

Equality Impact Assessment Report	Please enter responses below in the right hand columns
Date	21 May 2015
Sign-off path for EIA (please add/delete as applicable)	Corporate EIA Panel Cabinet
Title of Project, business area, policy/strategy	Aspirational Lambeth Families (Troubled Families Programme)
Author	E Cramman
Job title, division and department	Troubled Families Data Analyst, Troubled Families, Preventative Services
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Strategic Director Sponsor	

London Borough of Lambeth Full Equality Impact Assessment Report

Please enter responses below in the right hand columns.

1.0 Introduction

1.1 Business activity aims and intentions

In brief explain the aims of your proposal/project/service, why is it needed? Who is it aimed at? What is the intended outcome? What are the links to the political vision, and outcomes?

Aspirational Lambeth Families (ALF) is part of the national Troubled Families programme.

The task of the Troubled Families programme is primarily about intervening and getting things to change in families who are struggling, where there is chaos and where kids are at risk of leading similarly difficult lives as their parents.

Families eligible for targeted intervention are identified based on meeting 2 or more of the following criteria:

- Out of work or at risk of financial exclusion
- Poor attendance at or exclusion from school
- Involvement in Crime or Anti Social Behaviour
- Domestic Violence
- Children in need of help
- Health issues including mental health and substance abuse

There are strong links between the outcomes of the programme and the council's policies on child poverty, increasing prosperity, health, increasing educational attendance and attainment, reducing worklessness and NEETs and reducing Crime, Domestic Violence and Anti-Social Behaviour.

The Troubled Families programme promotes a different approach to working with families in order to help them to change or turn their lives around:

- By working with the whole family in a way which recognises they interact and influence each other rather than viewing them as individuals with problems

- Using a dedicated worker or dedicated team to get to the underlying problems, rather than individual services responding to the presenting problem of each family member
- By developing a relationship with the family, being persistent and building trust with them in order to challenge them to make the changes they need to, step by step, rather than containing and monitoring their problems
- And, where necessary, drawing in specialist services in a sequenced way at the right time for the family rather than services being available on the basis of meeting thresholds and availability

The objective is that families worked with will experience significant and sustained improvement in their lives as outlined in the Troubled Families Outcome Plan.



Lambeth Troubled
Families Outcomes Plan

The programme supports the following strategies

- Child Poverty Reduction Strategy
- Education and Learning Strategy 2015/18
- Safer Lambeth VAWG Strategy 2011-14
- Early Help and Prevention Strategy for Children and Families
- Lambeth Child Sexual Exploitation Strategy and Policy
- Lambeth Local Development Framework
 - achieving prosperity and opportunity for all
 - Promoting community cohesion and safe, liveable neighbourhoods
- Safeguarding Adults And Children Policy

In line with council policy all staff receive training on equalities, this is supplemented with additional training through the Lambeth Safeguarding Children Board on working with children and their parents with additional needs and / or characteristics.

2.1 Evidence

Any proposed business activity, new policy or strategy, service change, or procurement must be informed by carrying out an assessment of the likely impact that it may have. In this section please include both data and analysis which shows that you understand how this decision is likely to affect residents that fall under the protected characteristics enshrined in law and the local characteristics which we consider to be important in Lambeth (language, health and socio-economic factors). **Please check the council's equality and monitoring policy and your division's self assessment. Each division in 2012 reviewed its equality data and completed a self assessment about what equality data is relevant and available.**

IF YOUR PROPOSAL ALSO IMPACTS ON LAMBETH COUNCIL STAFF YOU NEED TO COMPLETE A STAFFING EIA.

Protected characteristics and local equality characteristics

Impact analysis

For each characteristic please indicate the type of impact (i.e. positive, negative, positive and negative, none, or unknown), and:

Please explain how you justify your claims around impacts.

Please include any data and evidence that you have collected including from surveys, performance data or complaints to support your proposed changes.

Please indicate sources of data and the date it relates to/was produced (e.g. 'Residents Survey, wave 10, April 12' or 'Lambeth Business Survey 2012' etc.)

Race

Positive

ALF does not consider race or ethnic grouping in identifying families for intervention its interventions. Information about the ethnicity of family members is captured on framework during intervention and through links to other council databases for the purposes of equalities monitoring.

The prevailing socio-economic patterns in the borough, with higher levels of economic deprivation amongst residents from a black Caribbean background and the school community having a majority black Caribbean population, means that 51% of families who received an intervention were from a black Caribbean or mixed white and black Caribbean background. Information about the ethnicity of the primary parent was reported by support workers as a part of Family Monitoring Data (FMD) collected on

	behalf of DCLG in 2014/2015.									
Gender	<p>Positive</p> <p>ALF does not consider gender in identifying families for intervention its interventions.</p> <p>Information about the gender of family members is captured on framework during intervention and through links to other council databases for the purposes of equalities monitoring.</p> <p>Given the number of single parent families worked with (analysis of information obtained from Housing Benefits suggests that up to 85% of families identified were led by single parents compared with 47% across Lambeth in the 2011 Census) it is likely that families led by single women are more likely to benefit from the service provided.</p> <p>ALF works in line with the VWAG policy to reduce incidences of domestic violence. Family monitoring data collected about the six months prior to the beginning and end of interventions shows that domestic violence falls.</p> <table border="1" data-bbox="1058 946 1541 1068"> <thead> <tr> <th></th> <th>Before</th> <th>After</th> </tr> </thead> <tbody> <tr> <td>Police call outs</td> <td>39%</td> <td>6%</td> </tr> <tr> <td>Domestic violence</td> <td>21%</td> <td>6%</td> </tr> </tbody> </table> <p>Alf works with the whole family rather than focusing on individuals. Further analysis needs to be done to show if there are any patterns in need between individuals of different genders. Patterns nationally show that boys are more likely to be known to Youth Offending Teams and to have high levels of unauthorised absences from school and were therefore more likely to be identified during phase I of the programme. Changes in the expanded may mean that future equalities monitoring shows a difference</p>		Before	After	Police call outs	39%	6%	Domestic violence	21%	6%
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	<p>in the proportion of boys and girls whose needs are identified as a part of the programme.</p>
<p>Gender re-assignment</p>	<p>Neutral-Positive</p> <p>ALF does not consider gender re-assignment in identifying families for intervention its interventions.</p> <p>Data on gender reassignment is not currently part of the information collected for equalities monitoring by ALF.</p> <p>If issues related to gender re-assignment or body dysmorphia are identified through the trust developed by staff during the course of the intervention, staff are able to support the individual to access relevant services and / or counselling for family members.</p>
<p>Disability</p>	<p>Positive</p> <p>As a part of engagement with families, support workers ensure that any disabilities are supported as fully as possible. Access to services is promoted by the worker, meeting venues are mutually agreed. Workers advocate with as schools, housing, adult social care, the children’s disability team etc. to ensure that barriers to education and other services are overcome.</p> <p>26% of families worked with in 2014/15 had one or more adult in the household with a disability or long standing illness. 17% of families had one or more child with a known disability or long standing illness. (FMD)</p> <p>SEN: a third of families (31%) had one or more child which had been diagnosed with</p>

	<p>Special Educational Needs reported in FMD.</p> <p>The expanded programme (2015-2020) includes Health as an identifying criteria. Mental Health issues identified before or during intervention will need to show significant and sustained improvement with improved engagement with mental health services and</p>
<p>Age</p>	<p>Positive</p> <p>ALF works with families with children under the age of 18 at the point of identification, who have complex needs. Therefore the needs of young people and their families are promoted by the design of the programme, workers work with all members of the family to address issues, this includes children, their parents, and where appropriate their grand children.</p> <p>In the initial phase of the Troubled Families programme 94% of households worked with had one or more child under the age of 18 and 27% of families had children under the age of 5 (FMD).</p> <p>In the development of the Expanded Troubled Families programme it was recognised that families with children under the age of 5 years old who had complex issues were not being identified and worked with before they entered school and the design of the programme was changed to include direct identification through the Family Nurse Partnership and Early Years Entitlement for 2 year olds; and also additional indicators of parental issues such as adult mental health, a parent in prison or serving a community sentence and domestic violence.</p> <p>Children benefit from the interventions provided by the programme, Family monitoring data (FMD) collected about the six months prior to the beginning and the end of each intervention shows that the programme does not prevent children from entering foster</p>

	<p>care where it is necessary, but improve outcomes for children in terms of social care interventions and educational attendance:</p> <table border="1" data-bbox="940 310 1661 708"> <thead> <tr> <th></th> <th>Before</th> <th>After</th> </tr> </thead> <tbody> <tr> <td>Looked After Children</td> <td>9%</td> <td>16%</td> </tr> <tr> <td>Child Protection Plan</td> <td>16%</td> <td>4%</td> </tr> <tr> <td>CAF</td> <td>43%</td> <td>14%</td> </tr> <tr> <td>Additional Parenting support needed</td> <td>44%</td> <td>25%</td> </tr> <tr> <td>High absences</td> <td>64%</td> <td>19%</td> </tr> <tr> <td>Fixed term exclusions</td> <td>21%</td> <td>6%</td> </tr> <tr> <td>Permanent exclusions</td> <td>16%</td> <td>6%</td> </tr> <tr> <td>Alternative education</td> <td>22%</td> <td>12%</td> </tr> <tr> <td>Youth crime</td> <td>30%</td> <td>8%</td> </tr> </tbody> </table>		Before	After	Looked After Children	9%	16%	Child Protection Plan	16%	4%	CAF	43%	14%	Additional Parenting support needed	44%	25%	High absences	64%	19%	Fixed term exclusions	21%	6%	Permanent exclusions	16%	6%	Alternative education	22%	12%	Youth crime	30%	8%
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<p>Sexual orientation</p>	<p>Neutral-Positive</p> <p>Data on sexual orientation is not currently part of the information collected for equalities monitoring by ALF.</p> <p>If issues related to the sexual orientation of family members are identified through the trust developed by staff during the course of the intervention, staff are able to support the individual to access relevant services and / or counselling for family members.</p>																														
<p>Religion and belief</p>	<p>Neutral-Positive</p> <p>ALF does not consider religion or belief in identifying families for intervention. Information on religion and belief was not captured for equality monitoring before December 2014. Workers are sensitive to the religious needs of family members throughout interventions and are sensitive to the religious and cultural needs of family</p>																														

	members when signposting families to additional support services e.g. ensuring a Christian mentor for a young person.
Pregnancy and maternity	<p>Positive</p> <p>Phase I – teenage pregnancy was used as a local indicator. In the expanded programme Family Nurse Partnership will be able to refer first time mothers under the age of 20 into the programme where other issues are known.</p> <p>6% of families worked with had one or more member of the family who was under 18 at the time of conception (FMD)</p> <p>Women’s aid states that 30% of domestic violence starts in pregnancy (Lewis and Drife, 2001, 2005) and that between 4% and 9% of women are abused during pregnancy or after the birth of a child. ALF works with families to prevent domestic violence.</p>
Marriage and civil partnership	<p>Neutral-Positive</p> <p>ALF does not consider marital status in identifying families for intervention and the whole family is included in the intervention this includes parents who do not live with their children.</p> <p>Data on marital status is not collected directly, however, 65% of families worked with (FMD) had only one adult over the age of 18. The number of single parent families is likely to be higher than this as children living at home beyond their 18th birthday may be masking the number of single parent households.</p>
Socio-economic factors	<p>Positive</p> <p>Socio-economic deprivation is one of the key criteria which are addressed by the Troubled Families Programme, addressing national and local priorities for reducing child poverty and getting people back into work.</p>

Where identified alongside on or more of the other criteria the a family is eligible for intervention if:

- An adult in receipt of out of work benefits;
- An adult who is claiming Universal Credit and is subject to work related conditions;
- A child who is about to leave school, has no / few qualifications and no planned education, training or employment;
- A young person who is not in education, training or employment (NEET);
- Parents and families nominated by professionals as being at significant risk of financial exclusion. This may include those with problematic / unmanageable levels and forms of debt and those with significant rent arrears;
- Debt levels to social housing greater than £450.

There are agreed outcomes for each of the above which show significant and sustained improvement which must be achieved by the family.

The ALF team has three support workers from Job Centre Plus, who provide dedicated help to family members, enabling them to maximise their benefits in the short term, and access training become work ready and put debt repayment plans into place in the medium term.

The long term goal of the programme is for those claiming out of work benefits to enter full time work. This is encouraged by the design of the Troubled Families programme nationally which equates movement off benefits and into full time work (16+ hours a week) for six months with significant and sustained improvement across all criteria.

Where families are in financial hardship, grants of up to £200 can be made from the ALF

	<p>fund to help with specific needs identified by the support worker.</p> <p>Figures are currently only available for the initial programme where there were only three identifying criteria which included out of work benefits. 94% of families sampled worked with by the programme lived in social housing (FMD), only 35% of families with households with children lived in social housing (Census 2011).</p> <p>The wider impact of the programme was measured by the FMD where information about the families worked with was collected about the six months prior to the beginning and the end of the intervention.</p> <table border="1" data-bbox="982 699 1619 889"> <thead> <tr> <th></th> <th>Before</th> <th>After</th> </tr> </thead> <tbody> <tr> <td>One or more adult Employed</td> <td>11%</td> <td>27%</td> </tr> <tr> <td>One or more young person NEET</td> <td>28%</td> <td>17%</td> </tr> <tr> <td>Subject of Eviction</td> <td>19%</td> <td>6%</td> </tr> <tr> <td>In Rent Arrears</td> <td>34%</td> <td>17%</td> </tr> </tbody> </table>		Before	After	One or more adult Employed	11%	27%	One or more young person NEET	28%	17%	Subject of Eviction	19%	6%	In Rent Arrears	34%	17%
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<p>Language</p>	<p>Neutral-Positive</p> <p>ALF does not consider language in identifying families for intervention.</p> <p>Language is not a barrier to receiving an intervention as interpreters are available to support individuals who do not speak English.</p> <p>SHP an third sector organisation who are commissioned to provide interventions have a native Portuguese speaker as a member of staff and workers utilise colleagues who speak Spanish and Portuguese to assist them on a regular basis. Where this help is either not available or not applicable translators in children’s centres are used to assist.</p>															

	<p>Workers regularly support their clients to engage with ESOL courses to help them to engage with universal services.</p>
<p>Health</p>	<p>Positive</p> <p>26% of families worked with in 2014/15 had one or more adult in the household with a disability or long standing illness. 17% of families had one or more child with a known disability or long standing illness. (FMD)</p> <p>SEN: a third of families (31%) had one or more child which had been diagnosed with Special Educational Needs reported in FMD.</p> <p>The expanded programme (2015-2020) includes Health as an identifying criteria. Mental Health issues identified before or during intervention will need to show significant and sustained improvement in the following areas:</p> <ul style="list-style-type: none"> • An adult with mental health problems who has parenting responsibilities; • A child with mental health problems; • An adult with a drug and / or alcohol problem who has parenting responsibilities; • A child with a drug and / or alcohol problem; • A new mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. This could include mothers who are receiving a Universal Partnership Plus service or participating in a Family Nurse Partnership; • Adults with parenting responsibilities or children who are nominated by health professionals as having any mental and physical health problems of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes

Family Monitoring Data showed over a quarter of families had at least one adult and a seventh of families had child a mental health problem

	Diagnosed	Evaluated by Worker
Adult with mental health problem	28%	36%
Child with mental health problem	15%	22%
Child with ADHD	16%	N/A

FMD data also recorded substance abuse issues

Families with at least one	Diagnosed	Evaluated by Worker
Adults with alcohol dependency	8%	8%
Adults receiving treatment for alcohol dependency	4%	-
Adults with non prescription drug dependency	5%	6%
Adults receiving treatment for non prescription drug dependency	2%	-
Children and young people that have a substance misuse issues that reach the threshold for structured treatment	11%	-

2.2 Gaps in evidence base

What gaps in information have you identified from your analysis? In your response please identify areas where more information is required and how you intend to fill in the gaps. If you are unable to fill in the gaps please state this clearly with justification.

- Continued monitoring – Family Progress Data will be collected in September 2015 which replaces Family Monitoring Data.
- Recording of protected characteristics for use in equalities monitoring.
- Equalities monitoring of families identified as in need of intervention needs to be conducted.
- Geographical analysis linked to existing knowledge bases such as Child Poverty

	<p>Index, Police Crime Statistics, school statistics for attendance, social housing etc.</p> <ul style="list-style-type: none"> • Further research needs to be done as to whether there are patterns seen in the issues identified linked to the age, gender, ethnicity, family structure or locality of each identifying criteria in the expanded programme.
<h3>3.0 Consultation, Involvement and Coproduction</h3>	
<p>3.1 Coproduction, involvement and consultation <i>Who are your key stakeholders and how have you consulted, coproduced or involved them? What difference did this make?</i></p>	<p>Key Partners:</p> <ul style="list-style-type: none"> • Department of Communities and Local Government • London Councils <p>Commissioned services in the third sector</p> <ul style="list-style-type: none"> • SHP – Single Homeless Project – provides support to families identified with lower levels of need • The Brandon Centre, MST – Multi Systemic Therapy – provides support primarily to adolescents with multiple needs. MST workers meet with young people and their parents in their home making plans for improving problems two or three times a week. <p>Key Partners in interventions</p> <ul style="list-style-type: none"> • Job Centre Plus – three seconded workers embedded with the team providing dedicated advice to clients • Multi Agency Teams • Youth Offending Service • Lambeth Community Safety Teams and Gangs Unit • Housing • NEET team <p>Other involved services who assist in the identification of families in need of support and work directly with families supported by ALF. ALF workers may support or</p>

	<p>mediate these services interactions with their clients. These services are members of the Troubled Families Partnership Group and are consulted on a quarterly basis through Partnership Meetings.</p> <ul style="list-style-type: none"> • MET Police • Violence Against Women and Girls Programme • Probation • Children’s Centres • Schools • CAMHS/CLAMHS • Public Health • Range of Community Health services • Every Pound Counts • Children’s social care • Business Analysts in the Commissioning Group • The LEAP programme • Drug and Alcohol Action Team (DAAT)
<p>3.2 Gaps in coproduction, consultation and involvement <i>What gaps in consultation and involvement and coproduction have you identified (set out any gaps as they relate to specific equality groups)? Please describe where more consultation, involvement and/or coproduction is required and set out how you intend to undertake it. If you do not intend to undertake it, please set out your justification.</i></p>	<p>The largest gap in the identification of families in need of support are linked to Health and Social Care.</p> <p>Data sharing agreements need to be put in place to allow the identification of families in need of help. Improved data sharing would directly promote the provision of services to the following equalities groups:</p> <ul style="list-style-type: none"> • Health <ul style="list-style-type: none"> ○ Mental health ○ Substance abuse • Pregnancy and Maternity • Age – Children under the age of 5 <ul style="list-style-type: none"> ○ Referrals are more likely once children reach school age, therefore better

	<p>information about families health and social care situation would mean that interventions could be carried out earlier with less of an on-going impact on the lives of young children.</p> <ul style="list-style-type: none"> • Socio-economic factors <ul style="list-style-type: none"> ○ In order to be involved in the programme issues must be identified within two or more criteria, with a greater emphasis placed on those with multiple and complex needs. Good data about the other criteria will enable better identification and those in need of help due to socio-economic factors are more likely to receive the service if other issues in their lives are identified.
4.0 Conclusions, justification and action	
<p>4.1 Conclusions and justification <i>What are the main conclusions of this EIA? What, if any, disproportionate negative or positive equality impacts did you identify at 2.1? On what grounds do you justify them and how will they be mitigated?</i></p>	<p>The programme was designed at a national level to proactively work with families with children with a range of needs which have a high impact on the public purse. These families are approached to see if they would like to receive help, the worker then proactively addresses the needs identified within the family.</p> <p>The following groups benefit most from the programme:</p> <ul style="list-style-type: none"> • Parents • Children under 18 • People who are out of work or in financial hardship • Families with children or adults involved in crime • Families with mental health problems • Families with substance abuse problems • Children of school age <p>At a local level this means that the following are more likely to receive an intervention</p> <ul style="list-style-type: none"> • Families from a black Caribbean or mixed white and black Caribbean background. • Single parent families

4.2 Equality Action plan	
<i>Please list the equality issue/s identified through the evidence and the mitigating action to be taken. Please also detail the date when the action will be taken and the name and job title of the responsible officer.</i>	
Equality Issue	Mitigating actions
Example: That the equality analysis may not have accurately covered all the equality impacts; and the mitigations may not act to reduce disproportionate impact	Example: Review the EIA and assess whether the mitigating actions were sufficient. 12/09/12. Joe Bloggs. Head of ABC
Equality analysis may not have accurately covered all areas due to missing information	Recording of protected characteristics <ul style="list-style-type: none"> • religion and beliefs • sexual orientation • gender re-assignment • marital status • disability 30/09/15 – Intensive support workers
Understand the relationship between equalities strands and identifying issues	Analyse worked family composition for each identifying criteria in order to identify patterns in need 31/12/15 – Elizabeth Cramman – Data analyst
Understand the relationship between local geography and identifying issues	Analyse where people live for each identifying criteria in order to identify patterns in need 31/12/15 – Elizabeth Cramman – Data analyst
Fill gaps in data	Put data sharing agreements into place with Public Health, Social Care and Lambeth Housing. 31/07/15 – Alima Qureshi – Programme Lead

5.0 Publishing your results	
The results of your EIA must be published. Once the business activity has been implemented the EIA must be periodically reviewed to ensure your decision/change had the anticipated impact and the actions set out at 4.2 are still appropriate.	
EIA publishing date	
EIA review date	
Assessment sign off (name/job title):	

All completed and signed-off EIAs must be submitted to equalities@lambeth.gov.uk for publication on Lambeth's website. Where possible, please anonymise your EIAs prior to submission (i.e. please remove any references to an officers' name, email and phone number).