

TO: EXECUTIVE
DATE: 4TH JUNE 2016

FAMILY FOCUS PHASE 2
Director of Children, Young People and Learning

1 PURPOSE OF REPORT

- 1.1 The purpose of this report is to update The Executive on the Council's progress with phase 2 of the Troubled Families programme that commenced in January 2015.

2 RECOMMENDATION

- 2.1 That the Executive approves the planned programme for this project.

3 REASONS FOR RECOMMENDATION

- 3.1 In recognition of the successful completion of Phase 1 of the Troubled Families programme Bracknell Forest Council was invited to become an 'early starter' to Phase 2. Work is developing with partners to roll out the new phase that will run for 5 years and has had cross party support. The first two years funding was approved and further funding support was allocated to those early starters for service transformation. The Chief Executive has signed up to this programme as have all other Local Authorities.
- 3.2 The expansion of this programme will focus on the existing areas of concern e.g. school attendance, youth crime and anti-social behaviour and adults out of work, but it will also incorporate the learning from the first phase and reach out to families with a broader range of problems such as domestic abuse, physical and mental health, substance abuse and younger children that need help.
- 3.3 This programme will support the delivery of the Council's Transformation Project 'Council Wide Family Focus' to improve service delivery at the frontline, improve outcomes for chaotic families and to reduce costs for the long term.
- 3.4 To date 84 families have been engaged and have a key worker and 24 families have been turned around¹ and now require no further support from public services. By September a further 90 families will have been identified and receiving interventions.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 There are no alternative options.

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These are families with complex needs where focus on sustained improvements has resulted in a changing trajectory improving outcomes for families and reducing high costs to the public purse.

5 SUPPORTING INFORMATION

- 5.1 In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years from 2015/16 and to reach up to an additional 400,000 families across England. £200 million has been committed to fund the first year of this five year programme. This increased investment demonstrates the Government's ongoing commitment to improve the lives of troubled families and as this work is taken to a significantly greater scale, to transform local public services and reduce costs.
- 5.2 Bracknell Forest was given an indicative number of 380 families to work with over a five year period.
- 5.3 The 'early starter' areas had an important role to play; they were critical to maintaining the momentum of the current Troubled Families Programme and helping to build a strong evidence base in order to inform the case for continued investment in the expanded programme beyond 2015/16. As an early starter Bracknell Forest was one of the best performing areas in the country and made a significant contribution working with the Department for Communities and Local Government (DCLG) on the detail of the new Financial Framework. Our experience in developing metrics and financial models was used to inform future direction of the programme. This helped refine and improve the guidance and support offered to other local areas as they joined the programme. The flexibility of this Financial Framework reflects the Government's trust in their ability to shape and deliver the next phase of the Programme.
- 5.4 The new programme will focus on the following:
- The development of an independent national evaluation for the expanded Troubled Families Programme;
 - The completion and continued improvement of the Troubled Families online cost savings calculator;
 - The design and implementation of a new system of Family Progress Data;
 - The refinement of the indicators suggested to identify families and the development of best practice approaches to measuring significant and sustained progress with families;
 - The design of the 'spot check' process for results and engagement of local authority Internal Auditors in the approval of local results claims; and
 - The introduction of a transparent model of local accountability for the success of the programme. This will act as a tool to drive greater service transformation, using streamlined data collection tools.
- 5.5 **Family Outcomes Plan**
- Reflecting the expanded programme's focus on a broader range of family needs, rather than a small number of nationally defined criteria, the inclusion of families into the programme will be based upon a cluster of six headline needs. Below these needs will sit a basket of indicators, suggested intervention routes and information sources, which local authorities should use to identify families with these needs. More importantly they will include the Local Authorities definition of what success and sustained progress looks like. Whilst these headline family needs, on which the

programme focuses, are unlikely to change, the indicators and information sources underneath are designed to be flexible and can be updated over the course of the programme's proposed five year life. This plan has been approved by all key partners and the DCLG.

5.6 Eligibility

To be eligible for the expanded programme, each family must have at least two of the following six targeted needs:

1. Parents and children involved in crime or anti-social behaviour.
2. Children who have not been attending school regularly.
3. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan.
4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness.
5. Families affected by domestic violence and abuse.
6. Parents and children with a range of health problems.

5.6.1 Families should be prioritised for inclusion in the programme on the basis of the following:

- They are families with multiple needs who are most likely to benefit from an integrated, whole-family approach; and
- They are families who are the highest cost to the public purse.

5.7 Case Study

This case study illustrates the work of the Family Focus. A family was referred to the Family Intervention Team (FIT) by Children's Social Care as part of a step-down process. The family were being worked with under a CIN plan until this point. The family comprised of mum, dad, daughter (age 11) and son (age 14).

The issues identified were,

- Anti-Social Behaviour - complaints from neighbours to the police
- Poor behaviour in school
- NSPCC alerted about shouting heard in the home
- Parents' marital breakdown and the impact of this on the children
- Domestic Abuse
- Dad's refusal to leave the family home
- Dad's poor mental health and controlling behaviour
- The son's poor mental health and emotional wellbeing
- Unhygienic and cluttered home conditions due to hoarding
- Family's financial situation

The intervention resulted in the son being seen by CAMHS and being placed on the ASD pathway; he also attended one to one weekly therapy by CAMHS as he had spoken about suicidal thoughts. FIT also liaised with his school to ensure he received appropriate support. Mum was signposted to Berkshire Women's Aid to help her end the relationship with dad; dad subsequently moved out of the family

home. Funding was obtained to buy the son a bed as he was sleeping in the front room. FIT supported mum to clear the house of a lot of furniture and unwanted items; eventually the house was sold and mum and the two children moved to another property. FIT arranged to rehome the family's pet animals as they were not looked after and there were a lot of animal faeces in the property. Mum was also referred to Citizens Advice Bureau for advice on debt management and entitlement to benefits. Both children were seen in school alone to ensure their voices were heard.

Since closing the case in February 2015 the family have sustained the progress made and are not currently open to any services.

5.8 Finance

In order to support local authorities signed up to the Troubled Families Programme, with effect from 2016/17, the DCLG are providing greater certainty and greater flexibility in regard to the total amount of funding available across the 3 funding streams. The funding streams are:

- Standard Transformation Grant (STG)
- Attachment Fees
- Payment by Results (PBR)

5.8.1 At the start of each financial year the DCLG will notify each local authority of the minimum and maximum amounts of funding available to them. For Bracknell Forest Council in 2016/17 the maximum amount of funding available from all programme funding streams is £357,000 and the minimum amount is £322,000. This range represents between 28% and 31% of the total amount of funding available to The Council until the programme ends in 2020. Local authorities will not be able to exceed their maximum funding threshold (unless by prior agreement with DCLG).

5.8.2 Full funding for the remaining four years of the programme was confirmed in the Autumn Statement 2015.

5.8.3 At the same time as providing certainty and flexibility regarding the amount of funding available each year, the DCLG are also imposing budgetary control to guard against programme underspends. Essentially, if the advised minimum funding is not claimed, the DCLG will not guarantee the ability to carry forward the shortfall for claiming in future years. Within the advised funding band Bracknell Forest Council will have flexibility to apportion how much is drawn down from each of the three funding streams.

5.8.4 Rationale for drawing down funding:

Standard Transformation Grant (STG)

STG is awarded to Bracknell Forest Council at £150,000 per annum. This requires The Council to sign up to the Troubled Families Programme each year. This grant covers and/or support costs of staffing as follows:

- Troubled Families Co-ordinator
- Data Analyst

Unrestricted

- Family Workers in Family Intervention Team (FIT)

There is no risk to available funding and the funding can be drawn down in full each financial year.

Attachment fees

Attachment fees are allocated at £1,000 per family when the families engage with the programme. Provided The Council is signed up to the Troubled Families Programme each year this grant is non-returnable. This grant is paid regardless of whether families progress through to be claimed for PBR providing the four principles of the Troubled Families approach are applied when engaging families on the programme. The four principles are:

- i. There will have been an assessment that takes into account the needs of the whole family;
- ii. There will be an action plan that takes account of all (relevant) family members;
- iii. There will be a lead worker for the family that is recognised by the family and other professionals involved with the family; and
- iv. The objectives in the family action plan will be aligned to those in the area's Troubled Families Outcomes plan.

There is no risk to available funding and we can claim for maximum number of families within notified range of funding each financial year

Payment by Results (PBR)

PBR is allocated at £800 per family once they have met identified success criteria. If families meet identified criteria funding claimed is non-returnable. If families do not meet identified criteria funding cannot be claimed

There is a risk of funding not being paid should some of the families not meet identified success criteria by the end of the programme. To negate this risk, a contingency of 10% of families failing to meet identified criteria will be built into the 2019/2020 budget plans.

Attached at appendix A is the budget plan for 2015 – 2020

5.9 Family Progress Data

By April 2015, the DCLG moved from the collection of Family Monitoring Data to the collection of Family Progress Data, with a greater emphasis on the change achieved by family members. The purpose of this change in approach is to focus more on measures which will demonstrate the progress achieved with families, streamline the number of measures that Local Authorities are requested to collect and align them with unit cost measures in the cost savings calculator as far as possible.

5.10 National Impact Study

NIS is a project initiated under the Phase 1 programme's evaluation, which makes a quantitative assessment of the impact of the programme, by matching data about individuals in troubled families to national administrative datasets held by government departments (e.g. Police National Computer and DWP's benefits systems). Furthermore, it provides an estimate of the added value of the programme by comparing families who have received an intervention with individuals in families

before they started intervention and/ or who fell just short of eligibility for the programme.

5.11 Cost Savings Calculator

This incorporates unit costs information approved by HM Treasury and other government departments and has been tailored to focus on the fiscal, social and economic benefits of greatest relevance to the Troubled Families Programme. It is an evaluative tool which enables local authorities and their partners to calculate the savings achieved through the delivery of the current programme with real families by looking at their actual outcomes before and after intervention. This tool aims to take this work to a more comprehensive, rigorous and representative level and thereby ensure the programme is well placed to make a compelling case locally and nationally about the value for money it achieves.

The financial benefits evident from each local authority's completion of the cost savings calculator, and the progress being achieved with families as evidenced through collection and submission of Family Monitoring and Family Progress Data will be included in regular publications by the Troubled Families Team, as part the expanded Programme's drive to transform services through transparent local accountability. For each local authority, this will lay out the form and extent of the problems of families in the programme, the progress achieved with these families and the fiscal benefits realised as a result. This rich information will enhance local accountability for the success of the programme and help shape discussions about the service transformation objectives and overall effectiveness of delivery.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1 No new legal implications arise from the matters discussed in this report.

Borough Treasurer

6.2 The anticipated financial implications arising from this report are set out in the supporting information. Due to the unpredictable nature of dealing with Troubled Families, and with elements of grant funding dependant on meeting success criteria, there is a risk that costs could ultimately exceed income. The budget will be closely monitored to evaluate the need to take management actions.

Background Papers

Financial Framework for the expanded Troubled Families Programme
March 2015

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Unrestricted

Appendix A

Troubled Families Project Overview

PHASE 2 - 2015 to 2020							
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	Total
B/Fwd		-62,000	-78,782	-150,896	-147,125	-35,502	
EXPENDITURE							
Staffing		187,400	173,445	228,180	231,718	224,414	1,045,158
Training & Conferences		1,786	7,541	7,541	7,854	7,500	32,222
ICT		6,057	10,000	10,000	10,000	10,000	46,057
Bought in Services		20,724	35,000	35,000	35,000	35,000	160,724
Direct Interventions		9,661	24,750	82,500	82,500	77,250	276,661
General running costs		2,290	3,550	3,550	3,550	3,550	16,490
Sub Total Expenditure	0	227,918	254,286	366,771	370,622	357,714	1,577,312
INCOME							
DCLG Grant Income							
Start-up grant							0
TF Co-ordinator & Data Analyst Grant		-150,000	-150,000	-150,000	-150,000	-150,000	-750,000
Attachment Fee		-65,000	-150,000	-125,000	-21,000	0	-361,000
Payment by Results		-19,200	-26,400	-88,000	-88,000	-82,400	-304,000
Payment by Results - PHASE 1 late claim paid in 2015 with Phase 2		-10,500					-10,500
Phase 2 Early Starter	-62,000						-62,000
BFC Prevention and Early Intervention Reserve Accessed / to be accessed		0	0	0	0	-89,812	-89,812
<i>-£10,188 drawn down in Phase 1</i>							
Sub Total Income	-62,000	-244,700	-326,400	-363,000	-259,000	-322,212	-1,577,312
Total (c/fwd)	-62,000	-78,782	-150,896	-147,125	-35,502	0	0
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	Total
No of Families Attached - ACTUAL TO DATE	19	65	150				234
No of Families Attached - FORECAST				125	21		146
TOTAL NUMBER OF FAMILIES TO BE ATTACHED BY END OF PROGRAMME							380
Families Claimed (PBR) - ACTUAL TO DATE		24					24
Families Claimed (PBR) - FORECAST			33	110	110	103	356
TOTAL NUMBER OF FAMILIES TO BE CLAIMED (PBR) BY END OF PROGRAMME							380
Operational Delivery forecasting							
Average No. of families being worked with across each financial year			210	302	213	103	
Average No. of families to put forward for PBR each month to achieve targets			3	9	9	9	

Note: The expenditure and income cash flows across years are illustrative and will vary depending on the actual timing of costs and the receipt of grant, most notably the reward element. Any year end over or under spending will need to be dealt with through the normal budget and accounts closedown processes to ensure that over the life of the project, the costs and income align, subject to any variance at the conclusion.