

DUDLEY HEALTH AND WELLBEING BOARD

REPORT SUMMARY SHEET

Agenda Item No 7

DATE	30 September 2014
TITLE OF REPORT	Troubled Families Programme
Organisation and Author	Children's Services Pauline Sharratt – Interim Director of Children's Services
Purpose of the report	To update colleagues on the experience of the first phase of the Troubled Families Programme and the context for phase two
Key points to note	<p>Dudley has been accepted as an early adopter phase 2.</p> <p>Some suggested issues for the Health and Wellbeing Board to consider are:</p> <ul style="list-style-type: none"> - The challenge of scaling up and redesign. - Requires cross council, cross directorate and partner planning and management. - Cross agency/partner/directorate commissioning based on the Payments by Results (PbR) targets for Troubled Families Phase 2. - Ongoing commissioning which is influenced by cost calculator evidence of intervention efficacy. - Cross directorate and partner organisation and management of targeted Troubled Family interventions. - Joint planning for best use of Phase 2 funding and Payment by Results (PbR) flows. - Agree structure of data flows from partners, agencies and directorates linking to a central Troubled Families data function.
Recommendations for the Board	<ul style="list-style-type: none"> - The need to ensure cross directorate and partner commitment to the re-design of services and joint Troubled Families phase 2 planning

	<ul style="list-style-type: none">- The importance of reviewing joint commissioning and de-commissioning and for the flow of data and information to a central coordination ready to feed into the cost calculator
Item type	Information and discussion
H&WB strategy priority area	Services to children and families

DUDLEY HEALTH AND WELLBEING BOARD

30 SEPTEMBER 2014

REPORT OF INTERIM DIRECTOR OF CHILDREN'S SERVICES

TROUBLED FAMILIES PROGRAMME

HEALTH AND WELLBEING STRATEGY PRIORITY

1. This programme has the potential to meet all of the health and wellbeing strategies as it addresses inter-generational needs within families and promotes resilience and self support for families to reduce reliance on high cost interventions.

PURPOSE OF REPORT

2. To update Health and Wellbeing Board on the experience of the first phase of the troubled families programme and the context for phase two.

BACKGROUND

3. Phase One of the Troubled Families Programme – 2012/2015

The current Troubled Families Programme set up in 2012 has led the way for the first systematic identification of families with multiple problems across England. It was established by the Department for Communities and Local Government (DCLG) recognising the drain on the public purse of a small number of families with multiple problems who required high cost interventions across a range of indicators.

The first phase was not an open referral programme and access to the service was defined by specific criteria:

- A family member not in employment
- Children not regularly attending school
- Families engaging in crime and anti social behaviour

In addition, Dudley was able to identify a fourth local criteria which was determined as children on the edge of care. The target group in Dudley was identified through these criteria as having 740 families eligible for the programme between 2012 and 2015.

A team of multi-agency key workers was established including children social care, police, job centre plus, housing and Barnardos, with strong links to the Youth Offending Service, Probation, Education Investigation Service, Fire Service, Public Health and health providers and commissioners.

The working model was based on one key worker per family co-ordinating the range of specialist support required and intervening directly on an intensive basis with the family. The programme has already “turned around” 63% of the families against the success criteria and has received payment by results of around £0.5m. The success of the programme is down to the inter-relationships and dedication of the key workers providing assertive practical support to families. The co-location of the workers has facilitated good information exchange and the support from data analysts has been invaluable in achieving the payment by results and required data submissions to the DCLG.

4. Phase 2 of the Troubled Families Programme – 2015/2020

The expanded Troubled Families Programme will retain the current programme’s focus on families with multiple high cost problems and continue to include families affected by poor school attendance, youth crime, anti social behaviour and unemployment. However, it will also reach out to families with a broader range of problems including those affected by domestic violence and abuse with younger children who need help and a range of physical and mental health problems.

The formula for identifying families allows for a level of discretion and local authorities must be satisfied that the programme’s resources are being used for families who will most benefit from an integrated whole family approach to their problems and the highest cost families are being prioritised for support. For Dudley we will need to scale up the programme by a factor of 3 to meet the needs of approximately 2,500 families. This will require a radical public service transformation and systems change to ensure we maximise capacity to deliver the programme.

The key implications of this second phase are:

- Reduce number of services circling around families.
- Whole family approach from public services.
- Universal services more attuned to needs of troubled families.
- Ensure data sharing not a barrier.
- Demonstrate ways of working that result in lower costs and savings.
- Use cost savings calculator to drive evidenced based commissioning and de-commissioning.

FINANCE

5. A significant new development of the second phase is the introduction of a cost/savings calculator:
 - To tell the story in fiscal terms to influence local commissioning, de-commissioning, and integrated local authority and partner budgets – with integrated management structures.
 - To drive public sector reform and a deeper understanding of cost account.
 - A picture of evidence to drive local and national policy.
 - Identify cost savings to drive service transformation.
 - The Phase 2 funding is expected to be around £2K per family plus annual co-ordination funding. Payment by results will also be a feature of the programme.
 - In return DCLG will wish to see increased investments in and expectation of local co-ordination, analysis and oversight across partner agencies.
 - There is also an attachment fee for early starters in this financial year. The exact details are yet to be determined.

LAW

6. The 2000 Local Government Act places a duty on local councils to promote the well-being of their communities.

EQUALITY IMPACT

7. The Troubled Families Programme is designed to offer targeted support to the most vulnerable families who meet the specific criteria outlined by the Department for Communities and Local Government.

RECOMMENDATIONS

8. Dudley has been selected to be an early adopter of the phase 2 programme as we have met the thresholds for phase 1 of turning around over 50% of phase 1 families and working with 90% of phase 1 families by the end of June 2014. The early adopter programme commenced in September 2014.
9. The Health and Wellbeing Board is asked to consider:

- The need to ensure cross directorate and partner commitment to the re-design of services and joint Troubled Families phase 2 planning
- The importance of reviewing joint commissioning and de-commissioning and for the flow of data and information to a central coordination ready to feed into the cost calculator
- The need to review future links to the Troubled Families phase 2 programmes in order to ensure the best fit with the corporate restructure
- The council commitment to be an early adopter of Phase 2
- The appropriate process to engage with elected members with regard to Troubled Families Phase 2



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