



## Bristol Health & Wellbeing Board

### Troubled Families Programme

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#### 1. Purpose of this Paper

- 1.1 This report provides an overview of the approach being taken in Bristol to the government's Troubled Families Programme. It also asks members to consider how the 'Health and Wellbeing Board' can take advantage of better joined up working with some of the most vulnerable and complex families in the City.

#### 2. Context

- 2.1 The Prime Minister stated his intention to ensure that 120,000 troubled families are 'turned around' by the end of this Parliament. These families are characterised by there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour.
- 2.2 The government has put in resources to incentivise and encourage local authorities and their partners to grasp the nettle; to develop new ways of working with families, which focus on lasting change, shifting the way we work with these families in the future – reducing costs and improving outcomes.
- 2.3 The new payments by results - based funding scheme provides a financial incentive to get to grips with and deal with troubled families. However, the ambition here is greater. Through this programme it is intended to learn not only about changing the trajectory for families but also to change the way services are delivered to them.
- 2.4 Bristol through economic and social data analysis had 1,355 troubled families identified as meeting the government criteria for the 3 year programme which commenced in April 2012. The criteria for inclusion as a 'troubled family' within this programme are:
- education – absence from school

- and/or committed a youth crime or a persistent offender of anti social behaviour
  - and /or a member of the family is unemployed.
- 2.5 The government set aside £4k per family being worked with allocating those funds through a tapering attachment fee throughout the 3 years. As the programme progresses less money is provided up front and greater emphasis is placed on the payment by results (pbr). In Bristol the upfront attachment fee amounts to £2.6m over the 3 years with £1.8m achievable through the pbr. The results formula is based on a reverse of the entry criteria in that a reduction of youth crime/ asb has to be achieved, educational absence rising to above 85% attendance or an adult obtaining continuous employment. It was expected that 33% would be identified and worked with during the first year of work, 50% in year two and the remaining 17% in year three.

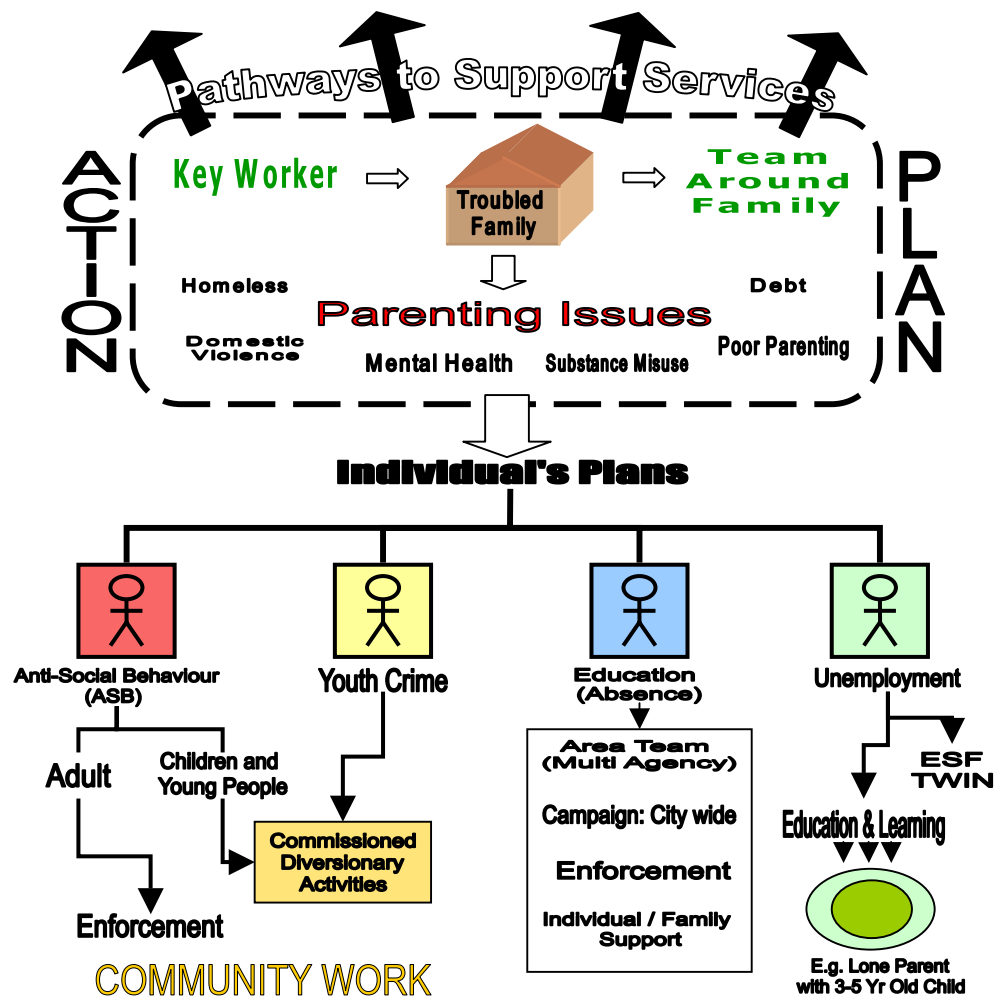
### **3. Main body of report/paper**

- 3.1 The implementation of the Troubled Families Programme is proceeding well. Bristol is being recognised nationally as embedding a best practice model, transforming service delivery with reduced cost to improve outcomes for families, whilst releasing service capacity.
- 3.2 Locally partnership support is strong. Three area based teams have been created by incorporating the recently transferred Family Intervention Project to CYPS (FIP) (1 team leader and 5 key workers) with the employment of 2 Team Leaders and 22 key workers. A number of specialists support posts to the key workers are embedded in the teams. This includes parenting, domestic abuse, youth, asb and more recently 2 members of staff from DWP as employability advisors. Discussions are also taking place with other key service providers as to how they can contribute to this new approach e.g. children and adult mental health, police, social care.
- 3.3 The new workforce known formally as 'Family Intervention Teams' are fully embedded into the 'early help integrated family service' as part of the Children's First Programme. They will be operationally live on the 25<sup>th</sup> March 2013.
- 3.4 A staff training package has been developed, which includes an intensive 7 day programme followed by 8 days of continual professional development. This leads to work place assessments and a level 4 City and Guilds qualification in working with families with complex and multiple needs.
- 3.5 A Team around the Family multi agency approach has been adopted.
- 3.6 It is anticipated that each key worker will have the capacity to work with between 8/10 families who will have a range of needs from light touch to intensive working. Intensive working entails spending 6/8 hours per week up to a year with a family. Many families will be worked with for a shorter time period.

- 3.7 The approach being adopted in Bristol is designed on evidence based best practice and reflects local needs, services and available resources. At the centre is the key worker who can take a holistic and joined up view of a family's circumstances, and coordinate a single assessment to identify the needs of that family, both as a whole and individually. Once engaged and assessed, a family intervention plan focused on problem solving and delivering sustainable change will be implemented and the key worker will adopt a lead professional position coordinating the contribution of a multi agency team around the family.
- 3.8 Experience and best practice informs us that, unless tackled, certain overriding factors prevent a family from moving forward. Commonly these relate to debt, homelessness, mental health issues, domestic violence, poor parenting, illness or substance misuse. For any key worker to devise a successful 'team around the family' action plan consideration will need to be given to addressing issues such as these, whether initially presented or subsequently discovered. In order to achieve the desired outcomes for this programme it is also necessary to focus on key individuals in the family, creating a 'personal plan' for each individual and which seeks to achieve the desired outcomes

Many of the families will be known to agencies already and will have key workers already either fully engaged or with limited engagement. The operating model recognises this and will require those existing key workers to be cognisant of the outcomes required of the troubled family programme.

The below model sets out the core principle of our approach:



- 3.9 An independent evaluation of the project will take place focusing on system and process change, economic cost savings and improved outcomes for families.
- 3.10 The Government have made available £2.6m over the three years of the programme to pump prime new ways of working. A further £1.8m is claimable through a payment by results formula (p.b.r.) whereby key results are achieved for families, i.e. reduction in asb, youth crime, improved educational attendance and return to work. A total of 1355 claims will need to be submitted to receive the maximum amount before the programme ends in March 2015.
- 3.11 Troubled Families Strategy Group has been formed, chaired by Annie Hudson, it is well supported by all of the key agencies. A delivery group equally well supported is chaired by Gary Davies Troubled Families Coordinator.
- 3.12 A range of communications methods have been adopted over recent months to raise awareness of the programme both internally and externally. A website page on the council site has been launched, several internal magazines have run awareness raising articles, information has been circulated to all relevant agencies, an information pamphlet for a broad range of operational staff has been produced. Local newspapers and radio station have run news stories.

- 3.13 Discussions are taking place with different agencies to determine which particular cohorts of families if worked with would maximise the best opportunity for the long term benefit of families, the community and service providers. There is considerable interest in forming a preventative integrated offender management programme for young people who are entering the criminal justice system with a background of families with intergenerational criminality. There are also notable concerns from schools that a significant gap for provisions exists just below the social care thresholds and much could be achieved if a workforce focused on this level of complex need. There are clear and obvious advantages to aligning this programme with the public health agenda.

#### **4. Key risks and Opportunities**

- 4.1 The programme provides notable and significant opportunities for the city. The capacity to work intensively with 400 - 600 families per year over the next two years creates a capacity to change family's lives and their trajectory. New ways of delivering family services for a range of agencies can be developed to not only provide better outcomes but also in a more efficient manner at reduced costs. The greatest risk is to fail to take the opportunity this provides.

#### **5. Conclusions**

- 5.1 The Troubled Families Programme is now fully operational and the three teams are building a caseload of families. The families will undergo an assessment before a family intervention plan is developed and implemented. Families will be worked with for a period of 3 - 12months dependant on need and progress. A multi agency team around the family approach has been developed with built in dedicated specialist support. Agencies will be invited to work in a coordinated way with families; existing care pathways are being enhanced to cope with the additional demand. At a strategic level agencies need to consider how best to take advantage of this new approach in terms of redesigning pathways, reducing the costs of interventions, particularly reducing the need to access expensive crisis services

#### **6. Recommendations**

- 6.1 The Board is asked to consider how the health and wellbeing agenda can be met through taking advantage of the troubled families programme to maximise benefits for families and agencies.