

Preparing for the Expanded Troubled Families Programme

1. Introduction

The purpose of this report is to update the Board on the closure of the initial Troubled Families Programme and on actions that need to be put in place to ensure that Lancashire is ready should we be accepted onto the Expanded Troubled Families Programme.

2. Recommendations

The Children & Young People's Trust Board are recommended to:

- Note the outcomes from the evaluation of the Working Together with Families Programme and the numbers of families turned round under the Troubled Families Programme.
- Note that agreement is still required from DCLG for Lancashire to be part of the Expanded Troubled Families Programme
- Endorse the work being undertaken to ensure that Lancashire is ready to participate in the Expanded Programme and the need for commitments from a broad range of partners to both service delivery and data sharing and analysis to ensure the successful delivery of national requirements.

3. Lessons learned from Working Together with Families

Lancashire commissioned an independent evaluation of the Working Together with Families (WTwF) programme. In addition to the evidence from the outcomes recorded in the Troubled Families claim, the evaluation highlighted the progress made by WTwF in:

- Providing an opportunity for front line staff to embrace a LP role
- Changing the culture of whole family working and 'one worker and one plan' across the workforce
- Helping to ensure that whole family working will be sustainable after the TF programme has ended
- Devolving management structures to meet local needs
- Helping to reach large numbers of families across Lancashire.
- Championing a strengths-based approach
- Demonstrating a commitment to the ethos of whole family working
- Working more effectively with families by getting to the roots of their problems
- Building LP expertise through an expansive training programme
- Setting in place a clear programme of auditing and supervision
- Developing a strong culture of partnership working, supported by an effective district panel process

- Enabling workers to raise employment and training issues more easily with families; and,
- Achieving positive outcomes for many families

The report also highlighted some "key practice challenges" which will be important to address going forward:

- **Risks associated of moving away from a dedicated team approach** - the evidence from the national evaluation suggests that it may be harder to deliver a consistent approach to whole family working and to quality assure practice.
- **One family one worker one plan** - The previous evidence from family intervention practice highlights the importance of having one key contact with a clear responsibility for the family who has a relatively small case load so they have the time and resources to work intensively with a family.
- **Quality assuring practice** - In view of the complexity of the families LPs are working with and their proximity to child protection issues there is a real need for a consistent and robust training pathway that is regularly updated and reviewed.
- **Asset based approaches** - A key commitment underlying WTWF is to embed an asset or strengths based approach to working with families to help them increase their resilience and resourcefulness, and reduce their risk and dependency.
- **Identifying and working with families with different levels of need** - A real challenge that Lancashire shares with other LAs is how to identify and work effectively and efficiently with families with differing levels of need.
- **Commissions** - Whilst there is useful early learning emerging from these commissions it is rather too soon to be judging how well they are operating.

Now that WTWF and the first phase of the Troubled Families programme have reached their conclusions, the County Council is finalising a review report which will be circulated to Board members in due course.

4. **Outcomes from the Troubled Families Programme 2012-15**

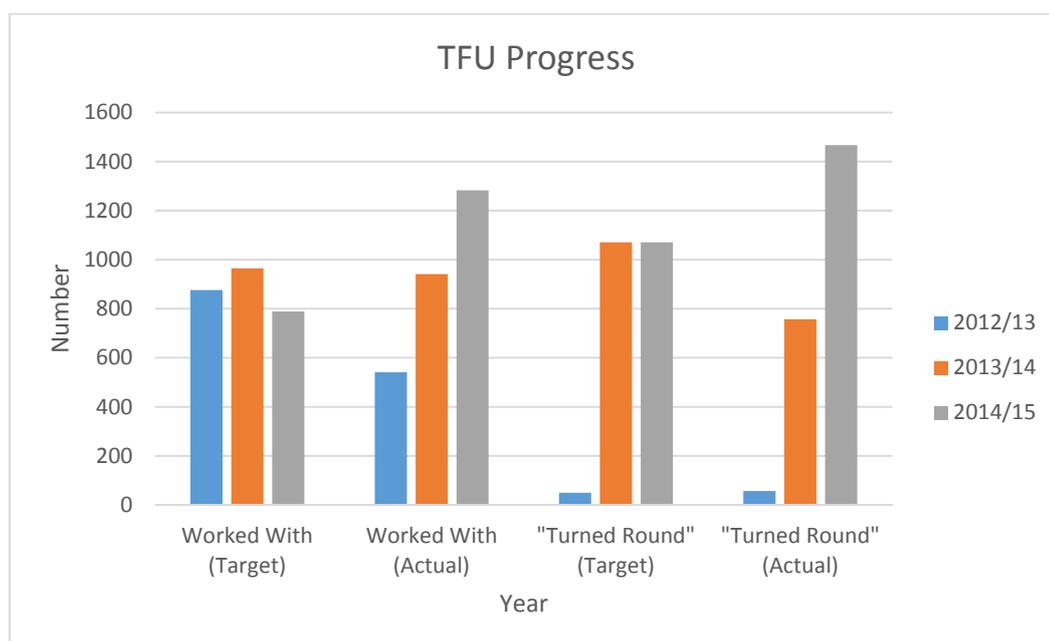
Following discussions with the Department of Communities and Local Government, Lancashire agreed to participate in the national 'Troubled Families' initiative, a 3 year payment-by-results programme targeting 2,630 Lancashire families who were identified as being eligible by meeting at least 2 of 3 national criteria relating to educational attendance, crime/anti-social behaviour and worklessness plus 1 local criterion selected from a range of issues including domestic abuse, CIN/CP, substance misuse, mental health, etc. From April 2012 the Troubled Families Unit (TFU) targets and outcome measures were assimilated into Lancashire's WTWF approach.

Following the discussions with DCLG about the phasing of the targets, in March 2012, the WTWF Governance Group agreed to set the following targets for the Lancashire programme:

Financial Year	Worked With (Target)	"Turned Round" (Target)
2012/13	876	50
2013/14	965	1071
2014/15	789	1071
Total	2630	2192

It has subsequently become clear that there is not a shared understanding with DCLG of the "Turned Round" Targets and the national expectation is for all 2630 worked with families to be "Turned Round" within the three year programme.

The graph below illustrates the progress since April 2012.



The graph clearly illustrates the rapid acceleration in progress particularly in the final year of the programme and is now running at a level significantly above that required annually to deliver the three year target.

The graph also illustrates the extent to which progress in the final year of the programme has exceeded the annual targets. In the final year of the current programme, Lancashire "worked with" over 1200 families (49%) of its target for the three year programme and "turn rounded" in excess of 1400 in the year, almost 50% greater than either of the previous years and 37% more than the target for the year, illustrating the success in embedding the approach in mainstream services.

Overall the programme in its three years, has delivered the commitments made by the Governance Group at the outset:

- To work with at least 2630 families
- To turn round at least 2,192 families, and
- That more families would be included in the programme in each successive year.

5. Requirements of the Expanded Troubled Families Programme National Framework

The programme is designed for families with multiple problems who will benefit from an integrated and whole family support approach. The priority is to focus on families where at least two of the programme's six headline problems are found. The headline areas are:

- Parents or children who are involved in crime or antisocial behaviour
- Children who have not been attending school regularly
- Children who need help (including Children in Need and Children subject to a Child Protection Plan)
- Adults out of work, or at risk of financial exclusion or young people at risk of worklessness
- Families affected by domestic violence and abuse
- Parents and children with a range of health problems

These criteria are significantly broader than in the current programme and will require a broader range of partners if they are to be successfully addressed. For example the indicators under the first headline include a number where probation providers would traditionally be the lead agency; and clearly the final headline covers a range of responsibilities traditionally met through Community Health providers particularly those focussed on support for Adults.

There is also a strong alignment between the national focus and the priorities agreed locally for the Wellbeing, Prevention and Early Help Service which are:

- safeguarding the vulnerable,
- improving health,
- supporting family life,
- enabling learning,
- preparing for work and
- reducing crime.

This alignment will help support the stated intention of the national programme to ensure that this approach is part of mainstream service delivery.

Participation in the programme requires commitment to a number of data returns to national government, including Family Progress Data; participation in the national evaluation and impact study and completion of the cost savings calculator. This is a higher level of expectation than in the current programme.

As with the original programme, grant funding by way of an attachment fee and performance reward grant will be available based on the number of families engaged with the programme. In addition DCLG will provide a Service Transformation Grant to lead local authorities to support the additional data analysis and reporting requirements from participation in the expanded programme.

It is worth noting that at this point the funding is only guaranteed for 2015/16 pending the next spending review.

Numbers of Families

DCLG have proposed that Lancashire's share of the 400,000 families nationally for the Expanded Troubled Families Programme would be 8,660 over the five years. This is the equivalent of almost double the number of families to be worked with and turned round each year in the initial programme. Given the delays in entering the Expanded Programme, negotiations remain to be held with the national team regarding targets for year 1 but it is likely that a target of around 1000 – 1100 families worked with will be set for the remainder of 2015/16.

Troubled Families Outcomes Plan

The financial framework for the expanded programme identifies 30 indicators of the existence of one of the 6 headline problems. The requirement is that these indicators are used both to confirm a family's eligibility for the programme and to monitor progress towards sustained and successful outcomes. These indicators will then form part of the Troubled Families Outcome Plan (TFOP) agreed with the family as part of their inclusion in the programme.

Lancashire has developed a Wellbeing, Prevention and Early Help Outcomes Framework which incorporates outcomes from key national programmes including the Healthy Child Programme, Family Nurse Partnership Programme, and OFSTED Inspection Framework. The TFOP will sit well within this wider strategic framework.

Lancashire has a family CAF (Common Assessment Framework) which was developed as part of the Working Together with Families programme. This has been accepted as the assessment tool by all partners and should (with some minor adjustments) form the comprehensive family action plan required under the expanded programme. Similar adjustments will be required to our Children in Need (CIN) and Child Protection Plans to ensure that they equally record the relevant targets and we avoid creating a separate bureaucratic process for the Troubled Families programme.

6. Key issues for the Lancashire Partnership

The expanded programme presents two key areas of challenge for Lancashire.

Firstly in terms of service delivery, the broader scope of the programme will require active engagement from a range of services who whilst part of the WTWF programme were not central to the focus of the Troubled Families programme, which was very much focussed on, Education, Crime and Worklessness. Key amongst these will be services supporting improvements in Health, supporting victims of Domestic Abuse, and working with those at risk of financial exclusion and a broader definition of worklessness. There is also a much stronger focus in these areas of service working with the adults in the family. If Lancashire is to be successful in meeting the targets

Secondly, there is a need for significant improvements in our arrangements for the sharing, analysis and reporting of data. On one level the introduction of the flexibility to agree appropriate outcomes for each family through the Troubled Families Outcome Plan is a benefit. However, it includes an obligation to be able to clearly identify and evidence sustained improvements across a range of needs. This is reinforced by the requirements for returns to the national programme which are more extensive than in the initial programme and are clearly mandatory for their completion.

Work is underway to develop the Troubled Families Outcomes plan for Lancashire, building on existing outcome plans (the CAF and CiN plans) and partner agencies are being consulted on this as it will set the measures for which we will be able to claim for the families worked with. Therefore it is important that partners fully participate in this so that the outcomes are realistic and manageable to be able to achieve them.

There is a requirement to be able to provide a lot of data to support ongoing national monitoring. This is being discussed with partners individually in more detail, particularly in areas such as Health and Housing where data was not required in the same way under the initial programme. Work is underway to establish a single system that can be used to store, analyse and report on all the required datasets.

The Information Governance of the current programme has been subject to a number of challenges around issues of consent and data sharing. Because the expanded programme, requires Authorities to provide identifiable family data to DCLG as part of the national impact study, these issues will need to be revisited. The current approach to consent and data sharing is based on the existing Level 2 Information Sharing Agreements between public sector bodies in Lancashire and does not include sharing information other than with local service delivery partners. It will also reinforce the important of the explicit recording of consent by the lead professional as part of the plan for each family.

7. Conclusions

Significant work has been undertaken in Lancashire over the last three years, to establish robust Early Help arrangements across all partners, particularly through the Lancashire Improving Futures programme and the Working Together with Families programme. The delivery of these change programmes with the extensive work across the partnership to:

- develop and implement a family based Common Assessment Framework,
- develop and embed the lead professional approach to working with families and the associated training of staff in all agencies and
- to test new ways of working through time limited project based commissions

means that our service approach provides a strong basis for the delivery of the broader scope of the Expanded Troubled Families Programme.

If we are to be successful in delivering and evidencing the outcomes required as part of the national programme, it will be essential that all partners working with family members (both adults and children) fully engage with the programme requirements. It will also be crucial that the key issues around the proper collection, sharing, analysis and recording of data is properly addressed.

The oversight of the Trust Board in the Governance of the programme will be crucial to this

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