Aspirational Lambeth Families - Troubled Families Programme

All wards

Report authorised by: Executive Director, Children and Young People’s Service: Debbie Jones

Executive summary

In December 2011 central government instigated a new initiative which is designed to address the complex issues facing families who have been identified as ‘troubled’. The ‘Troubled Families’ initiative is designed to ‘turn around’ families where members either experience poor school attendance; are involved in crime or anti-social behaviour or where families are workless.

The Families Team in the Department of Communities and Local Government (DCLG) calculated that there are 1080 “Troubled Families “in Lambeth who meet above the three criteria. In addition, Lambeth has identified a number of local criteria – known as the local filters. The addition of these will enable the programme to support families with the following; mental health, those who experience substance misuse, families where there is evidence of domestic violence and those with experience of teenage parenthood.

The funding provided to the borough is specifically to identify the borough’s 1080 troubled families, to agree with them their specific issues that need to be addressed to ‘turn them around’. Each family will be supported by the provision of services and the commissioning of interventions to meet their needs. The programme is a three year programme.

Aspirational Lambeth Families (ALF) is Lambeth’s approach to the government’s Troubled Families initiative. Last year we identified 460 families and worked with 360 families, achieving our 30% target. This year we expect to identify up to 900 families and work with 540 of them. We are currently undertaking the identification process to agree which 540 families the programme will support in its second year.
Summary of financial implications

The Government provides an attachment fee for each family that is identified by the Local Authority as part of the programme. Payment is made in each financial year and is a mixture of an attachment fee and payment by result. Every six months, starting in January 2013, local authorities will report on the number of families who they have achieved results relating to crime, education and work in order to claim the payment by result portion of the financial budget.

As stated we are in year 2 of the programme and the attachment fee expected for this year is £1,255,000 based on the council working with a further 540 families this year (appendix 1).

Recommendations

(1) That the committee notes the work being undertaken internally and with partners on Troubled Families programme
(2) That the committee receives another update in a years' time that focuses on the impact of the programme
Consultation

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<td>Cllr Heywood</td>
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Report history

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Report author and contact for queries:

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Background documents

Troubled Families Financial Framework


Appendices

Appendix 1 – Troubled Families Financial Framework

Appendix 2 – Whole Family Approach

Appendix 3 – Allocation of Casework
1. **Context**

1.1 On 15 December 2011 the Government announced that almost £450 million was to be made available in a new way, to support a cross-government drive to turn around the lives of 120,000 of the country’s most troubled families by the end of the current Parliament. The Government’s financial framework published in March 2012 confirmed the definition of a troubled families as those that:

- are involved in crime and anti-social behaviour (ASB) - *national criteria*;
- have children not in school or with significant school absence - *national criteria*;
- have an adult on out of work benefits - *national criteria*; and
- cause high cost to the public purse (*local filter*)

1.2 To be classified as a ‘troubled family’ at least three of these criteria’s must be met of which two must be national criteria.

1.3 Using this methodology, the Government estimates that in Lambeth there are approximately 1080 Troubled Families. The funding scheme is based on the allocation of an attachment fee and Payment by Results (PBR) for five-sixths of the cohort of 1080, i.e. for 900 families over a three year period (ends May 2015).

1.4 The Lambeth Strategic Partnership (LSP) hosted a Collaborative Conversation event last year at which the following criteria were agreed as the fourth local filter. These local filters were identified to reflect local knowledge of the needs faced by many families in the borough. There is no limit to the number of local filters but the following were agreed as those that have the greatest impact on Lambeth families:

- Domestic Violence in the household
- Diagnosed mental health issues
- Substance misuse
- Teenage pregnancy

1.5 Of the 460 Families identified as Troubled Families in year one of the programme the breakdown of their needs as in relation to the national criteria and local filters is as follows:

<table>
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<th>Number of criteria met</th>
<th>No. Families</th>
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<tr>
<td>4 (3 national + local filter)</td>
<td>83</td>
</tr>
<tr>
<td>3 (national)</td>
<td>1</td>
</tr>
<tr>
<td>3 (2 national +local filter)</td>
<td>376</td>
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The introduction of a local filter greatly increases the flexibility of the programme and allows the inclusion of families who are of local concern to the partnership.

1.6 A breakdown by ward of the first year’s 460 cohort of Troubled Families shows that 38% of the identified families resided in the following wards.

<table>
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<th>Ward</th>
<th>Percentage</th>
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<td>Coldharbour</td>
<td>11%</td>
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<tr>
<td>Larkhall</td>
<td>8%</td>
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<tr>
<td>Gipsy Hill</td>
<td>7%</td>
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<tr>
<td>Tulse Hill</td>
<td>7%</td>
</tr>
<tr>
<td>Knights Hill</td>
<td>5%</td>
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This analysis correlates with wards that have been identified as having high levels of social deprivation. They also include 3 of the wards that are identified by Big Lottery bid. The remaining 62% are distributed over the rest of the borough. A similar analysis will be conducted with the year 2 cohort and cumulative analysis undertaken in year 3.

1.7 The Troubled Families Team (TFT) will work with families who have complex needs. Generally, these families will be known to a range of agencies and will have been offered the range of interventions, they are often difficult to engage and are not motivated to change. TFT aim to strike a balance between considering the needs and safety of the community, using enforcement tools where necessary and providing intensive support to families to address their needs.

1.8 The team aims to empower families with multiple and complex needs to achieve better outcomes for themselves and their children and to prevent the escalation of problems. The team will consider the use of both sanctions and rewards as part of their approach. The approach to be used will be informed by evidence based family intervention models that includes the use of a lead professional role that co-ordinates the multi-agency support to be provided to the family.

1.9 The Aspirational Lambeth’s Families delivery model which is set out in (appendix 2) will build on the learning from Catalyst who oversaw the Family Intervention Programme (FIP) and recommends the following:

- The use of dedicated keyworkers with small caseloads. (The Department of Communities and Local Government advocates a workload of 4, we will expect caseloads of 8);
- Intensive and co-ordinated work with families for up to 9 months;
- Whole family working with an holistic assessment and comprehensive family action plan which is reviewed regularly (6-8 weeks);
- Effective multi-agency working and communication;
- Use of rewards and sanctions
- Co-located TFTs Team
1.10 The utilisation of this approach and recommendations will be required to address all three of the national criteria, as set out in the Troubled Families Financial Framework and achieve improved outcomes for each families:

- 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; 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
- At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months or
- 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 European Social Fund provision in the last 6 months).

1.11 These support Lambeth’s ambition for our Troubled Families so that they experience, significantly improving outcomes for families and children, reduce costs to the public services, increase resilience and the independence of families, and support continuous improvement in outcomes beyond 2015.

1.12 Lambeth is taking a partnership approach to addressing the needs of ‘troubled families’ the Partnership ranges across all Lambeth’s directorates and external partners like the Police, Probation, Health, schools, Job Centre Plus and other statutory and voluntary organisations to deliver services to support families and improve outcomes.

1.13 Progress one year on:

- The new Head of Troubled Families started on 25th March 2013
- The Troubled Families team has been set up and includes Intensive Support Officers (ISOs) providing intensive and co-ordinated work with families, Educational Welfare Officers (providing link to schools) and Employment Advisers seconded from Job Centre Plus to help get adults in the family back into work (appendix 2).
- The Troubled Families Team has been relocated to Ground Floor Ivor House to support integrated working and co location with the Youth Offending Services (to address crime and anti-social behaviour) and with Multi Agency Teams (family support activity).
- Last year we identified 460 families and worked with 362 families, this year we expect to identity up to 900 families and work with 540. We are currently going through the second year data identification process which is due to complete June 2013.
• We have established a framework to ensure appropriate whole family approach to supporting troubled families (see appendix 2).

• We are expanding the reach and knowledge about the Aspirational Lambeth Families Programme by providing briefings and presentations to partnership teams.

• Establish a partnership Aspirational Lambeth Families Board, to meet quarterly to oversee the programme.

2. Next steps

2.1 To agree with the board and lead member the operational priorities for the 2\textsuperscript{nd} year of the programme:

• To identify at least 900 families by end of June 2013 and work with 540 families

• To submit Payment By Results claim for the families we have turned around successfully to DCLG in July 2013

• Training up Intensive Support Officers on NVQ Level 4 Working with Families with Complex Needs, as required

• Develop a range of effective interventions including accessing community resources and brief problem solving work

• Develop an Estate Based Project to work directly on estate that record high number of TFs interfaced with high gang activity and high impact on welfare reform changes

• Evaluate the effectiveness of the identification of families and the delivery of interventions to achieve desired outcomes

3. Governance

3.1 The Troubled Families programme is led by the “Local Strategic Partnership” (LSP). It is important that the programme is seen as a partnership project. The LSP lead is the Chief Executive, the SLB lead is Executive Director of CYPS. The programme is supported by a multi-agency board and operational virtual team.
4. **Finance Comments**

4.1 The report provides an update on the Troubled Families progress achieved to date against the Troubled Families Financial Framework set by Government and the work being undertaken internally and with partners on the programme.

4.2 These funds are being made available on a ‘Payment by Results’ basis, with a proportion being provided upfront as ‘attachment’ monies. This is a three year programme and we are now into the second year.

4.3 Aspirational Lambeth Families is Lambeth’s approach to the government’s Troubled Families initiative. Last year we identified 460 families and worked with 360 families, achieving 30% target. This year we expect to identify up to 900 families and work with 540. We are currently going through the second year data identification process which is due to complete June 2013.

4.4 The programme is managed within the Early Intervention & Targeted Division within CYPS.

5. **Comments from Director of Governance and Democracy**

None

6. **Results of consultation**

None

7. **Organisational implications**

7.1 none

7.2 **Risk management:**

A risk register has been established and is regularly monitored. Key risks are:

- Failure to achieve PBR in line with the national troubled families programme- Exercise underway to start tracking interventions and outcomes that can be claimed.

- Targeting wrong families- Data identification work underway to identify 900 families by end of June 2013, following robust data systems.

- Failing to provide interventions and support to troubled families- Working with MAT teams to identify process of working with TF’s and mapping what interventions can be offered.

7.3 **Equalities impact assessment:**

The families identified as troubled families are likely to fall into all the protected groups- we can do a breakdown once all the families have been identified. Groups with protected characteristics are expected to benefit from this programme – the aim of the Aspirational Lambeth Families Programme is to improve the lives of these families. No negative impact identified at this stage- to
be kept under review for the life of the project, with an Equality Impact Assessment to be completed later in the year.

7.4 **Community safety implications:**

Community safety implications are fully considered in this programme and Community Safety Teams engaged in this programme.

7.5 **Environmental implications:**

None

7.6 **Staffing and accommodation implications:**

None

7.7 **Any other implications:**

None

8. **Timetable for implementation**

- Complete identification of TF’s and 2013 Cohort (83%) 100% cohort by January 2014

- Work with 75% + of all identified families-March 2015

- DCLG payment by result submission-In order to claim results payments we need to report the number of results we have achieved. Last claim in May 2015.
### Troubled Families Financial Framework

<table>
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<tr>
<th>Year</th>
<th>Numbers to work with</th>
<th>Total year funding in grant from DCLG</th>
<th>Numbers to claim payment by result</th>
<th>Payment by Result amounts</th>
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<td>1 (2012/13)</td>
<td>360 (33%)</td>
<td>£1,135,000 (received)</td>
<td>Nil</td>
<td>Maximum of £800 per household (20% PbR) turned around</td>
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<td>2 (2013/14)</td>
<td>540 (50%)</td>
<td>1,255,000</td>
<td>360</td>
<td>Maximum of £1,600 per household (40% PbR) turned around</td>
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<td>3 (2014/15)</td>
<td>180 (17%)</td>
<td>415,000</td>
<td>720</td>
<td>Maximum of £2,400 per household (60%) turned around</td>
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<tr>
<td>TOTAL</td>
<td>1080 (100%)</td>
<td>2,805,000</td>
<td>1080</td>
<td>Varies according to year and no. families turned around</td>
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Appendix 2

Whole Family Approach

Data and support Team

Education Welfare Team
Work with schools

Family Support
MAT link

The Family

Intensive Support Team
Whole family approach

Employment Advisers
Back to work programmes
Lambeth’s TF’s allocations of casework

**Allocated to Intensive Support Officer:**
- Whole family approach
- Delivers direct support
- Co-ordinates other services
- Outreach in home/community
- Assertive intensive support
- Caseloads 8-10 cases each

**Meets 4 criteria’s**

**Meets definition of TFs**

**Meets 3 criteria’s**

**Supported through current Multi-Agencies:**
- Multi Agency Teams (MAT)
- Youth Offending Service (YOS)
- Education Welfare Team
- Employment Advisers
- Housing Services
- Schools/Education
- Community Safety/Gangs Team
- Adult and Children’s Social Care
- Police
- Health Services i.e. Mental Health
- Voluntary Sector

**Support lead by one allocated keyworker from the Team responding to the most prolific need**

**Doesn’t currently meet TF criteria**

**Meets 2 national criteria’s only**

**Early Intervention through multi agency involvement:**
- Regular monitor and review

**At risk of becoming TF**