

## **Cabinet**

8<sup>th</sup> June 2015

Aspirational Lambeth Families (ALF) National Troubled Families Programme

**Wards:** All

**Report Authorised by:** Sue Foster Strategic Director, Delivery

**Portfolio:** Cllr Jane Pickard Cabinet Member for Children and Families

### **Contact for enquiries:**

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## **Introduction**

Lambeth Council understands the value of effective early action, intervention and prevention in transforming children's life chances. There is strong research evidence to support this approach and the borough is a leader in the field.

The borough's Aspirational Lambeth Families programme is part of this work. Funded through the Government's Troubled Families scheme it targets those who, without help, could require the attention of the borough's safeguarding services or other more costly and intensive interventions. It is designed to help tackle problems such as truancy, involvement in or exposure to antisocial behaviour and crime and long term unemployment, debt and poverty. Crucially, the process works with the whole family and ensures that they are closely involved in building and maintaining improvements in their lives. Through innovative programmes such as this, it is our intention to help every family remain in control, function effectively and thrive. While we are determined to establish the very best possible safeguarding services, our ultimate ambition is to ensure that as few families as possible need them.

## **Report summary**

The government has invested £448m in the national Troubled Families programme since 2011, with a further £200m available for 2015-20. The programme, led by the Department for Communities and Local Government (DCLG), is designed to transform the lives of families with multiple and complex problems. Local authorities are paid on a payment-by-results basis for turning around the hardest-to-help families as well as a small upfront attachment fee for each family worked with.

The aims of phase 1 of the national Troubled Families Programme (locally renamed as Aspirational Lambeth Families - ALF) were to get children back into school, reduce youth crime

and anti-social behaviour, get adults back to work and to bring down the amount public services currently spend on them. Money was received partly as upfront attachment fees based on the number of families worked with each year and the number of families turned around.

Lambeth turned around 1080 households during phase 1 (the first three years on the programme 2012-15), by getting adults back into work, reducing crime caused by family members and getting all children in the household back into school. Lambeth reached its target ahead of schedule. The DCLG has extended the programme for a further five years (phase 2) from April 2015 to 2020. As one of the high performing authority, Lambeth was an early starter in the expanded programme, which began in September 2014 (requiring an initial cohort of 551 families to be worked with). Over the next five years we need to turn around 3,670 families on the expanded programme.

### **Finance summary**

This is a grant funded programme from DCLG. Funding is received partly as upfront attachment fees based on number of families worked with each year (this included a coordination grant in phase 1, now called transformation grant in phase 2) and partly on payment by results for the number of families turned around. The programme is primarily funded by income from the grant and payment by results monies. A cash limit of £170k has also been attributed to the programme. In addition to upfront attachment fees of £2.8 million, Lambeth received £1.2m back in payment by results to re-invest in supporting families with complex needs during phase 1 of the programme.

### **Recommendations**

- (1) To comment on the Lambeth Troubled Families Outcome Plan (appendix 1) and endorse the implementation framework for phase 2.

#### **1. Context**

1.1 Troubled families are those that are experiencing and dealing with difficult problems in their lives. These families can also affect the lives of the community around them and put high costs on the public sector. In phase 1 of the national Troubled Families Programme, these were defined as families who:

- are involved in youth crime or anti-social behaviour;
- have children who are regularly truanting;
- have an adult on out-of-work benefits; and,
- cost the public sector large sums in responding to their problems, an estimated average of £75,000 per year.

1.2 In 2011 the government committed to turning around the lives of 120,000 troubled families by 2015, and gave each local authority a target number of families to turn around by:

- getting children back into school;
- cutting youth crime and anti-social behaviour across the whole family;
- putting adults on a path back to work; and,
- cutting the costs to the taxpayer of tackling their problems.

- 1.3 Lambeth's target for phase 1 was 1080 households that had the most complex needs. Troubled families are often characterised as dysfunctional and have multiply complex issues. The ALF programme aims to turn those families around by getting to the root cause of their problems and helping them change for the long term and get sustained outcomes and improvements in behaviour.
- 1.4 Troubled families usually have a whole host of agencies involved with them, often focussing on the individuals within that family; this can bring its own problems as families become confused by overlapping professionals, assessments and appointments. In this programme a whole family approach is taken whereby there is family intervention provided by one dedicated worker to each family.
- 1.5 DCLG has extended the programme for further five years from April 2015 to 2020 which has cross party buy in, however only year one (2015/16) has ministerial sign-off to date.
- 1.6 This programme fits with the aspirations of the Lambeth Community Plan 2013-16 and other council policies. The programme also works within the cooperative commissioning framework. The strategic aims addressed by the programme include reduce crime, all young people have opportunities to achieve their ambitions, vulnerable children and adults get support and protection and people have the skills to find work.

## **2. How does the Troubled Families Programme work?**

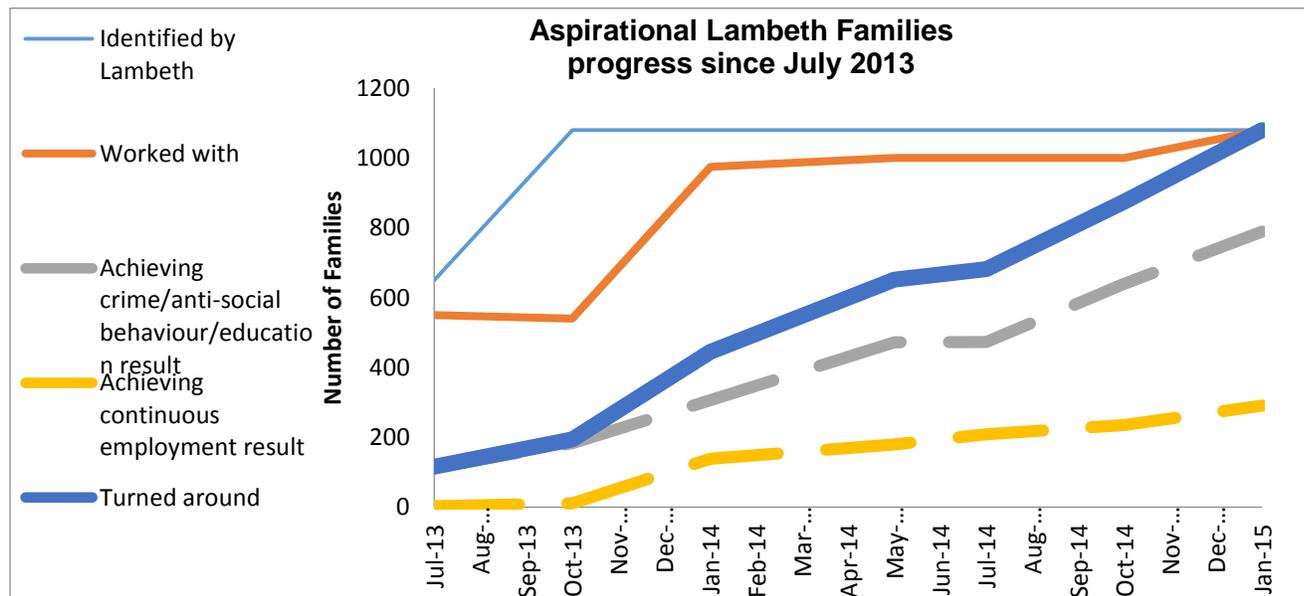
- 2.1 The Troubled Families programme promotes a different approach to working with families in order to help them to change or turn their lives around. This is based on the following family intervention factors:
  - a dedicated worker, dedicated to a family;
  - practical 'hands on' support;
  - a persistent, assertive and challenging approach;
  - considering the family as a whole – gathering the intelligence; and,
  - common purpose and agreed action.
- 2.2 We do this 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; and,
  - 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.
- 2.3 Lambeth is delivering the Troubled Families programme though a range of intensive support services and mainstream provision. We are taking a tiered approach by providing intensive support to those at high levels of complex needs via use of Multi-

Systemic Therapy for a very small number of families and an in house Intensive Support Team. This team includes employees from Jobcentre Plus who are co-located with the Troubled Families Team. Less intensive needs are supported through mainstream provisions like the in-house Multi Agency Teams (MAT) and by a commissioned voluntary sector organisation called Single Homelessness Project (SHP), with a dedicated worker working with the whole family.

### 3. Current programme update

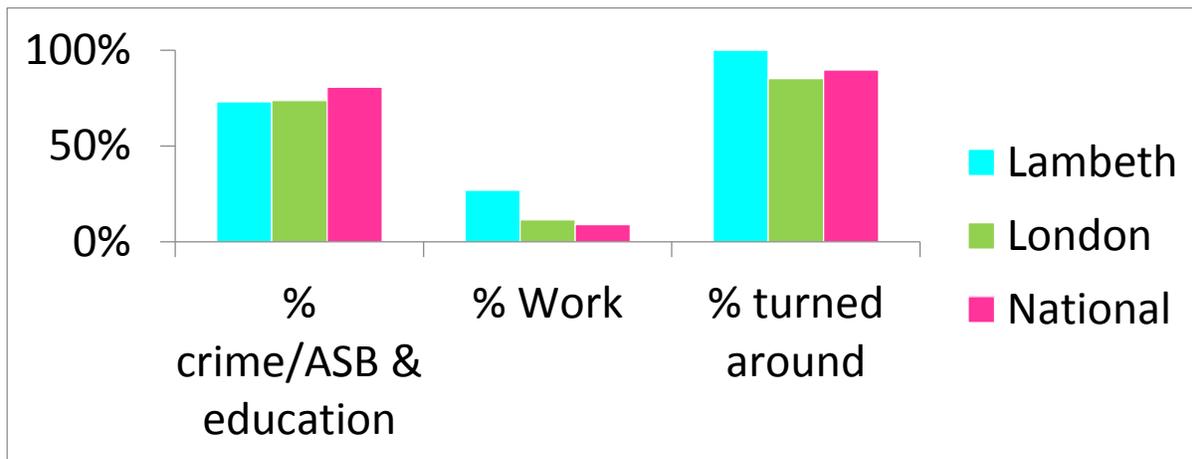
3.1 The Troubled Families Programme works on a payment by results basis. The local authority receives an upfront attachment fee for each family worked with and can claim a payment when the family is 'turned around'. Local authorities are required to submit payment by results outcomes quarterly to DCLG. In February 2015 we submitted our final payment by results claim on phase 1 that reached 100% of our target; this means all 1080 households lives have been positively turned around in less than two years making Lambeth the highest performing local authority across London on getting adults back into work and we brought in over £1.2m in outcome related income to re-invest in the programme.

3.2 **Figure 1:** The graph below shows our progress over the last 18 months. The dotted lines show the claims we have made for families achieving crime / antisocial behaviour and or educational attendance and families achieving continuous employment.



3.3 The proportion of families with one or more member of the family entering full time employment for six months or more is much greater in Lambeth than across London and England. The proportion of families turned around is much greater in Lambeth than across London and England.

**Figure 2:** This graph below shows the comparison with Lambeth PBR outcomes against the London and National picture.



### Outcomes for families

- 3.4 Information collected at the start and end interventions as a part of Family Monitoring Data (FMD) which is submitted to the DCLG twice a year. The following are key outcomes based on households at the beginning of interventions and households at the end of interventions. Percentages are reported from the aggregated data at a household level not on the number of individuals.

### Who we work with

- 3.5 The households that the programme has worked with to date have the following characteristics:

- 64% of households only have one adult (single parents);
- 42% of households have three or more children;
- 27% of households have at least one child under the age of 5;
- 94% of households live in social housing, nearly 60% more than the general population;
- Nearly 30% of families are from a Caribbean background;
- 33% of families have at least one child with a school behaviour plan; and,
- 31% of families have at least one child with assessed special educational needs.

### Changes in the lives of families who have been worked with

- 3.6 Education:

- a 45% decrease in the number of families where children have 15% unauthorised absences or more from school in the previous school term, from 64% of families at the start of intervention to 19% at the end of intervention;
- a 15% decrease in the number of families where children have received a fixed term exclusion from school in the previous school term, from 21% of families at the start of intervention to 6% at the end of intervention;
- an 11% decrease in the number of families where children have been permanently excluded from school, from 16% of families at the start of intervention to 6% at the end of intervention; and,
- Children are half as likely to be in alternative education falling from 23% to 11%.

### 3.7 Working status:

- families are more than twice as likely to have at least one person employed at the end of an intervention rising from 11% at the beginning to 27% at the end;
- the proportion of young people who are Not in Employment, Education or Training (NEET) fell after intervention from 28% at the beginning to 17% at the end; and,
- families are 13% less likely to be under the threat of an eviction order and 17% less likely to be in rent arrears after intervention.

### 3.8 Children in Need of Help:

- children in families who have received interventions are 7% less likely to have children who are living in care and 12% less likely to have children on a child protection plan;
- after intervention there is an 8% reduction in the number of children who are identified as Children in Need, and a 30% reduction in the number of Common Assessment Frameworks completed in the preceding six months; and,
- at the end of the intervention, only 25% of families were considered to be in need of parenting support, compared with 45% at the beginning of intervention.

### 3.9 Crime and Anti-Social Behaviour:

- there was a 22% reduction in the proportion of families with children who had a proven offence in the six months before the close of the intervention, compared with the six months prior to the intervention;
- the number of families who had police call outs decreased by 33% and no household had more than two call outs in the six months prior to the end of the intervention (two families had had over 20 police call outs in the six months prior to intervention);
- prior to intervention 21% of households were referred to Multi Agency Risk Assessment Conference (MARAC), this reduced to 6% in the six months before the close of the intervention; and,
- likewise the proportion of households where domestic violence was identified to be an issue reduced by 38%.

## 4. Expanded Programme-Phase 2 (2015-20)

4.1 Lambeth was one of 51 local authorities to start delivering the expanded Troubled Families Programme early – from September 2014. The expanded programme was launched nationally on 1<sup>st</sup> April 2015. To be eligible for the expanded programme, each family must have at **least two of the following six** problems:

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 violence and abuse.
6. Parents and children with a range of health problems.

4.2 Local authorities need to 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 that the highest cost families are being prioritised for support. We also need to complete the following (which DCLG received written agreement from the borough's acting chief executive):

- **Family Progress Data.** To provide a random representative sample of for at least 10% of the families we bring into the expanded programme during 2014/15.
- **Costs Savings Calculator.** To have completed the calculator for a random representative sample of at least 25% (and preferably more) of the families brought into the expanded programme during 2014/15.
- **National Impact Study.** We need to provide case studies and samples of outcomes to demonstrate success on the programme and complete continuous tracking and monitoring of families.
- Over next 5 years we need to turn around 3,670 on the expanded programme.
- **Sustained and Significant Outcome** has replaced 'turned around' to claim payment by results on families on phase 2. We need to produce a Troubled Families Outcome Plan in order to make claims from April 2015, these need to be signed off by each local authority and their internal audit.

## 5. Proposal and Reasons

### Expanded Programme Implementation Framework (Phase 2)

- 5.1 The Aspirational Lambeth Families (ALF) implementation framework sets out the delivery model required to meet the national Troubled Families Framework as governed by DCLG. Cabinet is requested to note the Troubled Families Outcome Plan which is attached as Appendix 1.
- 5.2 The Troubled Families Outcome Plan (TFOP) was developed in partnership with the 32 London boroughs via the London wide Troubled Families Co-ordinators Group and signed off in February 2015, where DCLG were present. There are six strands to the TFOP which match the criteria in the DCLG Financial Framework for the expanded Troubled Families Programme. The Lambeth TFOP has had internal cabinet sign off, been discussed at partnership meetings and was signed off by the Troubled Families Steering Group in April 2015. The TFOP will remain an evolving document as new strategic priorities emerge, workforce works differently and new data comes on stream. Each change will be signed off by internal audit and the Troubled Families Steering Group.

### Expanded Programme Implementation Framework (Phase 2)

- 5.3 The aims of Phase 2:

- to turn around 3,670 families over the five year period 2015-20;
- to claim payment by result for these families according to the TF Outcome Plan and bring money back into the programme;
- to reduce troubled families' reliance on acute services by working collaboratively alongside partner agencies and co-ordinating the services being offered to the family; and,
- to provide early identification, accurate needs assessment and effective interventions.

### **Identification of Troubled Families**

- 5.4 The process of identification is to be done through secured access to data sources through the use of the data warehouse. Where required local information sharing protocols are put in place.

### **Model for working with Troubled Families**

- 5.4 For 2015-16, Lambeth will be delivering the outcomes required from Troubled Families programme through a range of intensive support service and mainstream provision. We are taking a tiered approach with a working model for TFs in Lambeth as:
1. **Intensive Family Support (intensive):** The whole family approach works with families with the most complex multiple needs (meets at least 4 TF criteria's) with shared risks and rewards across public sector partners through intensive family support. Multi Systemic Therapy (MST) have been commissioned to work with 14 complex households over next year (2015/16).
  2. **Family Intervention light (medium intensive):** Work with further families that meet at least 3 of the national indicators through a whole family approach offering family support through commissioned voluntary sector organisation called Single Homelessness Project (SHP).
  3. **Family Intervention (less intensive):** Work with the remaining TF's through early help services including Multi Agency Teams (MAT) and Children Centres.
- 5.5 In addition, a commissioning plan for the Troubled Families programme is being developed which will identify how to adjust and add value to the model outlined above. The commissioning plan will identify further interventions based on identified gaps in programme provision and knowledge of what works in terms of evidence base and impact. The programme will also take account of synergies across other commissioning programmes for children and adult services to ensure that there is no duplication and overlap in what is provided.
- 5.6 The commissioning plan will also take account of savings required for Preventative Services with a planned alignment of Troubled Families and Multi Agency Team (MAT) support which will lead to adjustments being made in the model outlined above.

## **6 Finance**

- 6.1 It is up to the local authority to decide how to use the grant and local resources to achieve the results, set out in the Financial Framework. DCLG expects authorities to audit internally the results claimed, i.e. ensuring that the families have in fact improved

school attendance, reduced crime and the wider outcomes set out in the DCLG Troubled Families Financial Framework. Furthermore DCLG carry out spot checks of areas to ensure the outcomes claimed for have indeed been achieved.

- 6.2 In total £2,805,000 was received from DCLG as upfront attachment fees across the three years of phase 1 to turn around 1080 families with over £1.2m in payment by results. For phase 2 over the next 5 years we are expecting £5,522,000 in upfront attachment fees to turn around 3,670 families. This is a reduction in grant for phase 2 with more families to turn around.

## **7 Legal and Democracy**

- 7.1 Section 115 of the Crime and Disorder Act allows the police, local authorities, health authorities and probation trusts to share information about any person for the purposes of preventing future crime and disorder.
- 7.2 In order to complete the identification process, local authorities may collect and also share information under the implied powers of section 17 of the Children Act 1989 in order to support/protect children. As the data shared is likely to be considered 'sensitive' (under the terms of the Data Protection Act), data must only be used for the purposes of identifying troubled families. In addition the Department for Work and Pensions has the power by Regulation to share data with local authorities – without informed consent – for the sole purpose of identifying troubled families.
- 7.3 This proposed key decision was entered in the Forward Plan on 02 April 2015 and the necessary 28 clear days' notice has been given. The report will be published for five clear days before the decision is approved by Cabinet. A further period of five clear days - the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

## **8 Consultation and co-production**

- 8.1 A partnership approach has been crucial to the success of the Troubled Families Programme in Lambeth. Partnership workshops established the model and way of working for the programme and information sharing has been critical both in terms of identifying families and monitoring the impact of the work with families of individual agencies and the whole team.
- 8.2 Workshops have continued to be used as a way of engaging partners for example events were used to support planning for the expanded programme including the outcomes plan to be used for the new criteria. Health colleagues, the Jobcentre Plus, the police, other Lambeth services and the voluntary and community sector have all been fully involved.
- 8.3 In addition to the strategic overview provided by the Children and Young People's Partnership, a Steering Group chaired by the Lead Commissioning Director oversees the running of the programme and critically ensures a join up between the commissioning

and delivery aspects of the programme. This group also monitors the programme's budget and financial planning.

- 8.4 The Troubled Families programme has played an increasingly important role in the delivery of holistic family support in Lambeth and through the established leadership and governance of the programme we have been able to ensure that the appropriate links are made with other aspects of delivery of family support activity across the partnership.

## **9 Risk management**

- 9.1 There is a risk log for the programme which is regularly reviewed by the Troubled Families Steering Group which is chaired by the Commissioning Director and has membership from the Commissioning, Delivery and Enabling clusters.

## **10 Equalities impact assessment**

- 10.1 The families identified as troubled families are likely to fall into all the protected groups, equalities breakdown are available 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 equalities impact identified at this stage, this is to be kept under review for the life of the project. An equality impact assessment is completed and available to review.
- 10.2 The programme has ambitious plans in place with the Cooperative Council ethos in mind to deliver public sector services lead by the community with residents at the heart through commission services. A Troubled Families Commissioning Plan is being drawn up that puts families are at the centre of the programme. Families have joint needs plan in place which is agreed with consultation and involvement with the whole family.

## **11 Community safety**

- 11.1 The crime reduction element of this programme links into the Police, and the Community Safety Partnership. Information is shared under s115 of the Crime and Disorder Act for the purpose of identification of families onto the programme. This provision allows the police, local authorities, health authorities, probation trusts to share information about any person for the purposes of preventing future crime and disorder.

## **12 Organisational implications**

- None.
- 12.1 Environmental  
None.
- 12.2 Staffing and accommodation  
None.
- 12.3 Procurement  
None.

## 12.4 Health

The Lambeth Troubled Families Outcome Plan is aligned to the Corporate Community Plan and a number of partnership plans including: Housing, Health, Early Intervention and Employment. The Troubled Families Commissioning Plan incorporates all of these into a high level plan to support families in the Aspirational Lambeth Families Programme; this will be developed by May 2015. In addition health criteria's are included in phase 2 of the programme.

## 13 Timetable for implementation

13.1 The key dates for implementation of phase 2 are:

<b>Actions</b>	<b>Dates</b>	<b>Other info</b>
Identification of phase 2 for year 1	Apr-15	Thereafter bi-annually
Refresh TF app for phase 2	May-15	App developed and being tested
TFOP signed off by internal audit and TF Steering Group	Mar-15	Completed
TFOP at Cabinet	Jun-15	8 <sup>th</sup> June
First PBR phase 2	Sep-15	Thereafter bi-annually
Commissioning Plan complete	Jun-15	
Complete Family Monitoring Data for DCLG	Jul-15	Thereafter bi-annually submissions to DCLG
Submit DCLG Cost Calculator	Jun-15	On-going and annual submission to DCLG
National Impact Study submissions	Jul-15	Annual submission to DCLG
Partnership event	10 <sup>th</sup> June 2015	Thereafter bi-annually

<b>Audit trail</b>				
<b>Consultation</b>				
<b>Name/Position</b>	<b>Lambeth cluster/division or partner</b>	<b>Date Sent</b>	<b>Date Received</b>	<b>Comments in para:</b>
Sue Foster	Strategic Director, Delivery			
Rachel Sharp	Commissioning Director	30.3.15	31.3.15	
Carolyn Dwyer	Delivery Director,	30.3.15		
Stella Clarke	Programme/Associate Director	30.3.15	30.3.15	Throughout
Paul Davies	Commissioning Lead	30.3.15		
Finance	Business Partnering	30.3.15	12.4.15	
Legal Services	Enabling: Integrated Support	30.3.15	15.5.15	
Democratic Services, David Rose	Enabling: Corporate Affairs	30.03.15	31.03.15	Throughout, specifically 7.2
Councillor Jane Pickard	Cabinet Member: Children and Families			
<b>External</b>				

<b>Report history</b>	
<b>Original discussion with Cabinet Member</b>	4 March 2015
<b>Report deadline</b>	27.05.15
<b>Date final report sent</b>	27.05.15
<b>Report no.</b>	15-16/23
<b>Part II Exempt from Disclosure/confidential accompanying report?</b>	No
<b>Key decision report</b>	Yes
<b>Date first appeared on forward plan</b>	02.04.15
<b>Key decision reasons</b>	Meets community impact test.
<b>Background information</b>	<p><b>Listening to troubled families</b>  <a href="https://www.gov.uk/government/publications/listening-to-troubled-families">https://www.gov.uk/government/publications/listening-to-troubled-families</a></p> <p><b>Working with troubled families: a guide to evidence and good practice</b>  <a href="https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice">https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice</a></p>
<b>Appendices</b>	Troubled Families Outcome Plan (Appendix 1).