

Cabinet Committee on Performance Improvement

Meeting to be held on 17 January 2013

Electoral Division affected: All

Working Together With Families – Progress and Funding Arrangements

(Appendices A, B, and C refer)

Contacts for further information:

Gail Porter, (01772) 536903, Directorate for Children and Young People,

gail.porter@lancashire.gov.uk

Louise Taylor, (01772) 536126, Directorate for Children and Young People,

louise.taylor@lancashire.gov.uk

Executive Summary

Working Together With Families was introduced as a strategic work programme across Lancashire in August 2011. The approach was tested in 4 district areas (Burnley, Lancaster, Preston and Wyre) over a period of 6 months and demonstrated the added value of using an intensive 'Team Around The Family' approach coordinated by a 'Lead Professional'.

Results from the test areas highlighted a reduction in demand for services (call outs, numbers of professionals working with a family, etc) and improved outcomes (school attendance and attainment, etc). Feedback from the families involved also testified to the benefits of the approach.

Following an approach in December 2011 by the Department of Communities and Local Government Lancashire agreed to participate in the national 'Troubled Families' initiative, a 3-year payment-by-results programme worth up to £8.7m and targeting up to 2,630 families, and work has been ongoing to assimilate the demands of the national programme into Lancashire's Working Together With Families. Results-based payments are attached to three criteria – educational attendance, youth offending and worklessness.

Working Together With Families is now rolling out to all district areas in Lancashire and the purpose of this report is to update the Cabinet Committee on progress and how the financial resources from the national Troubled Families Unit are being used to support the rollout.

Recommendation

The Cabinet Committee on Performance Improvement is asked to:

- (i) note and comment on the progress made on the WTWF programme particularly the improvements for the families already being supported;
- (ii) agree the measures/results and associated targets for the monitoring of future progress;
- (iii) identify any further information required and a timeline for future reporting to this committee.

1. Background and advice

1.1 Working Together With Families (WTWF) was introduced as a strategic work programme across Lancashire in August 2011. Involving partners from across the Children and Young People's Trust (including Police, health, probation, voluntary sector and prisons) the focus was on reducing the number of services working with families thereby reducing the duplication, cost and long term dependence on services. The emphasis was also on securing a cultural shift across partner agencies based on working smarter together, alongside families, doing with and not to, or for, families.

1.2 The WTWF approach was firmly rooted in a strong national evidence base (Family Intervention Projects, Westminster Family Recovery, for example, which highlighted potential cost savings of c£82k per family through reduced service interventions and improved outcomes) and underpinned by the Children and Young People's Trust transforming service delivery strategy of:

- Shared locations
- Shared ownership of the work and responsibility for the families
- Shared information
- Shared pathways
- Shared commissioning and delivery.

WTWF is now one of the key projects forming the Lancashire Improving Futures strategy, jointly sponsored by the Children and Young People's Trust and Lancashire Safeguarding Children Board.

1.3 Initially established within existing financial allocations, the WTWF approach was tested in 4 district areas (Burnley, Lancaster, Preston and Wyre) over a period of 6 months. Local Management Groups, involving service managers from across the public sector, were established in each district area and responsible for overseeing the deployment of an intensive 'Team Around The Family' approach coordinated by a nominated 'Lead Professional' (from within existing services) for up to 10 families in each area. The test areas worked with families already known to services where behaviour or circumstances were complex and/or challenging and where there was the risk of family breakdown; social isolation; anti social behaviour/offending; substance misuse or other poor outcomes.

1.4 Results from the test areas highlighted a reduction in demand for services (call outs, numbers of professionals working with a family, etc) and improved outcomes (school attendance and attainment, etc). In one family there was a 90% reduction in police callouts over a 6 week period (with resultant reductions in housing repairs, domestic abuse incidents and child absences from school). In another 21 agencies were identified as having some involvement with the family and following intervention this was reduced to 7 agencies. A case study is attached at Appendix 'A'.

1.5 Feedback from the families and professionals involved also testified to the benefits of the approach:

- *Things are better now ... Mum isn't as stressed, so doesn't shout at me as much. Police don't come round anymore. Life was horriblelife now is cool at home. A message to the people in the meeting – Thanks. Thank you for being there for me.*
- *“ ...has really benefited the family who don't have to repeat their history to every new professional involved....”*
- *“...the TAF ensured the right agencies were on board and working together in the right way for the family...”*
- *“Having all services around the table means you get a true picture of the situation...There were a few surprises! I feel like I've got a proper handle on this family now.”*
- *“...I've known(family name) for years. They've come such a long way in the last few months working with us like this – mainly small steps but it's making a big difference to them. I'm proud of them...”*

1.6 In December 2011 the Department of Communities and Local Government approached Lancashire and invited them to participate in the national 'Troubled Families' initiative, a 3-year payment-by-results programme worth up to £8.7m and targeting up to 2630 families across the county. The results-based payments are attached to three criteria – educational attendance, youth offending and worklessness. Since then work has been ongoing to assimilate the demands of the national programme in the WTWF rollout to the remaining 8 districts and to establish a programme of funded activities to embed the cultural and systemic changes required to ensure the approach is sustainable beyond March 2015.

1.7 The allocation of additional resource is welcome, however the WTWF programme is not dependent on this money to continue what the Authority and partners set out to do which is to work differently with families to change outcomes before problems evolve and become costly. The additional resource does provide an opportunity to accelerate existing plans to address some of the biggest challenges which are around changing the expectations of workers and of families i.e. of staff doing too much and families letting them.

2. Progress to date - numbers

2.1 The 2630 figure was an **estimate** of the number of families with complex and multiple problems derived from a national survey using data sets related to certain issues¹. Work has been undertaken to identify the **actual** families on the basis of the three criteria set by the Troubled Families Unit: **educational attendance, crime/anti-social behaviour and worklessness**.

2.2 The current numbers of identified families across the districts in Lancashire are at Appendix 'B'.

¹ No parent in the family in work; the family lives in poor quality or overcrowded housing; no parent has a qualification; the mother has mental health problems; at least 1 parent has a longstanding limiting illness, disability or infirmity; the household income is below the poverty line; and the family cannot afford a number of food and clothing items.

2.3 As part of the rollout of WTWF Local Management Groups (LMGs) have been established in the remaining 8 districts in Lancashire. The role of the LMG is:

- To provide leadership and direction regarding the local delivery of WTWF;
- To ensure accountability for the local arrangements, monitoring delivery of the agreed outcomes and ensuring any barriers to progress are addressed;
- To provide an ongoing evaluation of progress and exception reports to the district CYP Trust Board/Executive (and on to the WTWF Governance Group) regarding any barriers to delivery.

2.4 As the LMGs start to become embedded the number of identified lead professionals and families being worked with is increasing - the number currently being worked with, and those where further information is being gathered, are outlined below:

District	No of families with LP and active action plan	No of families - awaiting allocation of LP	No of families – info gathering	No of families – remaining (of estimate)*
Preston	11	12	20	251
West Lancs		11	9	169
Chorley			20	142
South Ribble			15	94
Lancaster	8	42	35	77
Wyre	9			100
Fylde			6	51
Hyndburn			13	386
Ribble Valley		15		42
Burnley	16		18	391
Pendle		32		341
Rossendale			13	281
Total	44	112	149	2325

* families will have some existing service support/interventions in place.

2.5 The information-gathering stage of the process is critical to ensuring we have the full facts regarding family members, issues and risks and, whilst a time consuming exercise (it often involves a manual review of case files), it is proving to be very productive in terms of mapping and rationalising service involvement. It also provides the basis for prioritising which families will be worked with, in a more intensive 'Team Around the Family' way, in the first instance.

2.6 In addition to the above we have a number of families who are being supported by the Dept. of Work and Pensions European Social Fund 'Families Programme', a nationally funded initiative which we have closely aligned with WTWF in Lancashire. We currently have **177** families on the programme with **83** pending. A number of these families feature on the WTWF lists and we are tracking these families to ensure that a) there is no duplication of service; and b) that we understand what interventions are the most effective.

3. Progress to date – targets

3.1 The WTWF programme has a clear outcomes framework which focuses on three strategic aims: a) Increased family resilience and resourcefulness; b) Reduced cost to public sector services; c) Increased confidence by local communities that agencies are tackling troubled families.

3.2 The performance measures associated with these outcomes include a reduction in frontline professionals working with families, a reduction in risk for families (linked to a reduction in referrals to statutory services) and improvements in families' self-assessment of their own circumstances.

3.3 In addition, and to meet the payment by results criteria set out by the Troubled Families Unit, there are the following performance targets:

- Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms;
- A 60% reduction in anti-social behaviour across the family in the last 6 months;
- Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.
- At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the ESF Provision or Work Programme to avoid double-payment);
- If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the ESF provision in the last 6 months).

3.4 The first claim payment related to these criteria, for up to 50 families, is scheduled for the end of January 2013. As part of this claim process we are working to identify the full cost savings for a 10% sample of the WTWF cohort – using nationally-recognised savings calculators the aim is to establish the **actual** (i.e. cost of reduction of number of service/professionals working with a family) and **potential** (i.e. reduced risk of being taken into and therefore care costs averted) savings accrued through the deployment of the WTWF approach.

4. Progress to date - resources

4.1 The Troubled Families Unit has offered funding for up to 85% of the 2630 families (on the assumption that approximately 15% will make progress without targeted interventions). For Lancashire, that equates to 2192 families.

4.2 The funding available is as follows:

Lancashire – funding available (£4,000 per family)						
Year	No of families	Attachment fee (upfront)		Results-based payment (arrears)		Total
2012/13	730	80%	£2,336,000	20%	£ 584,000	£2,920,000

2013/14	731	60%	£1,754,400	40%	£1,169,600	£2,924,000
2014/15	731	40%	£1,169,600	60%	£1,754,400	£2,924,000
Total	2192		£5,260,000		£3,508,000	£8,768,000

4.3 The focus of the WTWF Governance Group, who oversee the funding, is on allocating it towards programmes of work that will **enhance** existing arrangements for family support across services and **embed** the new approaches to working with families. Many of the proposals are being developed on an invest-to-save basis linking the investments to potential reductions in demand for local authority services e.g. referrals to social care, short stay school provision, residential home placements, etc. Current allocations are included at Appendix C.

4.4 Due to the scale of the programme the funding has been broken down in to coordination, delivery and evaluation elements.

- **Coordination** activities include fixed-term staffing resources to oversee the strategic development and practical delivery of the programme. The overall aim is to ensure delivery of the programme requirements and to identify, and resolve, any barriers to delivery (including leadership, information sharing, workforce development, etc).

Allocation: £0.95m

- **Delivery** activities include commissioned services, engagement activities (with young people, housing providers, etc), community capacity development and direct budgets for Lead Professionals. The overall aim is to develop the sustainable service developments to embed WTWF beyond March 2015.

Allocation: £3.43m

- **Evaluation** activities include detailed research on specific cohorts i.e. mothers who have children taken into care and then go on to have other children who are then also taken into care, as well as an overall review of the experience and outcomes for the WTWF families. The overall aim is to capture the learning from the programme and embed this into future service developments.

Allocation: £0.12m

5. Consultations

5.1 The Lancashire Improving Futures strategy and Working Together With Families programme have been approved by both the Lancashire Children's Safeguarding Board and the Lancashire Children and Young People's Trust Board in March 2012.

6. Implications

6.1 This item has the following implications, as indicated:

Financial

The funding for the WTWF programme is managed in accordance with Local Authority financial guidelines and audit requirements. The programme, if effective, has the potential to create significant efficiencies in the way services work together at a district level by:

- Reducing duplication (assessments, interventions, etc)
- Reducing dependence and increasing resilience of families (reduced repeat demands on services, etc)
- Reducing cost (fewer professional working with families, etc)
- Reducing and managing risk (reducing referrals into the social care system, etc)

Risk management

The WTWF programme is overseen by the WTWF Governance Group which includes the Executive Director of Children's Services, Assistant Chief Constable from Lancashire Constabulary, Director for Children's Services from Lancashire Care Foundation Trust and 4 district Chief Executives (Wyre, Preston, Burnley and Lancaster) and is managed in accordance with established project management protocols. There is a risk register which is reviewed and updated at every quarterly meeting and any key risks are escalated to the wider Lancashire Improving Futures Programme Board as appropriate.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Directorate/Tel
-------	------	-------------------------

N/A

Reason for inclusion in Part II, if appropriate

N/A