Deloitte were retained to test the costs of implementing the model. Costs included in the estimates are the full staff costs of the Family Support Workers, Management Costs, Accommodation costs and provision for a modest budget for commissioning additional services. Any costs of redesigning the Team Around the Family have not been included.
28. Deloitte's conclusion was that about £12m would be required over three years (£4m per annum) to work with 2,000 families, the balance of 1,300 being worked with by the ESF Work Programme.
29. Government funding which is partly on a payment by results basis could provide up to £2.6m over three years, but it has been assumed that £2.16 will be achieved – the attachment fee for working with families and 50% of the reward. This leaves nearly £10m to be found from local resources.
30. Local agencies have indicated funding on an in principle basis subject to approval by Cabinets and Boards. This is set out in **Appendix 8**. This funding would mean:
 - Revenue funding of £5.25m.
 - Staff resources equivalent to £2.9m.
 - In kind support providing at least the £300k assumed accommodation costs and additional support towards management costs.
31. Taking Government funding into account, the total resource available would enable Family Support Workers to work with approximately 1,750 families over

three years. Taking the ESF programme into account, over 3,000 families could be supported over three years in all.

Timetable for Decisions

32. Subject to approvals by various Cabinets and Boards, a Community Budget of more than £7m will be created plus staffing and 'in kind' support. There will also be a need to claim funding from the Government and monitor progress against costs, savings and outcomes. It is proposed that a new Leicestershire Together theme Commissioning Board should be established to direct this work.
33. This will need to link in with locality governance arrangements which are being considered on a district-by-district basis.
34. The County Council will be the responsible organisation for the overall management of the budget and with regard to Government funding.
35. The detailed arrangements for the pooled community budget to support troubled families will be submitted to the Cabinet for approval at its meeting on 12 June. Any comments made by the Commission will be submitted to the Cabinet for consideration at that meeting.

Background Papers

Medium Term Financial Strategy 2011/12 to 2014/15 – County Council – 23 February 2011
A Community Budget for Families with Complex Needs in Leicestershire – Scrutiny Commission 20 April 2011
Community Budget for Families with Complex Needs Programme – Scrutiny Commission – 7 September 2011

Circulation under the Local Issues Alert Procedure

36. None.

Officer to Contact:

Andy Robinson, Ass't Chief Executive
Tel: 0116 305 7017
Email: andy.robinson@leics.gov.uk

List of Appendices:

- 1 – Summary of Evidence from Insight phase**
- 2 – Problems Defining Troubled Families and At Risk Groups**
- 3 – Distribution of Troubled Families by District**
- 4 – Distribution of At Risk Families by District**
- 5 – Evidence of Improved Outcomes from Family Intervention Projects**
- 6 – The Leicestershire Troubled Families Model**

7 – Estimates of Savings from Applying the Troubled Family Model

8 – In Principle Contributions to the TF Community Budget

9a – Service/Sector Specific Insight (Police)

9b – Service/Sector Specific Insight (Health)

Equal Opportunities Implications

37. The Troubled Families and Community Budget agenda is designed around providing an improved and consistent approach to service provision for all families