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| HOUSING AND ANTI-POVERTY SCRUTINY PANEL | DATE 11 October 2018 | ITEM NO 7 |
| TITLE Troubled families update, including supporting adults into work and financial management | WARD (S) All | |
| CHIEF OFFICERS Director of Children's Services | CABINET MEMBER Deputy Leader, Cabinet Member for Children's Services and Schools | |

1. **Decision required**

Please note the contents of this report.

- 1.1 The scrutiny panel is asked to note the developments of the Troubled Families Programme, in particular the change in the model of delivery and the performance around supporting adults back into work.
- 1.2 The scrutiny panel is further asked to note the changes to the delivery of the National Troubled Families Programme and Families 1st.

2. **Links to the Royal Greenwich Strategy**

- 2.1 This report relates to the following high-level objectives contained within the Royal Greenwich Strategy:
 - Children and Families in need
 - Social Care and Health
 - Economic Prosperity and Social Mobility
 - Education
 - Housing
 - Healthy and Safe Living Environment

3. **Purpose of Report and Executive Summary**

- 3.1 This report explains the differences in the programme delivery now that the Early Help reorganisation is complete.

3.2 This report is to update members on the Early Help service and its contribution to Phase two of the National Troubled Families Programme, including supporting adults into employment.

4. Introduction and Background

4.1 The Families 1st Service led the Council's response to the National Troubled Families Programme from its inception in 2011.

4.2 120,000 families were initially identified as families with 'problems' i.e. those causing high cost to local authorities, children were out of education and adults within families were workless and anti-social behaviour and crime was prevalent in both adults and young people. Families 1st were successful in Phase One in turning around 100% (**790**) of families who were identified as Troubled Families. Phase One was predominantly data led and required the families identified to have up to three 'problems'. The learning from Phase One informed Phase Two of the programme, which was significantly different.

4.3 The current programme introduced an up-front annual Service Transformation Grant (approximately £200,000 a year per local authority). The programme has not mandated a particular way that services should 'transform', instead setting out a broad framework (including guidelines in the Maturity Model). This funding ends in March 2019.

4.4 In Phase One the Ministry of Housing, Communities and Local Government (MHCLG) then then the Department of Communities and Local Government - DCLG) estimated the average unit cost of intensive family invention was around £10,000. MHCLG made up to £4,000 available per family (40%) and it was expected that the Local Authority and local partners would make up the rest of the investment (£6,000 – 60%).

4.5 Phase Two had a significant reduction in funds per family and was calculated at £2,200. Funding available in total for Phase Two per family is **£1800**. **£1000** when a family is attached to the programme and a further **£800** is available per family when all problems have made sustained and significant progress. All claimed money is being reinvested into family work within the Early Help service.

4.6 Phase Two of the programme places a greater emphasis on public service reform, with the intention being that service delivery will be transformed and there will be cultural shift in the work with families. The objective is that public services should work in ways that will:

- reduce demand for high cost specialist services
- maximise impact
- evidence outcomes, and ways of working
- Work in a way that achieves significant and sustained change

These are part of the ‘transformation’ agenda for the programme whereby all services working with families will deliver against the model below.

| | | | | |
|---|-------------------------------------|-----------------|-------------------|---|
| Identify the Troubled Families in the area at the front door. | Undertake a whole family assessment | One family plan | Lead professional | Emphasis on significant and sustained progress. |
|---|-------------------------------------|-----------------|-------------------|---|

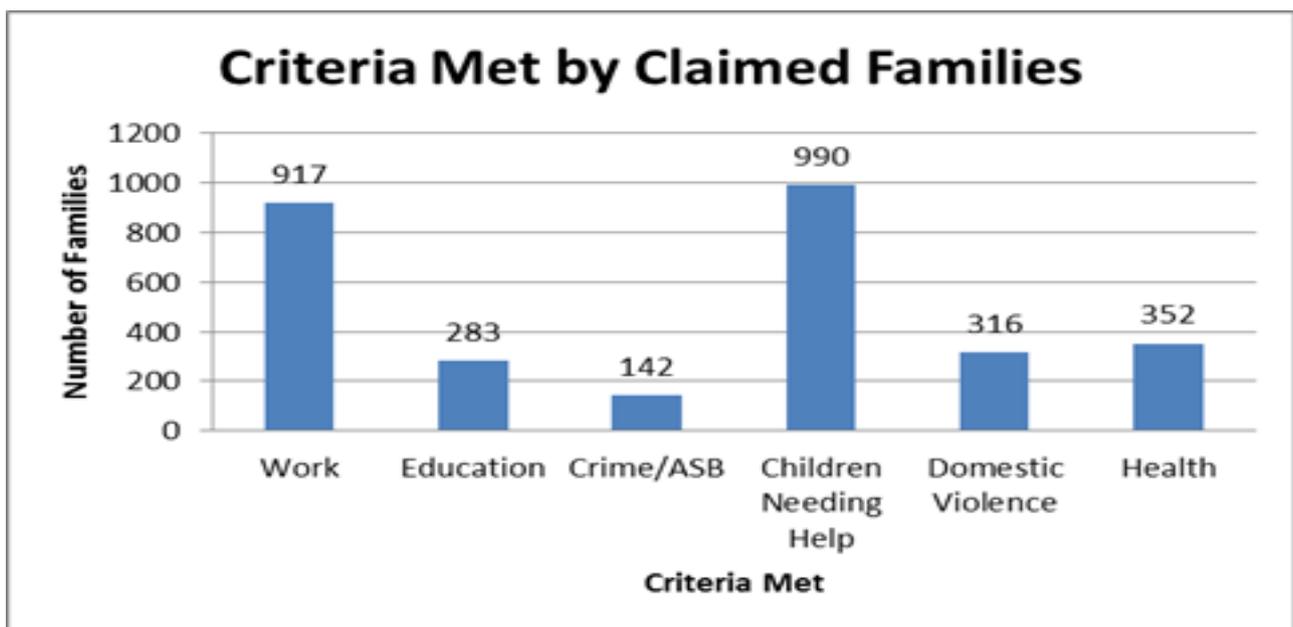
- 4.7 2018 marks the third year of Phase Two; The national goal of the current programme is to achieve significant and sustained progress with up to 400,000 families with multiple, high-cost problems by 2020. There is no indication that the programme will continue to be funded by central government beyond 2020.
- 4.8 The Troubled Families target for Royal Greenwich is 2780 families with up to six problem areas. All ‘problem’ areas must have sustained progress made at the same time, meaning the families are more complex and the outcome requirements for a payment by result is more rigorous.
- 4.9 Early Help was reorganised to take into account the programme requirements and sustain the work into the future. The reorganisation aligned Families 1st, the Point, the non-statutory functions of the Youth Offending Service (YOS) and Early Help and created a service with practice and functions built on the learning from Troubled Families, systemic family therapy, trauma informed practice and restorative approaches. The Troubled Families language has changed as the agenda is now part of ‘business as usual’ within Early Help. Since December 2017, every family we will work with meets the Troubled Families criteria.
- 4.10 The learning from Families 1st has been integrated into the new Early Help service. Families 1st demonstrated persistent engagement with families. Out of the 1128 Claims that have been made so far in Phase 2; 187 were involved with families 1st which is 16.57% from 2015 to 2017. Furthermore, Families 1st raised the profile of family intervention across the local authority, boosting local capacity for family intervention whilst supporting transformation of local services and systems. One example of this is supporting incorporating Early

Help assessments into commissioning and children’s centres thus encouraging whole family support. Families 1st also improved joint working with Job centre plus and this has all been amalgamated into the Early Help service allowing for a great emphasis on parental employment whilst recognising employment alone is not a solution. There has not been an independent evaluation for Families 1st in particular and to date there has been no formal analysis published on the extent of any savings from the programme as a whole.

5. **Early Help Update**

5.1 Early Help is within the Children’s Services Directorate and delivers whole family interventions using a geographically based model. Families are worked with in one of two parts of Early Help depending on the complexity of their “problems”. Workers with a range of skills consider the whole family to meet the needs of the family as a whole and the individual members. The integration of Early Help services enables networking across the services to improve outcomes for all age ranges.

5.2 The table below demonstrates the main criteria met by claimed families.



Total families claimed up to July 2018

5.3 **3,651** Troubled Families have been engaged and attached which across the local authority since Phase Two began, of this number Royal Greenwich has been able to claim for **1,128 (40.57%)** of families in total. This gives a clear picture of the complex nature of both identified Troubled Families and the

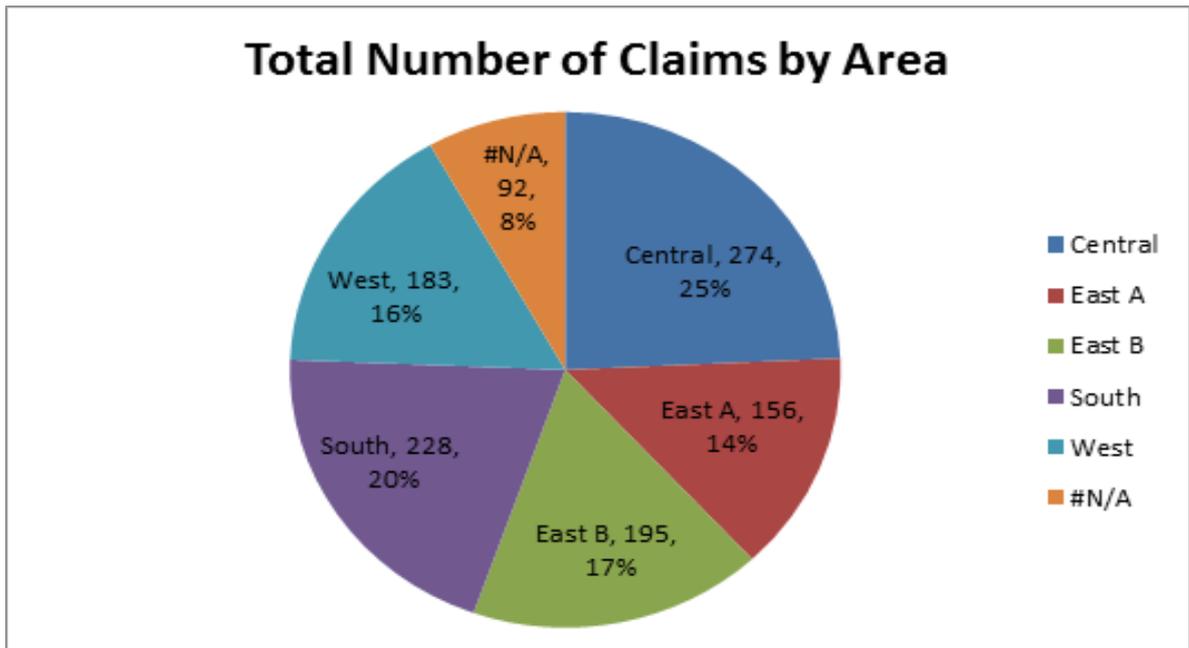
programme requirements; in that there needs to be evidence of all of the “problems” families have making progress at the same time. Our target to claim the whole of the PBR funding is **2,780** families. This requires engagement with approx. 6,000 families in total.

5.4 The Table below shows the benchmarking performance of Royal Greenwich against other London boroughs. Greenwich Payment by Results claims are the 2nd best in London as of June 2018

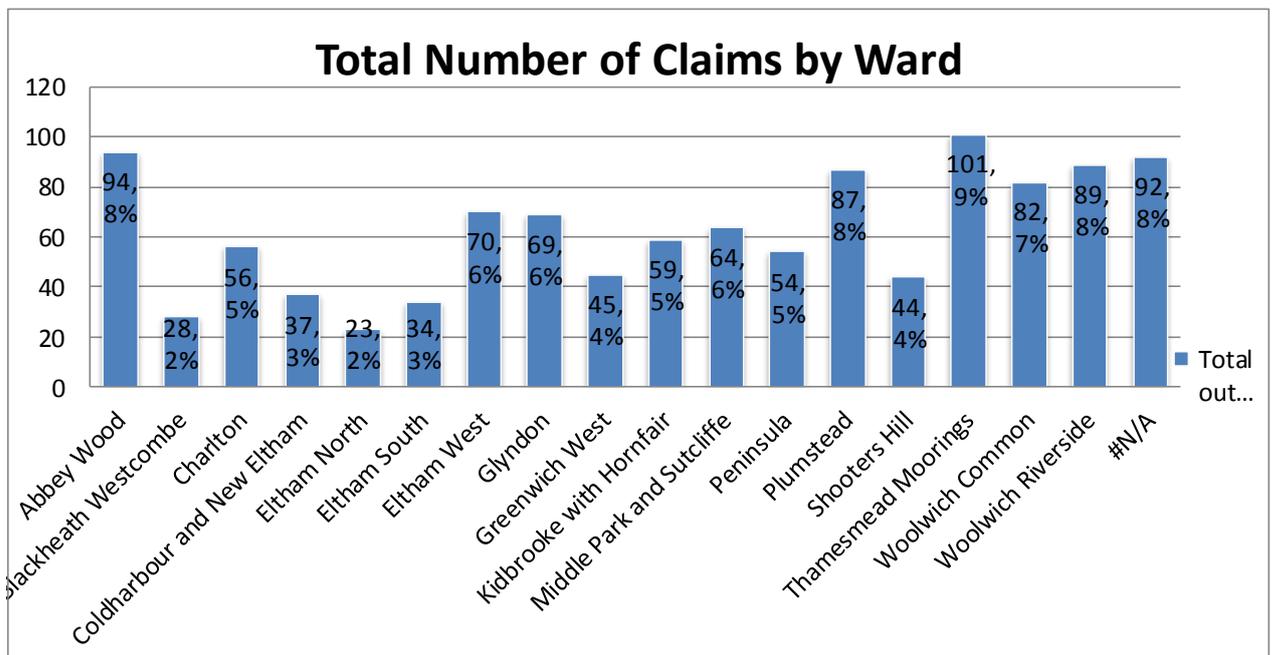
| TROUBLED FAMILIES PROGRAMME 2015-2020: Families on the programme and making progress | | | | | |
|---|------------------------------------|---|--|--|---|
| Local authority | Maximum funded families up to 2020 | Number of families on the programme up to June 2018 | Total claims for results up to June 2018 | Number of families achieved significant and sustained progress up to June 2018 | Number of families achieved continuous employment up to June 2018 |
| Barking and Dagenham | 2,470 | 2,347 | 996 | 847 | 149 |
| Barnet | 2,220 | 2,109 | 1,007 | 969 | 38 |
| Bexley | 1,410 | 1,340 | 613 | 585 | 28 |
| Ealing | 3,010 | 2,817 | 498 | 373 | 125 |
| Enfield | 2,970 | 2,788 | 683 | 164 | 519 |
| Greenwich | 2,780 | 2,641 | 1,032 | 762 | 270 |
| Hackney | 3,510 | 2,950 | 665 | 609 | 56 |
| Hammersmith and Fulham | 1,690 | 1,606 | 503 | 389 | 114 |
| Haringey | 3,130 | 2,974 | 718 | 652 | 66 |
| Harrow | 1,330 | 1,197 | 272 | 259 | 13 |
| Havering | 1,450 | 1,126 | 668 | 620 | 48 |
| Hillingdon | 1,990 | 1,845 | 298 | 228 | 70 |
| Hounslow | 2,100 | 1,995 | 490 | 481 | 9 |
| Islington | 2,630 | 2,115 | 547 | 419 | 128 |
| Kensington and Chelsea | 1,130 | 1,074 | 309 | 232 | 77 |
| Lambeth | 3,480 | 3,306 | 700 | 355 | 345 |
| Lewisham | 3,170 | 2,617 | 1,374 | 1,318 | 56 |
| Newham | 4,020 | 3,576 | 662 | 662 | 0 |
| Southwark | 3,340 | 3,173 | 579 | 256 | 323 |
| Westminster | 2,080 | 1,976 | 492 | 325 | 167 |

5.5 Capturing data and tracking is critical in assessing the impact for families and therefore critical to the programme outcomes. This presents a challenge due to the complexity of families’ problems; the high bar set for success; and the time lag between the start of an intervention and both achieving and evidencing success.

5.6 Early Help is now delivered using an area based model and the chart below shows the number of claims per area.



5.6 The table below sets out the claims per ward. Thamesmead Moorings and Abbey Wood are the areas with the highest claims.



6. Parental Employment

6.1 In partnership with Job Centre Plus (JCP) there are two Troubled Families Employment Advisors (TFEAs) within Early Help who focus on supporting parents into employment. The TFEAs also share information with our JCP partners on the Troubled Families programme and 'think whole family approach' and work alongside all Early Help and YOS practitioners to support

them to have the conversation about progressing to employment with families as early as possible. Over the programme we have claimed for **917** families who have entered and sustained work.

6.2 Both Universal Credit and the General Data Protection Regulation (GDPR) create challenges in terms of capturing outcomes as every family will need to be referred to Early Help with agreement from JCP for us to be able to capture the data for these families. These issues are currently being resolved in partnership with JCP and with MHCLG who are supporting the programme nationally to ensure this does not impact on the claim numbers.

7. **Cross-Cutting Issues and Implications**

| Issue | Implications | Sign-off |
|---|--|---|
| Legal including Human Rights Act | There are no direct legal or human rights implications resulting from the recommendations in the report | |
| Finance and other resources including procurement implications | There are no financial implications resulting from the report. Please note Troubled Families programme is due to end in 2020 therefore the Service Transformation Grant and Payment by results funding will end. Royal Greenwich intend to maximise the funding available from MHCLG via PBR and the Troubled Families financial framework. | Lucinda Hibberd Early Help service leader which includes the role of Troubled Families Coordinator 15/09/18 |
| Equalities | Decision-makers are reminded of the requirement under the Public Sector Equality Duty (s149 of the Equality Act 2010) to have due regard to (i) eliminate unlawful discrimination, harassment, victimisation and other conduct prohibited by the Act, (ii) advance equality of opportunity between people from different groups, and (iii) foster good relations between people from different groups. The decisions | Lucinda Hibberd Early Help service leader which includes the role of Troubled Families Coordinator 15/09/18 |

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| | <p>recommended through this paper could directly impact on end users.</p> <p>Please find attached Detail of Assessment: Early Help Re-organisation Published 7th July 2017</p>  <p>EIA Children and Families.pdf</p> | |
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8. **Recommendation**

Scrutiny is asked to note and comment on the change to the delivery of the Troubled Families programme which is now integrated into the day-to-day business of Early Help and is invited to identify any areas they would like to be further briefed on.

9. **Background Papers**

Greenwich Troubled Families outcomes plan (re-drafted 2017/18).

Financial Framework for the Expanded Troubled Families Programme by Department for Communities and Local Government (November 2014)'

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