

YorOK Board - Troubled Families Report October 2014

This report provides a brief overview of the implementation and progress made to date in Phase 1 of the programme, lessons learned and an overview of the newly announced Phase 2 of the programme.

Phase 1

The Government target for York was to identify, work with and turn around **315 families over 3 years** using the following identification headlines;

- are involved in youth crime or anti-social behaviour
- have children who are regularly truanting or not in school
- have an adult on out of work benefits

To be eligible to enter Phase 1 of the programme, families had to meet two or three of the criteria, filtered for involvement in the programme using local discretion filters.

A **maximum payment of up to £4,000** is possible for each family 'turned around' by the programme through **upfront payments** for families attaching to the programme and **'payment by results' (PbR) payments only made for 5/6ths** of the cohort on reaching the required success criteria.

To reduce the stigma of the Troubled Families programme it is **known locally as the Family Focus Programme.**

The national model advocates these families benefit from:

- **a whole family approach**, in a way which recognises that individuals interact and influence each other rather than viewing them as individuals with problems in isolation
- **a dedicated worker is working with each family**
- building a **persistent, yet trusting relationship** with the family in order to be able to challenge them to make the changes needed.
- the identification of the underlying problems through an effective **whole family assessment** process
- **a whole family plan**, developed in partnership with the family and other agencies, drawing in necessary services in a co-ordinated way and **regularly reviewed** in partnership with **the family and Team Around the Family.**
- **a tailored package of support** to underpin the agreed family plan
- **a robust exit plan** providing an on going support package.

Family Monitoring Data for 10% of the families is ongoing to provide information about their profile and their problems on entry to the programme, at the point of a payment by results claim and on exiting the programme. This involves gathering a significant amount of information in relation to each family.

YorOK Board - Troubled Families Report October 2014

Local Implementation:

April 2012 - Phase 1 commenced **with** Linda Murphy nominated by the DCS as **TF Co-ordinator** and a **Troubled Families Partnership Board** was convened. A **pilot team** began work in the **west of the city**, staffed by Catalyst (FIP) Keyworkers and Parent Support Advisors.

January 2013 - **3 locality teams** had been formed, known as the **Integrated Family Service (IFS)**, through the amalgamation of the Catalyst (FIP), Parent Support Advisors and Family Support Workers. The work of the teams included whole family direct work with families at early intervention and statutory threshold levels of need in addition to the co-ordination and direct work with families identified for inclusion in the Troubled Families Programme.

November 2013 - a review, to ensure the right help was being given to the right child at the right time, identified that CSC required further dedicated capacity to meet the needs of families meeting statutory thresholds and that the LA **required a clear focus on the Troubled Families** programme. **IFS** was struggling to meet needs across their very broad remit. This led to **interim arrangements to the IFS** being put in place.

January 2014 the interim arrangements went live;

- 3 locality teams became a **'Child in Need' Service**, targeting those families who meet statutory thresholds and whom without additional help and support are children at risk of becoming looked after or are in need of safeguarding. This service is currently managed by Mark Mirfin and has moved from Prevention and Early Intervention to CSC within Prevention and Early Intervention in Children's Specialist Services under Dot Evans.
- Troubled Families arrangements were strengthened by the introduction of a small stand alone **Family Focus Service** to ensure we maximise the impact and income generation of our troubled families initiative in York. This has ensured better identification, support and tracking of outcomes for those children, young people and families who fit the nationally specified profile and increased income from the payment by results scheme. The team also undertakes **direct work with families at level 2 of need** who have multiple and complex needs, but who do not require a statutory intervention and **indirect work supports any practitioners** working with families who are part of the programme. This forms a strong response to support the city's **Early Help Strategy**. This service is currently managed by Linda Murphy within Prevention and Early Intervention in Children's Specialist Services under Judy Kent.

The Family Focus Team (interim staffing arrangements):

- 1 FTE Service Manager/Troubled Families Co-ordinator
- 1 FTE Senior Practitioner
- 4 FTE Practitioners
- 0.8 FTE Senior Analyst
- 0.5 FTE Health Professional
- 0.5 FTE Administrator

YorOK Board - Troubled Families Report October 2014

Progress To Date;

- **100%** of the families have been **identified** (315)
- **89%** of the families have **achieved PbR success (October 2014)**

(Please **see Annexe A** for full progress information).

Data input, from multiple agencies, is pivotal to the identification of families meeting the criteria, monitoring the programme's work and evidencing a change and payment by results (PBR); evidence must be robust to pass regular internal and external audits and avoid fraudulent activity. The recent **appointment of a Senior Analyst** within the new Business Intelligence Hub, ensures core data is more accurate, the processes are clear and the financial claims are robust. The programme can now build on this foundation to monitor and report on families, providing the evidence for powerful cost benefit analysis.

National and local evaluation is a requirement and has involved:

- **National Family Monitoring Data** being collected and submitted for **10%** of the cohort **at start** of intervention, at **PbR** and **end of family intervention**.
- **Local evaluation by York University** to gain the **perspective of families** involved in the programme in York. This will be available late autumn.

Excellent partnership working has been developed across a range of agencies;

- **Data sharing** for the purpose of the identification and tracking of Phase 1 Troubled Families in York has been agreed, meets requirements and is now managed by the Senior Analyst
- Job Centre Plus, Danesgate and some schools now have an identified **Single Point of Contact** for the Family Focus Programme, which allows for discussion relating to the progress of specific families.
- Professionals working in Danesgate, Pastoral Teams in Schools, Ethnic Minority Service, Children's Centres and Youth Offending Team are using or are beginning to adopt a **whole family approach**, which allows for the family strengths and needs of **all individuals in a family** to be identified clearly and a **whole family plan** to be agreed, with timely input from partners, **working alongside a family**.
- The **Parent Mentoring** Co-ordinator has supported mentors who have supported a few identified families and will align well in Phase 2.

The Family Focus Wheel is a new family friendly **assessment & review tool**, developed by the FF Team. The tool helps identify **family strengths** and **issues** that the family need support with. The wheel is used promote discussion with family members about **all areas of their life**, provides useful prompts for practitioners and visually highlights areas for change and where progress is being made.

Important lessons learned and what has worked well in Phase 1:

1. **Data Support needs sufficient capacity to resource with the right level of skills:**

The complexity of joining multiple datasets from numerous agencies in various formats necessitates professional and highly skilled data analysis; the skills required stretch from detailed technical database and data manipulation expertise to brokering strong data partnerships. In Phase 1, data support was under-resourced which threatened successful PBR claims, led to inefficiency, created the potential for unintentional fraud and degraded the quality of the programme's data to the point that reporting was inaccurate and misleading.

2. **Family Monitoring Data (see Annex B) requires improved processes, systems and capacity to manage this as it grows:**

To date this has had to be a manual collection process by the Family Focus Team to provide information on 48 outcome measures for a minimum of 10% of the cohort i.e. 32 families the evaluation submission. This was time consuming and not achievable by this method in Phase 2, when this may increase to 100% of families in 2015/16.

3. **Cost Benefit Analysis (CBA) is powerful and requires skilled technical resources and information collection to complete efficiently:**

National research estimates the programme achieves average cost savings of £75k per family. Locally, CBA of a small random sample of 7 families, who were worked with holistically, highlighted between £3k and £424k net cost savings per family.

4. **Audits are robust, requiring clear evidence of why families were identified, who worked with a family and why PbR was claimed:**

***Internal audits**, prior to each PbR submission, have been completed by Veritau. This highlighted that the early manual process for smaller numbers was not sustainable as the cohort became larger. Acting on the advice given and with the support and skills of the new Senior Analyst the process has been amended and approved with Veritau, our internal auditors prior to the last PbR claim.*

***National Spotchecks** are undertaken on a random sample of families claimed for, requiring evidence re identification and success measures against each family member.*

5. **Relationship building is key to engagement and success, but approaches to achieve this are not always a fundamental element of intervention:**

Time and skills to build trusting relationships with families is key, not only engagement and retention, but to the identification of all issues for the family and often the undisclosed or unaddressed root cause(s) of these. Families who are seen as 'hard to engage' engage well with the non-statutory whole family model.

6. The Workforce often lacks confidence in undertaking a lead practitioner role for families identified as meeting the TF criteria. Mentoring and support from the Family Focus Team has increased confidence and skills

Some services do not feel Troubled Families is their business and there is an expectation that all families meeting the criteria need to be case held and directly worked with by the FF team and closed to their services. This is not possible and has caused tensions and anxieties at times, with many lead practitioners feeling they are being asked to do more for less, with less resource and an inability to see themselves as the ‘conductors of a bigger orchestra’ and feeling they are expected to have skills to work with all the presenting issues and be a ‘Jack of all Trades’. Family Focus has been able to offer mentoring through an indirect model of working to support lead practitioners on a practical level, giving them confidence in leading Troubled Families cases. Some are now using the new Family Focus Wheel to support assessments & reviews.

7. Having a ‘Health Professional’ located within the team

This has allowed for the development and improvement of pathways to health, swift assessments of health needs for a whole family, whole family health plans, case advice re health and has ensured every Troubled Family is registered with and attends appointments with a GP and Dentist.

8. Access to a small ‘Families Budget’

Provides essential resources to support a family getting ‘off the ground’ – mobile phone credit making them contactable, bus ticket to attend initial key appointments, electricity key top up.

9. Working effectively with the Community & Voluntary Sector

i.e. Foodbanks (food parcels), CAB (debt advice), Besom (painting, decorating, furnishings), Community Warehouse (affordable furniture & white goods), Kyra (women’s counselling, stress management, confidence building)

10. The use of rewards and sanctions is powerful

A suite of sanctions which can be used with families who are the most reluctant to engage and change coupled with small family rewards when families make good progress – some offered for free by partners i.e. Leisure Centres, Cinemas.

11. Robust exit planning supports the sustainability of progress made by a family

Families need ‘a safety net’, which may be the ongoing support from one or two universal agencies, a volunteer mentor/buddy, newly formed circle of interdependence in their community or may simply require information available about who they should contact if issues arise, whether these are old or new issues.

12. Families with multiple & complex needs, who are referred to parenting group work programmes are unable to put the theory learned into practice.

YorOK Board - Troubled Families Report October 2014

Many of the parents worked with by the Family Focus Team had previously attended one or more parenting programme, yet they had been unable to put the strategies learned into practice in the home. One to one support in the home to develop routines, set boundaries suited to ages and stages of development and manage children's behaviours appropriately has seen parents become more confident, in control of their lives and able to keep their children safe and state family life is happier.

13. A high percentage of Troubled Families not registered with a GP and/or Dentist.

High levels of family members had unmet health needs and dental caries. A holistic family assessment coupled with advice and support from the Health Professional has resulted in every family being registered with a doctor and dentist and attending appointments. This has contributed to 81.2% of children in York attending the dentist in the last 2 years compared to 69.2% nationally and an increase in the number of adults also.

14. With a dedicated worker, one family plan and frequent support many families are able to make good progress and make changes –

I see myself as unattractive inside and out.
I feel a failure at being a parent.
I feel I am getting switched off to emotions as every event/situation in my life is a bad one.
I see myself as always looking back and never to the possibilities of positive in the future.

(May 2014)

more positive on the house front as got one now.

more positive in general and realise that things take time to take effect and need to work at it.

I can take control of my life now and am beginning to manage my children alot better.

(September 2014)

Comments from Children & Young People

"Since we have worked with Family Focus we are not arguing as much at home and I am back at school."

"We have more good times than bad now, so that's a good thing"

"I'm getting to do stuff with my family, like swimming and going places on the bus."

"Our Family Focus worker was more understanding. If it wasn't for her I wouldn't be here now.....I'd probably be in jail or something."

Phase 2: Extension of the National Programme

Government are expanding the Troubled Families Programme for **a further five years** from 2015/16 to reach an additional **400,000 families** across England. This takes the work to a significantly greater scale, aiming to transform local public services and reduce costs for the long-term.

The highest performing LAs (those that have ‘turned around’ the lives of the most families in phase 1 of the Programme) will start delivery of the expanded Troubled Families Programme early – during 2014/15. **Fifty-one areas will be part of the first wave of ‘early starter’ areas**, starting immediately. **York qualifies and is potentially an early starter in the second wave to commence in January 2015.**

An **Interim Financial Framework** outlines the expanded programme for early start areas, who will work with DCLG’s Troubled Families Team on the detail over the coming months to refine and improve the guidance and support for the programme going forwards.

An overview of the differences between Phases 1 and 2 are illustrated on the following two pages.

YorOK Board - Troubled Families Report October 2014

Overview of differences Phase 1 and 2 (highlighted in bold)

PHASE 1	PHASE 2
National Requirements	
3year programme Identified TF Co-ordinator Governance arrangements Number of families = 315 Evaluation – national and local Quarterly progress reporting & prediction 10% Family Monitoring Data National spotchecks	5 year expansion Early Starter LAs – In Phase 1 those with more than 65%+ turned July 2014 or over 75% Oct 14. Identified TF Co-ordinator Governance arrangements Number of families = 945 to 1,260 Evaluation – national and local Quarterly progress reporting & prediction New Family Progress Data System – expectation to increase up to 100% National spotchecks Use of TF Cost Savings Calculator
Financial	
£75k TF Co-ordination Grant £4,000 max per family in upfront payments + PbR Pre claim internal audits Quarterly PbR claims via Logasnet Cost Benefit Analysis (optional) No funds have been withheld or clawed back	£150k TF Co-ordination Grant £1,800 max per family in upfront payments + PbR (£1k upfront + £800 PbR) New online TF Cost Savings Calculator (mandatory) to be completed in the first instance for; <ol style="list-style-type: none"> 1) Random sample of Phase 1 families (2014/15) 2) A further random sample of 25% of Phase 2 families (2014/15)
Headlines for the Identification of families	
<ol style="list-style-type: none"> 1) Involved in youth crime or anti-social behaviour 2) Children who are regularly truanting or not in school 3) An adult on out of work benefits 4) Use of local filter 	<ol style="list-style-type: none"> 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. 4) Adults out of work or at risk of financial exclusion and young people at risk of worklessness. 5) Families affected by domestic

YorOK Board - Troubled Families Report October 2014

	<p style="text-align: center;">violence and abuse. 6) Parents and children with a range of health problems.</p> <p style="text-align: center;">+ higher level of local discretion</p>
<p>Basket of Indicators</p>	
<p>Families required to meet a minimum of 2 of the criteria. These were provided nationally and are also included in Phase 2</p>	<p>Families will be required to meet at least 2 of the new criteria (see Annex C) and <u>not be families that are likely to achieve significant and sustained progress without the need for targeted intervention from a service.</u></p> <p><i>(N.B. - Whilst headline problems are unlikely to change, the indicators are designed to be flexible and may be updated over the course of the Programme's five year life)</i></p>
<p>PbR Success</p>	
<p>£700 for each family where:</p> <ul style="list-style-type: none"> • Each child has had fewer than 3 fixed exclusions + less than 15% of unauthorised absences in the last 3 school terms; and • A 60% reduction in anti-social behaviour across the family in the last 6 months; and • Offending rate by all minors in the family reduced by at least a 33% in the last 6 months. <p>An additional £100</p> <ul style="list-style-type: none"> • 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). <p>OR</p> <p>A full £800 if at least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months, regardless of crime /education outcomes (and is not on the ESF Provision or Work Programme to avoid double-payment).</p>	<p>No prescribed measures, but a Local Outcomes Plan agreed by partners should set out the following:</p> <ol style="list-style-type: none"> 1. what a significantly improved outcome is for all of six headline family problems covered by the programme, 2. what will be measured to establish that this outcome has been achieved, and 3. the timeframes against which the sustainability of these outcomes will be measured. <p>PbR can only be claimed when a family has:</p> <ol style="list-style-type: none"> 1. Achieved sustained and significant progress, compared with all the family's problems at the start of the intervention. <p>OR</p> <ol style="list-style-type: none"> 2. An adult in the family has moved off benefits and into continuous employment.

What would support the successful implementation of Phase 2?

Strategic Level:

- **Make it Everybody's Business** – strategic approach for all agencies and council departments in identify how they can contribute or work differently to support Troubled Families, everybody has a role to play.
- **Whole system approach** – having a system or systems which allow for a whole family unit/household view, ideally a live view would facilitate families being tracked for PbR and other outcomes/reporting purposes.
- **Dissemination of 'what has worked' with Troubled Families in Phase 1**- act on the learning and highlight good practice.
- **Spread the word about Phase 2** – publicise the Family Focus programme and adopted model to all partners through early briefings, meetings, events and inclusion in appropriate publications.
- **Outcomes Plan Measures** - agree the measures for significant and sustained progress with relevant partners across the city.
- **Process for the prioritisation of families for the programme** - which families will be prioritised for the programme to ensure the required range of families are involved and we meet local need.
- **Information Sharing Agreements** – to support the effective and safe use of data
- **Family Monitoring Data and Cost Benefit Analysis** – support from partners to achieve the completion of these required tasks.
- **A Suite of Sanctions** – used in an agreed and timely manner to support engagement.
- **Case studies** – completed by lead practitioners illustrating their work with families on the programme and used to highlight further good practice in developing the approach to whole family working and working together.

Operational Level:

- **Data conduit** – effective communication between Family Focus Programme and the lead practitioners re families identified for the programme.
- **Identify a Single Point of Contact** in all relevant agencies to allow for discussion re identified families and to disseminate new information to. (see Annex D)
- **Varied expertise to meet families needs** – co-ordinated and delivered in a timely manner.
- **Training** – to support improved integrated whole family approach, quality of holistic whole family assessments, SMART whole family action plans incorporating targets relevant to TF outcomes.
- **Supervision for those working with families** – to support standards, practise & quality of direct/indirect case work and partnership working.

YorOK Board - Troubled Families Report October 2014

- **Peer supervision models** – to support workers when they feel a TF is ‘stuck’ and alternative approaches or other services need considering.
- **Increase confidence in the workforce** - through practical ‘hands on’ mentoring around assessment, planning, reviewing, exit strategies, case studies etc. Building confidence and willingness to become the skilled *‘the conductor of the orchestra’* for a family.
- **Intensive direct case work**
 - Ensure capacity for intensive family work at top of level 2/Early Help with families identified with multiple and more complex needs, not meeting statutory thresholds and where no other service is involved or a service is unable to undertake intensity of work required.
 - Review how families with a Social Worker on a child protection plan access intensive support, is this solely through time limited intervention from Child in Need Teams
- **Brokering** – of whole family lead practitioners in conjunction with The Children’s Advice Team, developing across Adult Services.

Linda Murphy, Family Focus Manager

November 2014

Contact details: Family Focus Team, Children’s Trust Unit, Family Focus Office, c/o The Avenues, Sixth Avenue, York, YO31 0UT. t: 01904 555900; e: linda.murphy@york.gov.uk

Annex A – Phase 1 Progress

Annex B – Family Monitoring Data

Annex C – Phase 2 Indicators

Annex D – Single Points of Contact in other teams/agencies