



HEALTH & WELLBEING BOARD

Subject Heading:

**TROUBLED FAMILIES REPORT FOR 3RD QUARTER
2013/14**

Board Lead:

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The subject matter of this report deals with the following priorities of the Health and Wellbeing Strategy

- Priority 1: Early help for vulnerable people
- Priority 2: Improved identification and support for people with dementia
- Priority 3: Earlier detection of cancer
- Priority 4: Tackling obesity
- Priority 5: Better integrated care for the ‘frail elderly’ population
- Priority 6: Better integrated care for vulnerable children
- Priority 7: Reducing avoidable hospital admissions
- Priority 8: Improve the quality of services to ensure that patient experience and long-term health outcomes are the best they can be

SUMMARY

Programme summary: Troubled Families

As a result of the riots in 2010, and the resulting review of possible causes, Central Government developed the Troubled Families programme in order to address the issue of those households seen as having complex and multiple needs, and especially those that required significant support from a range of national and local services. Government data collected in October and November 2011 estimated that £9 billion is spent annually on troubled families – an average of £75,000 per family each year. By developing a ‘whole family’ and lead agency approach, local authorities were challenged to reduce expenditure on such families as a means to save both financial and social costs.

The Troubled Families programme is aimed at to turn around the lives of 120,000 troubled families in England by 2015. Local authorities were tasked with identifying and working with an agreed number of families by March 2014, the figure for Havering being 415 households.

Under the Troubled Families programme, the authority receives an ‘up-front’ attachment fee for identifying families, together with a ‘reward’ for successfully intervening with them and reducing future need.

RECOMMENDATIONS

The Health and Wellbeing Board is asked to note the following issues identified by the Council's Troubled Families Team and its partner agencies which have been noted as potentially supporting families that have been identified as having multiple or complex needs. These include:

- Better coordination, collection and use of data especially social care, education, and crime data in order to develop long-term strategies and provide earlier help for vulnerable people.
- Establishing closer links with Homes and Housing, especially as there has been an increase in housing related issues relating to welfare reforms;
- Embedding Whole Family assessments in order to encourage supporting agencies to focus on the needs of the whole household;
- Focussing on Troubled Families in order to develop bespoke thinking that will make real changes for families and the services they receive; and
- Evaluating what services are working and identifying effective practice in order to highlight inefficiencies and the duplication of work.
- Co-locating school nurses with Early Help;
- Embed Troubled Families work and Payment by Results within services to ensure business as usual.

REPORT DETAIL

The aim of the local Troubled Families' Programme is to identify and then address the key factors that cause families to escalate into complex, high cost, high need ones. The national criteria as set down by the Department for Communities and Local Government have been created to tackle key themes which include;

- Crime & Anti-Social Behaviour (including being the victim of domestic violence)
- Education
- Being in receipt of work related benefits

In addition, authorities were given the discretion to add criteria to reflect local needs. For Havering, these included domestic abuse, substance misuse, suffering Mental Health problems, having debts, being a single parent and housing issues.

Based largely on local demographic factors, DCLG required Havering to identify 415 families to join the programme by March 2014, a figure which we have already exceeded , with upwards of 500 families on the list.

In addition to the attachment fee, which based on identifying families, the authority has upward of £160,000 from DCLG for the successful turnaround of families in Havering. This money is being passed on directly to those agencies that have evidenced that they have worked with a family to 'help turn them around'.

Apart from the financial incentive, the Troubled Families programme allows the authority to develop a new way of working. Each family has an assigned Lead Worker (LW) a person that knows the story of the family and who is able to coordinate the support provided by the several agencies that work with the family. Part of this support will include a SMART plan with clearly defined objectives. Moving forward each case will require an early help assessment where a whole family assessment is not available.

Health & Wellbeing Board, 8 May 2013

The Troubled Families Team is not a service delivery unit, but rather it plays a multi-functional role. Firstly they are a hub for co-ordinating information on families quickly and efficiently in order to support the Lead Worker and the agencies for that family. Secondly, the team acts as facilitators, providing guidance and establishing links across services and, if necessary, escalating issues where necessary to ensure that systematic changes are taking place to enable greater efficiencies and innovation. Finally the team has been working to ensure that the payment by results approach is embedded in the organisation as business as usual.

IMPLICATIONS AND RISKS

Financial implications and risks:

None directly but, as highlighted in the introduction, Troubled Families with complex or multiple needs can be high cost families both in terms of the direct cost they have to central and local government and, in social terms, to the community in which they live. As an example, from our own research one particular family has cost circa £250k over two years, not including police costs. The Troubled Families project seeks to identify the reasons families are getting to this high cost stage and to systematically challenge these working practices which, in turn, will reduce the future costs to the public purse.

A further financial implication is that of the Payment by Result or PBR. This could represent a significant cash injection to services.

Legal implications and risks:

None directly, as the Troubled Families programme is not set up through legislation. Services continue to be provided to families identified as having complex or multiple needs in line with their own specific legislation.

Human Resources implications and risks:

None directly, but it is likely that the lessons learnt from Phase 1 of the Troubled Families programme may result in business re-engineering or a refocus on how services are delivered.

Equalities implications and risks:

Although the Troubled Families Programme has not been designed to specifically address socially disadvantaged or excluded families, by encouraging school attendance, reducing offending behaviour, or increasing employability, families that are successfully turned around will be in a better position within their community.

BACKGROUND PAPERS

- *Introduction to Troubled Families*
- *Troubled Families financial Framework*
- *Early Help strategy*