

Taunton Deane Borough Council

Executive - 12 September 2012

Taunton Deane Troubled Families Programme 2012 to 2015

Joint Report of the Strategy Manager and the Troubled Families Project Manager

(This matter is the responsibility of Portfolio Holder for Community Leadership: Jane Warmington)

1. Executive Summary

The Government has launched a three year £500 million programme to turn around the lives of these Troubled Families. It is asking all local authorities to work with Troubled Families living within their area and try to improve outcomes for these families by 2015

The Government estimate that in Somerset there are 870 Troubled Families, 182 of which are within Taunton Deane. The Government is contributing up to £4000 per Troubled Family. In Taunton Deane this means that we will receive £160,000 in 2012/13 and more money (exact figure still to be confirmed) in 2013/14 and 2014/15

Across Somerset, district councils are developing slightly different models of implementation. The key principle for the proposed Taunton Deane model is 'sustainability' and, working closely with Somerset County Council, will build on the work of the Healthy Child Model. Service redesign will be the key focus for the Taunton Deane Model.

The proposals would require a fixed term part-time project support officer (circa £17k pro rata) to be recruited, for which funding has already been received from Somerset County Council. This post would provide administrative support to the project.

Implementation is planned to begin in October 2012

2. Background

Context

- 2.1 The Coalition Government has pledged to radically reduce the disproportionate cost to the taxpayer generated by approximately 120,000 'Troubled Families'. They estimate that on average these families each cost the public sector in excess of £75,000 per annum.
- 2.2 The Government has launched a three year £500 million programme to turn around the lives of these Troubled Families. It is asking all local authorities to work with Troubled Families living within their area and try to improve outcomes for these families by 2015.
- 2.3 While the Government is trying to improve outcomes for families, it is clear that a key driver is reducing the cost to the public sector. Service redesign is therefore expected to play a central role in project delivery.
- 2.4 As top tier authority, Somerset County Council is ultimately accountable to Government for the success of the project. The Council is, however, adopting a 'hub and spoke' model within which Districts, in partnership with their respective Local Strategic Partnerships, are being asked to lead and co-ordinate project delivery at the local level.

What are Troubled Families?

- 2.5 The Government's definition of a Troubled Family is fairly prescriptive. To be classified as 'troubled' a family must display at least three of the following characteristics:
 - i) Have an adult on out of work benefits,
 - ii) Have children not in school (i.e. exclusion or absenteeism),
 - iii) Be involved in crime or anti social behaviour,
 - iv) Discretionary filter (to be determined by the local authority)
- 2.6 The discretionary filter provides local authorities with a degree of flexibility with which they can include families that they want to work with within the scope of the project. Local authorities can choose what their discretionary filter(s) is so long as it identifies families which have health problems or which are high cost to the public sector.
- 2.7 The Government estimate that in Somerset there are 870 Troubled Families, 182 of which are within Taunton Deane. This is a projection based on statistics. This figure is used by Government to determine how much funding should be awarded to the county.

Funding

- 2.8 The Government is contributing up to £4000 per Troubled Family to support project delivery. A portion of this money will be paid upfront as an 'attachment fee', with the remainder paid on a performance by results basis. The percentage paid as an attachment fee varies in each year of the project:

Year	Percentage Paid as an Upfront Attachment Fee	Percentage Paid on a Performance by Results Basis
2012/13	80% (£3,200)	20% (£800)
2013/14	60% (£2,400)	40% (£1,600)
2014/15	40% (£1,600)	60% (£2,400)

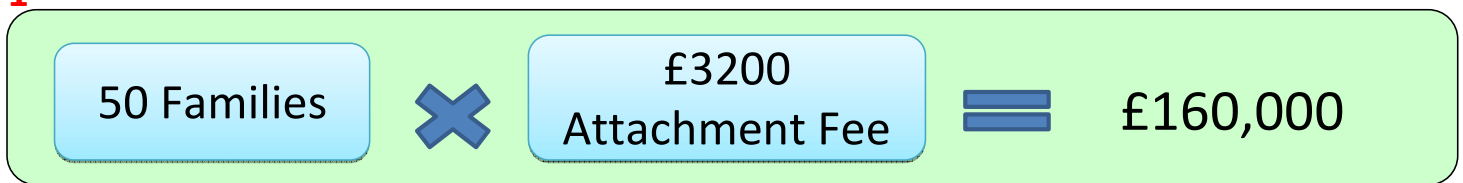
2.9 As top tier authority, this money is being paid directly to Somerset County Council. The County Council has, however, committed to transfer all money to District Councils in 2012/13. It is expected that it will agree to transfer the vast majority of funding in year two and three.

2.10 In order for funding to be released, Taunton Deane will need to sign a Service Level Agreement with the County Council, which commits itself to working with its allocation of Troubled Families. No commitment needs to be made about the level of success achieved

2.11 A breakdown of funding for Taunton Deane in 2012/3 is as follows:

Funding Allocation (Year One)

1



2

Success Money

£700

Meet ALL 3 ASB & education measures

- a) Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school term, and
- b) A 60% reduction in anti-social behaviour across the family in the last 6 months; and
- c) Offending rate by all minors in the family reduced by at least a 33% in the last 6 months

£100

Attach to ESF or DWP Work Programmes

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).

OR

2b

£800

Enter Work

At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the European Social Fund Provision or Work Programme to avoid double-payment).

- 2.12 In addition to the national funding, Taunton Deane has been given £16,600 from Somerset County Council to support project delivery locally

Governance

- 2.13 The newly established Troubled Families Programme Board, which is chaired by the County Council's Director of Children's Services, oversees the countywide Troubled Families Programme. Each District Council will be represented at this Board. The Board will be ultimately accountable to the Health and Wellbeing Board
- 2.14 The Government is awarding each top tier authority £100k per annum for three years to employ a Troubled Families Co-ordinator. This senior post, which is yet to be filled in Somerset, will report to the Programme Board and will co-ordinate the Programme across the County.

3 Implementation

Context

- 3.1 Across Somerset, district councils are developing slightly different models of implementation. Three broad approaches are emerging: the South Somerset model; the Sedgemoor/Mendip/West Somerset model and the Taunton Deane Model.
- 3.2 The emerging South Somerset model uses family mentors and they recently went through a tendering process to identify a supplier. The emerging Sedgemoor/Mendip/West Somerset model builds on the Total Somerset High Contact Families Pilot Project. It uses volunteer family coaches to support the family and has a dedicated Triage Team which helps to coordinate service delivery.

Taunton Deane Model

- 3.3 The proposed Taunton Deane model, which has been developed in collaboration with the County Council's lead for Early Intervention, can be distinguished from the above models because it is *not* adding any more resource to support delivery. This is for two important reasons:
- a) *Sustainability*: Government funding for this project lasts for three years. For the project to be sustainable it cannot rely on this funding to support it. If this money was spent directly on supporting families it would only be a short term solution. The Taunton Deane model will instead focus on service redesign and making changes to delivery which do not rely on a continuation of this funding
 - b) *Chaotic Services*: Troubled Families interact with a significant number of public sector services. In many instances, services are delivered in a fragmented way, leading to duplication and inefficiency. If a new team or function is created to support families the risk is that it is simply adding an extra layer of complexity to this already 'chaotic' picture. The Taunton Deane approach will instead

focus on trying to join up service delivery and reduce the number of providers that contact families.

- 3.4 In year one of the project it is proposed that the Taunton Deane model uses geography as a discretionary filter – focusing specifically on Halcon and Priorswood. This is partly because there are likely to be a high number of ‘troubled families’ in these area, but also because the work will align very well with work already taking place in these areas. As the project develops it is suggested that the geographical scope of the project widens. There is not a limit to the number of discretionary filters that can be chosen, so there is still opportunity to choose further filters.
- 3.5 The proposed Taunton Deane model will centre around two groups: the *Troubled Families Practitioner Group* and the *Troubled Families Strategic Group*
- a) *Practitioner Group*: This group will build upon existing multi-agency ‘Healthy Child’ Groups which operate out of Children’s Centres. The group will consist of professionals working with a particular Troubled Family. Membership will be fluid depending on which Troubled Families are discussed. Each time the group meets there will be a brief verbal report from staff working with a family. The group will then agree a pragmatic and number-limited, action based, multi-agency plan to improve family outcomes
- b) *Strategy Group*: This group will identify learning from the practitioner group and then work to unblock barriers to joined up working; plug gaps in service provision and look at how services can be redesigned. This group would control the project’s budget.

It is therefore anticipated that family outcomes will be improved through the work of the Practitioner Group, but that more fundamental and longer lasting improvements will be made through the Strategic Group. A more detailed description of the Taunton Deane model is available in the appendices

4 Resource Implications of the Proposed Taunton Deane Model

- 4.1 The proposals require a Project Support Officer to provide administration support to the Practitioner Group. It is suggested that this post be appointed at a Taunton Deane Grade D and work three days a week. With ‘on costs’ this would cost £14,340 per annum, which will be entirely funded from existing resources (see 2.12).
- 4.2 The Troubled Families Strategy group would initially be supported by the Taunton Deane Strategy Team. As the project develops it is anticipated that further resource will be required and that it will be necessary to appoint a Project Manager in early 2013. This post will be responsible for driving service redesign.

- 4.3 It is anticipated that further staff resource could be needed from other Taunton Deane Borough Council service areas, such as Housing, Benefits, Community Development and Economic Development.
- 4.4 It is anticipated that a Project Manager will need to be appointed in early 2013 in order to deliver the project. This would be a 2 year fixed term contract, which would coincide with the end of the project. The post would be funded from Troubled Families money awarded to the Council (2.11).

5 Proposed Delivery Timetable

5.1 September:

- a) Advertise for part time project support officer
- b) Refine the detail of implementation plan
- c) Identify families that the Project will work with in Year One
- d) Invite partners to join either the Practitioner or Strategy Group

October

- a) Host stakeholder event to launch the project & raise awareness amongst professionals
- b) Start referring Troubled Families to the Troubled Families Practitioner Group

6 Risks Management

- 6.1 The proposed model may not be able to demonstrate success as quickly for individual families as models which increase spending directly on supporting families. In year two this could potentially reduce the amount of 'success monies' that the council will be able to claim.
- 6.2 Identifying Troubled Families involves the sharing of sensitive information, which will require an Information Sharing Agreement between Taunton Deane and Somerset County Council. A draft agreement has been drafted by the County Council and the South West Audit Partnership have provided initial steer that it is sufficiently robust for Taunton Deane to sign. Legal teams within other districts are looking at the agreement in more detail. If there is a delay in this agreement being signed it could potentially delay the project.

7 Equalities

- 7.1 See appendices for Equality Impact Assessment

8 Legal Implications

- 8.1 This project has no legal implications

9 Financial Implications

- 9.1 Funding to support the Troubled Families Project (see 2.11) will be paid directly to Taunton Deane Borough Council. A new 'cost centre' has already been created.
- 9.2 The Taunton Deane Partnership has committed to oversee the Troubled Families Project across Taunton Deane, providing scrutiny and challenge. At the next meeting of the Board the recommendation will be made that the Partnership defer the day-to-day responsibility for the Troubled Families budget to the Troubled Families Strategic Group.
- 9.3 It is anticipated that the Project Support Officer (see 4.1) would be appointed at TDBC Grade D for three days a week. With 'on costs' this equates to £14,340 per annum. The Officer would be housed within the Strategy Unit in Deane House and so the Council would therefore also incur some minimal 'hosting' costs.
- 9.4 The Project Support Officer will initially be appointed on a 12month contract, starting in October 2012. Resources are already available to fund the post for a year (see 2.11). If the Troubled Families Strategic Board chooses to extend this contract they would do so using resources allocated as part of the wider project (see 2.11)
- 9.5 In 2012/3 Taunton Deane will receive £160,000 in attachment fees, so long as the project engages with its allocated number of 50 families. The funding that the Council will receive in 2013/4 and 2014/5 is unknown as it is dependent on a) the amount of success monies the project is able to claim and b) the amount of money Somerset County Council agrees to release to Districts (both attachment fees and success monies).
- 9.6 If Taunton Deane Borough Council can secure success money it is proposed that the money is reinvested back into the project.
- 9.7 Underspend can be carried forward between each year of the project.
- 9.8 It is anticipated that a Project Manager will need to be appointed in early 2013 in order to deliver the project. This would be a 2 year fixed term contract, which would coincide with the end of the project. The post would be funded from Troubled Families money awarded to the Council (2.11).

10 Partnership Implications

- 10.1 The success of the project will be largely dependent on the extent to which partners engage with the project. This is because many of the services which contact Troubled Families are outside the control of Taunton Deane Borough Council.

- 10.2 Somerset County Council is the main provider of services to Troubled Families. They are fully engaged with the project, with both the local Early Intervention Manager and the Children's Services Manager helping to develop the Taunton Deane Approach.
- 10.3 The Taunton Deane Partnerships is fully engaged with the project and will continue to provide challenge, scrutiny and advice. In addition to this, the project intends to hold a Stakeholder event in early October to engage with wider Partners

11 Requests/Recommendations

- 11.1 Executive is requested to approve the proposed Taunton Deane Borough Council implementation model.
- 11.2 Executive is requested to approve the proposed recruitment of a part time Project Support Officer for 12 months to support the Troubled Family Practitioner Group, subject to the normal sign off and approval process (see 4.1)
- 11.3 Executive is requested to provide a steer on the discretionary field that could be adopted to help identify Troubled Families (see 2.6). This will ensure the Troubled Families work is able to meet the broader ambitions of the Council

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**Taunton Deane Troubled
Families Programme**

Draft Proposal, August 2012

1. INTRODUCTION

The Troubled Families Programme is a three year Government initiative designed to support the 120,000 families, nationally identified, as having multiple and inter-generational problems. The focus of this initiative is to reduce anti-social behaviour, improve school attendance, promote employment and training and reduce the cost to the public sector.

The Government's definition of a troubled family is fairly prescriptive. To be classified as 'troubled' a family must display at least three of the following characteristics:

- v) Have an adult on out of work benefits,
- vi) Have children not in school (i.e. exclusion or absenteeism),
- vii) Be involved in crime or anti-social behaviour,
- viii) Discretionary filter (to be determined by the local authority)

The discretionary filter provides local authorities with a degree of flexibility with which they can include families that they want to work with within the scope of the project. Local authorities can choose what their discretionary filter(s) is so long as it identifies families which have health problems or which are high cost to the public sector.

The Government has provided every top tier local authority with a specific number of troubled families within their area with whom they should work. Across Somerset, the Government have identified 872 troubled families, 182 of which are within Taunton Deane.

As top tier authority, Somerset County Council is ultimately accountable to Government for the success of the project. The Council has, however, adopted a 'hub and spoke' model with Districts Councils, in partnership with their respective Local Strategic Partnerships, being asked to lead and co-ordinate project delivery at the local level.

This document sets out the initial Taunton Deane response to the Troubled Family agenda

2. LOCAL PRINCIPLES

1. Develop an effective model, which is sustainable beyond the Troubled Families Programme
2. Improve and develop existing structures and services rather than create new ones
3. Develop services led by the needs identified by families and the practitioners working with them

3. FUNDING

The Government is contributing up to £4000 per troubled family to support project delivery. A portion of this money will be paid upfront as an 'attachment fee', with the remainder paid on a performance by results basis. Over the

three years of the Programme the percentage paid by Government as an attachment fee will reduce, with an increased portion of their funding realised on a payment by results basis. This is illustrated below:

Year	Percentage Paid as an Upfront Attachment Fee	Percentage Paid on a Performance by Results Basis
2012/13	80% (£3,200)	20% (£800)
2013/14	60% (£2,400)	40% (£1,600)
2014/15	40% (£1,600)	60% (£2,400)

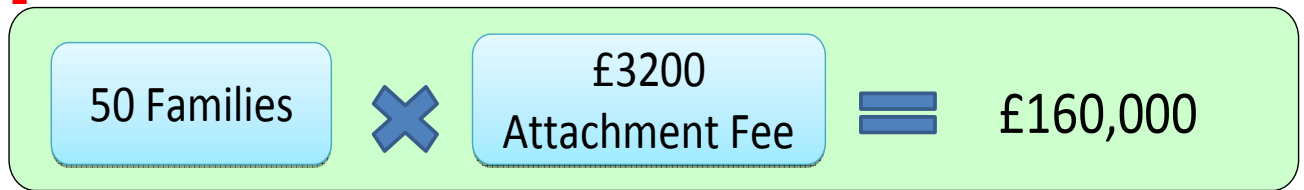
As top tier authority, this money is being paid directly to Somerset County Council. The County Council has, however, committed to transfer all money to District Councils in 2012/13. It is expected that it will agree to transfer the vast majority of funding in year two and three.

In 2012/2 Taunton Deane will be able to draw down £160,000 from the County Council as upfront attachment fees, so long as it works with its allocated number of 50 families. The exact level of funding that the Council will received in 2013/14 and 2014/15 is unknown as it will depend on the amount of money which can be claimed under the performance by results framework.

The below diagram provides an overview of the funding that Taunton Deane can expect to draw down in the first year of the project (2012/13).

Funding Allocation (Year One)

1



2

Success Money

£700

Meet ALL 3 ASB & education measures

- a) Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school term, and
- b) A 60% reduction in anti-social behaviour across the family in the last 6 months; and
- c) Offending rate by all minors in the family reduced by at least a 33% in the last 6 months

£100

Attach to ESF or DWP Work Programmes

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).

OR

2b

£800

Enter Work

At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the European Social Fund Provision or Work Programme to avoid double-payment).

In addition to the above, Taunton Deane Borough Council has also been awarded a one off sum of £16,600 by Somerset County Council to support project implementation

4. **STRUCTURE**

With such limited additional financial resources it is critical that the strong partnerships that exist across Taunton Deane area are used to maximum effect, delivering existing services more coherently to reduce duplication and targeting resources to enable significant long-term change in families.

Two tier approach

The proposed Taunton Deane model takes a two tier approach, through the establishment of a *Troubled Families Strategic Group* and a *Troubled Families Practitioner Group*.

4a Troubled Families Practitioner Group

This group will build upon existing multi-agency 'Healthy Child' Groups which operate out of Children's Centres. The group will consist of professionals working with a particular Troubled Family. Membership will be fluid depending on which Troubled Families are discussed. Each time the group meets there will be a brief verbal report from staff working with a family. The group will then agree a pragmatic and number-limited, action based, multi-agency plan to improve family outcomes

The core membership of this group would be first tier managers, or equivalent from the following:

- Local Housing Providers
- Children's Social Care Early Intervention team
- Taunton Learning Partnership
- Children's Centre representative
- Police Anti-Social behaviour coordinator
- Health visiting/school nurse representative
- Somerset Partnership representative

Other services/organisations will attend as required.

In order to effectively plan work with families in a timely manner it is expected that the group would initially meet fortnightly and would discuss approximately 10 -15 families per meeting. The frequency of these meetings may, however, reduce as the system becomes established.

It is anticipated that the group would review families every 6 weeks, until there is consensus within the group that the agreed outcomes have been achieved or that no further work will be effective.

Chairing the Practitioner Group

It is proposed that the Practitioner Group is chaired, at least initially, by a manager from Children's Social Care due to service expertise in leading multi-agency planning for children and families. In the medium term, alternative arrangements could be considered

The Chair would be responsible for collating learning arising from cases discussed and feeding this through to the Strategic Group for consideration. This would include giving examples of best practice; highlighting gaps in service provision and identifying any barriers to more effective and cohesive working practices.

Administering the Practitioner Group

It is proposed that a fixed term, part-time project support officer post is created. This post, based within Taunton Deane Borough Council would support the Practitioner Group. Their duties would include:

- Organise Practitioner Group meetings – ensuring that all necessary lead professionals are in attendance
- Minute actions and write up the Whole Family Action Plans

- Monitor progress made against Whole Family Action Plans
- Support project evaluation – capturing information required under the Performance by Results Framework
- Capture ‘learning’ in an accessible format so that it can be passed onto the Strategic Group.

4b Troubled Family Strategic Group

The purpose of this group is to interpret information and learning coming out of the Practitioner Group in order to try and improve the effectiveness and efficiency of services that Troubled Families across Taunton Deane receive. Functions carried out by this group would likely include the following:

- Adapt existing resources to better meet identified need, either on a single or multi-agency basis.
- Expand existing resources to better meet identified need
- Remove barriers to joined up working
- More rarely the Group may commission additional services to meet currently unmet need.

This group would comprise of a limited number of strategic managers or “decision makers” from the District Council and its partners. The Practitioner Group Chair would also be a member of this group. This Group would have control of Taunton Deane’s Troubled Families budget.

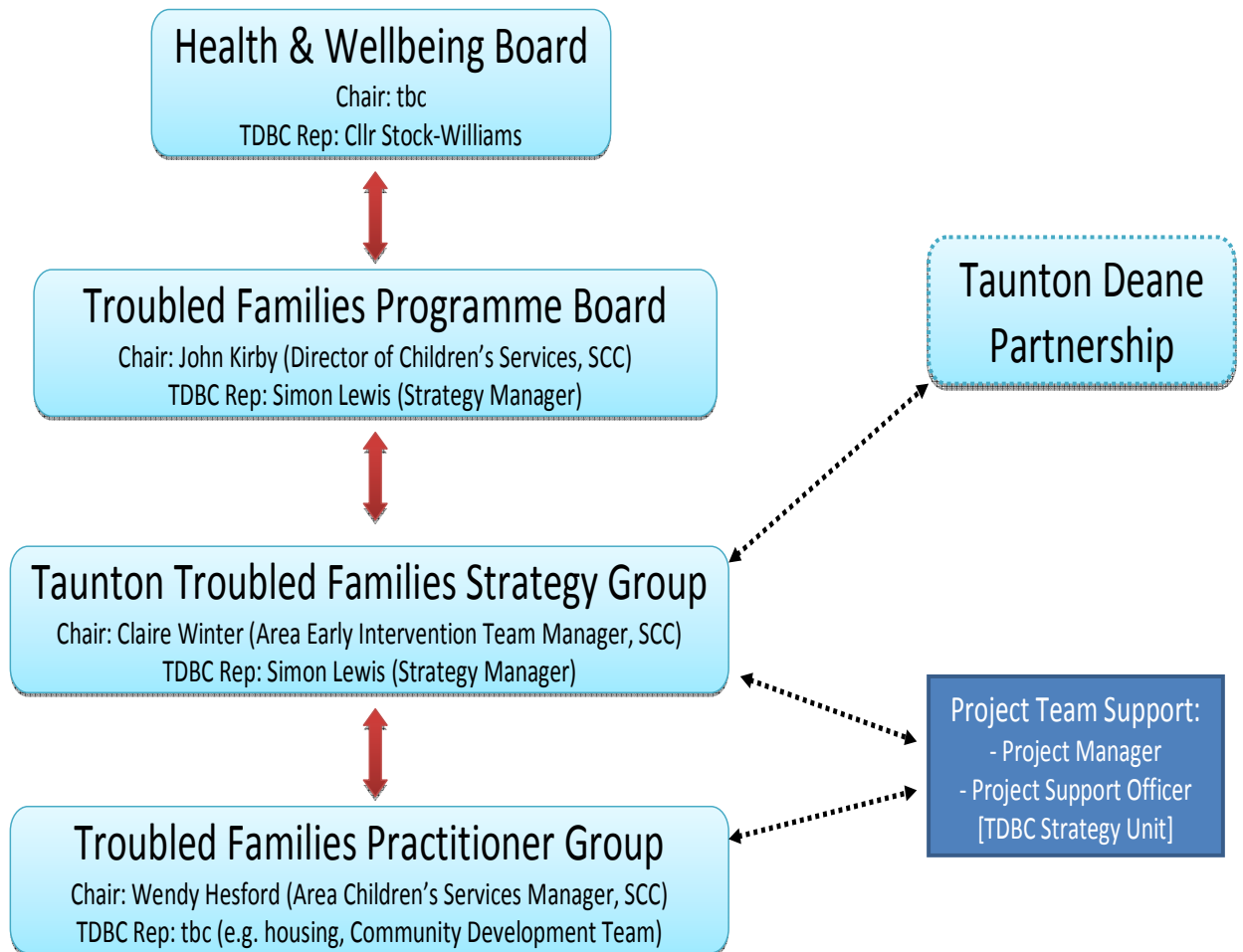
4c Project Team Support

There will be a need for a Project Team to support delivery of the project. Functions carried out by this group would include:

- Identifying and scoping potential opportunities for projects or initiatives which could improve service delivery
- Act as the delivery arm of the Strategic Group: scoping and implementing agreed actions
- Support delivery of both the Practitioner Group and the Strategic Group.

Until the project is up and running it is difficult to quantify the time and expertise requirements of this team. In the short term, capacity will be provided by existing resource within Taunton Deane Borough Council and the new part time Project Support Officer post. This will be reviewed in early 2013. It is anticipated that at this point a full time Project Manager will need to be appointed

Towards an Implementation Model for Taunton Deane: Governance Structure



Towards an Implementation Model for Taunton Deane: Roles & Responsibilities

Taunton Deane Partnership

- Provides challenge and scrutiny
- Works to ensure senior 'buy in' from partner agencies

Troubled Families Strategic Group

- Has deferred responsibility from the Taunton Deane Partnership to manage the project.
- Manages the Troubled Family Project budget
- Drives service redesign, empowers professionals working with families, commissions services and facilitates more joined up working

Troubled Families Practitioner Group

- Improves outcomes for Troubled Families
- Identifies learning, blockages and gaps in service provision and feeds this through to the Strategic Group for consideration

Project Team Support

- Delivery arm of the Strategic Group: scoping and implementing agreed actions
- Identify learning
- Identify and scope potential opportunities for projects or initiatives which could improve service delivery

Appendix 2

Equality Impact Assessment – Troubled Families Project

Responsible person	Simon Lewis	Job Title: Strategy and Performance Manager
Why are you completing the Equality Impact Assessment? (Please mark as appropriate)	Proposed new policy or service	Yes
	Change to Policy or Service	
	Budget/Financial decision – MTFP	
	Part of timetable	
What are you completing the Equality Impact Assessment on (which policy, service, MTFP proposal)	The Council is proposing to work in partnership with SCC and other agencies to work with troubled families, improve outcomes against government measures and make sustainable improvements to the way agencies interact.	
Section One – Scope of the assessment		
What are the main purposes/aims of the policy?	The aim is to tackle troubled families, addressing school absence, anti-social behaviour and unemployment. The longer term aims of the project and the main focus for our approach is to redesign services to have improved co-ordination and reduced complexity for the recipient, to provide sustainable benefits.	
Which protected groups are targeted by the policy?	The targeted troubled families are likely to fall within all of the protected groups but we have not yet identified the Troubled Families.	
What evidence has been used in the assessment - data, engagement undertaken – please list each source that has been used The information can be found on....	The targeted troubled families are likely to fall within all of the protected groups but we have not yet identified the Troubled Families. Once we have identified the families and started to work with them we will assess which protected groups they belong to and the impacts that the Troubled Families work will have.	

Section two – Conclusion drawn about the impact of service/policy/function/change on different groups highlighting negative impact, unequal outcomes or missed opportunities for promoting equality	
Groups with protected characteristics are expected to benefit from the Troubled Families work – the aim of the project is to improve the lives of these families. There are no perceived negative outcomes of this work, except if the implementation is unsustainable and stops once government funding ceases. The TDBC approach is deliberately more focussed on longer term sustainable outcomes to avoid this.	
I have concluded that there is/should be:	
No major change - no adverse equality impact identified	No adverse impact identified at this stage. To be kept under review through life of project.
Adjust the policy	
Continue with the policy	
Stop and remove the policy	
Reasons and documentation to support conclusions The engagement activity with the affected groups will identify any impacts which are unforeseen by the project team at this time.	
Section four – Implementation – timescale for implementation	
The project is intended to be completed within 3 years of the formal approval of recommendations to build.	
Section Five – Sign off	
Responsible officer: Simon Lewis Date: 4 th September 2012	Management Team Date
Section six – Publication and monitoring	
Published on	
Next review date	Date logged on Covalent

