

**REPORT FOR: HEALTH AND WELLBEING BOARD**

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**Date of Meeting:** 9 January 2014

**Subject:** **INFORMATION REPORT – Families First Update**

**Responsible Officer:** Kevin Bartholomew – Families First project coordinator, Children & Families service, Harrow Council

**Exempt:** No, except for Appendix 1 which is exempt from publication under paragraph 2, Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) as it contains information which is likely to reveal the identify of an individual.

**Enclosures:** Appendix 1 - Families First: Case Study  
Appendix 2 - Families First: Approach & Development Plan  
Appendix 3 - Family Identification Criteria  
Appendix 4 - Payment by Results

**Section 1 – Summary**

This report sets out the progress of the Families First project in Harrow. The board is invited to note progress made so far and to consider the developments for phase 2 of the Troubled Families agenda in 2015/6.

**FOR INFORMATION**

## **Section 2 – Report**

### 1. Progress

1.1 Families First delivered by the Early Intervention Service made significant progress in 2012/13 working with 125 families. This met the government's target of working with 75% of families and secured full funding for 2013/14 where the project is expected to work with 198 families.

1.2 A further 140+ families who meet the Troubled Families criteria have been identified and work has commenced with these families. Additional families will be identified against the government criteria throughout the second year of the project.

1.3 A large scale analysis of the impact on families against the government's criteria was completed following the spring term and the first claim for Payment by Results was submitted in July 2013.

1.4 The analysis shows a range of improvement in over 70% of families. This includes significant improvement in 41 families who are eligible payment by results. These families demonstrate school attendance of more than 85%, youth crime reduced by more than 33% and / or the family is off benefits and back into work. The first Payment by Results for turning around the lives of these families was received in September 2013.

1.5 A further claim for Payment by Results was completed at the end of October 2013 for a further 55 families who have demonstrated significant improvement. Results claims will occur quarterly throughout the life of the project.

1.5 In addition to working closely with families the project works to ensure early intervention and preventive services are as effective and cost efficient as possible. Oxford Brookes University was appointed as the external evaluation partner to help explore more broadly how to use the total early intervention resources to improve outcomes for children and families.

1.6 The evaluation will help lay the foundations for future commissioning of services in Harrow and widen the scope of Families First and early intervention services from the government target of 395 families to 1000+ families with a spectrum of additional needs.

1.7 A case study in the appendix provides details of the effective work completed by Early Intervention and the positive impact on outcomes for children and families. (Please see Annexe 1)

1.8 A further document provides details of the project approach and outlines the development of the project during 2013/14 and beyond. (Please see Annexe 2)

## 2. Background

2.1 Following the London riots the Prime Minister identified 120,000 families most at risk (the top 2% most vulnerable) and set up the Troubled Families Unit in the Department for Communities and Local Government (DCLG). All project work in this area was moved across from Department for Education and merged into the Troubled Families Programme that will run until 2015. Six government departments contributed funding to create a budget for the Prime Minister's new policy initiative.

2.2 The Top Families project, which started in Harrow October 2011, was incorporated fully into Harrow's delivery of the Troubled Families Programme. The Top Families project aimed to analyse in detail a cohort of families and develop a considered and research based approach to developing a new model of delivery. It grew from the Community Budget and Total Place principles which are embedded in the Troubled Families initiative: principally to coordinate and integrate service delivery around complex families; to pool resources and make savings; to identify families at risk earlier.

2.3 The aim of the Troubled Families programme is, as defined by Government, to 'turn round' 120,000 families nationally. Harrow's share is 395 families.

2.4 A troubled family is a household where there is evidence of:

- youth crime and / or anti-social behaviour (ASB);
- unauthorised absence from school of more than 15% and / or exclusion from school;
- A family member on benefits. (Please see Annexe 3 for full details)

## 3. Government expectations

3.1. The government expects us to identify 395 families during the life of the project (2012-15). We are expected to help these families change some of their behaviours in order to make life better for their children. Specifically, we are expected to help families:

- Get their children back into school and reduce school exclusions;
- Reduce youth crime and anti-social behaviour;
- Put the adults in the household on a path back to work.

3.2 The Government's approach is driven by the need to reduce costs to the public purse. Local authorities are invited to try innovative approaches to join up local services and deal with each family's problems as a whole rather than individually.

## 4. Identifying families

4.1 The council has committed to work with 395 families during the life of the Families First project up until May 2015. The project must work with 198 families in 2013 /14 who meet the Troubled Families criteria.

4.2 The Government has invited each local authority to choose a fourth, discretionary criteria to identify families. We have focussed on those which enable us to develop a set of local outcomes that address family preservation and place particular emphasis on households where there is evidence of domestic violence.

4.3 268 families were identified (as of June 2013). This number reflects the general pattern across other local authorities in London and is short of the original target.

4.4 Additional families who meet the criteria will be identified as the project progresses, and there is continued confidence that 395 families will have been supported by this project by the end date of May 2015. Families in Harrow are identified at the earliest point via the children's access team.

## 5. Families First

5.1 Families First is Harrow's approach to the Government's Troubled Families initiative. The initiative is being used as an opportunity to change the way families are worked with. The establishment of the Early Intervention Services means that evidence-based and innovative approaches to improve outcomes for vulnerable families can be tried and implemented.

5.2 In addition to focussing on the key criteria of the Troubled Families initiative, Families First are introducing a step change in service delivery from focussing on individual children to working with the whole family. The project assigns a budget holding key worker to each family, who works intensively with them and has the power to purchase interventions to help turn their lives around.

5.4 There are four key building blocks to the approach:

### Personalisation

- Each family has a Key Worker to get to grips with their problems and identify their issues
- Each family has access to an individual budget as part of the Families First support package
- The support package addresses the personal needs of each family and the budget will support long term change and sustainable outcomes

### Participation

- Links with Parent Groups are being developed and further explored as part of the work of the evaluation partner. This work will advise us throughout the project
- Resources have been allocated from central funding to work with the evaluation partner, to ensure the project is responding to the needs of families and making a difference to their lives

## Partnership

- The model of delivery is an invitational consent based model. This model increases the likelihood of success with families who co-construct the solutions to their problems.
- Strong partnerships with Police, Health and the third sector are being further developed to secure collaborative work with families

## People

- The workforce are trained and skilled in working differently with families

5.5 Staff are committed to working with families to find solutions in a respectful way that builds family preservation and resilience. Families are initially invited to join the project, not coerced.

5.6 Evidence shows that appointing a single key worker to get to grips with each family's problems and work intensively with them helps families change for the long term. The key worker fulfils a family support worker role. A key worker is identified for every family in the project. Their role is to work intensively with families to get underneath the core issues that families have, and work in partnership with the family to resolve the issues.

5.7 Elements of personalisation supported by budget-holding key workers who work with each family to commission a programme of costed interventions have been trialled with good success.

## **Section 3 – Further Information**

The Troubled Families has been extended and the 2<sup>nd</sup> phase of the project will commence in 2015/16.

Initial criteria for the second phase will be published in Jan / Feb 2014 for consultation before they are finalised in April.

The scope of the project includes:

- £200m investment for 2015/15 (1<sup>st</sup> of 5 years' subject to next spending review) to work with additional 400,000 families.
- Aims to target families before they reach crisis point
- Average £1800 available per family on PBR
- Local services must provide plans setting out how they will join up, reform services and save the taxpayer money

While this draws on Total Place, Community Budgets etc. there are some key differences:

- First national public service transformation initiative and must secure actual reforms from all local agencies, not just those whole 'volunteer' to be involved

- Costs and areas of reform will cut across multiple public service areas – requiring an even greater level of buy-in from across the local public sector.
- Stronger focus on demonstrating savings to the tax payer

## Section 4 – Financial Implications

1.1 The project is funded by DCLG Troubled Families grant allocation and some LAA Reward funding.

The following table shows a summary of the funding over the 3 year programme

### Families First DCLG Programme Budget

	Y1 2012-13	Y2 2013-14	Y3 2014-15
Number of families eligible for programme	150	198	47
Number of families eligible for attachment fees (5/6ths of total)	125	165	40
Attachment fee per family	£3,200	£2,400	£1,600
Total attachment fees for eligible families	£400,000	£396,000	£64,000
DCLG funding for Co-ordinator	£75,000	£75,000	£75,000
LAA Reward Funding		£135,000	
<b>Total Families First funding (excluding Payment by Results)</b>	<b>£475,000</b>	<b>£606,000</b>	<b>£139,000</b>

1.2 DCLG will make available up to £4000 for each eligible family as a combination of up-front attachment fees and PBR. The ratio of PBR increases in each year of the project:

2012/13 - £3200 per family; maximum PBR £800 per family  
 2013/14 - £2400 per family; maximum PBR £1600 per family  
 2014/15 - £1600 per family; maximum PBR £2400 per family

(Please see Annexe 4 for description of PBR in 2012/13)

1.3 DCLG assumes we are making full use of the European Social Fund provision in Harrow. They consider around one-sixth of our 395 families will access this provision and consequently only fund five-sixths of our family cohort (329 families)

1.4 In addition, DCLG pay a further £75k which funds the salary of the Troubled Families coordinator.

1.5 The funding received from DCLG is used to support the teams in Early Intervention Services.

#### Payment by Results

1.6 Payment by Results is awarded where we can demonstrate the following in identified families:

- The attendance of all children in the family is above 85% in the last 3 terms
- Fewer than 3 fixed term exclusions in the last 3 terms
- 60% reduction in Anti-Social Behaviour in the last 6 months
- Offending by all young people in the family reduced by 33% in the last 6 months
- An adult in the family has volunteered for the work programme or European Social provision (currently provided by Reed in Harrow).

OR

- At least one adult in the family is off benefits and back in work

1.7 Payment by Results is claimed quarterly and is approved by Internal Audit.

## **Section 5 - Equalities implications**

Was an Equality Impact Assessment carried out? Yes

An Equality Impact Assessment is complete but a further update report is due in March 2014. Equality data is being recorded and collated as part of the programme.

## **Section 6 – Priorities**

Families First supports a cleaner, safer and fairer Harrow.

## **STATUTORY OFFICER CLEARANCE (Council and Joint Reports)**

Name: Jo Frost



on behalf of the  
Chief Financial Officer

Date: 11/12/2013

### **Section 7 - Contact Details and Background Papers**

**Contact:** Kevin Bartholomew, Families First project coordinator, 020 8424  
1547

#### **Background Papers:**

None