

<b>DECISION-MAKER:</b>	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
<b>SUBJECT:</b>	FAMILIES MATTER UPDATE		
<b>DATE OF DECISION:</b>	13 MARCH 2014		
<b>REPORT OF:</b>	CABINET MEMBER FOR COMMUNITIES		
<b><u>CONTACT DETAILS</u></b>			
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<b>STATEMENT OF CONFIDENTIALITY</b>
None

## **BRIEF SUMMARY**

This report provides an update on the progress made in relation to the Families Matter programme. Families Matter is a multi-agency programme that works with families that have multiple and complex needs. It is a 3 year initiative ending in April 2015 (with potential extension to 2016), funded by government (DCLG) and is a Payment-by-Results scheme. This report focuses on performance data for Families Matter, with a brief summary of the transformational changes in the People Directorate, Children & Families Service, that positively impact on Families Matter.

## **RECOMMENDATION:**

- (i) The Committee is requested to consider and note this report.

## **REASON FOR REPORT RECOMMENDATIONS:**

At the OSMC Meeting in January 2014, the Chair requested that OSMC receives an update on Families Matter.

## **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED:**

None.

## **DETAIL:**

1. Families Matter is the local delivery of the national Troubled Families programme. The national vision is to establish whole-family, intensive support to targeted families that have multiple and complex needs which lead to high demand on public services and associated costs. The aim is to establish new ways of working with families to break the often inter-

generational patterns of behaviour that lead to poor outcomes for children and young people. The core elements of Troubled Families prevail across all local schemes; pro-active identification of eligible families, clear programme entry criteria and outcomes requirements; multi-agency working, and whole family focus. However, each local programme has developed its own working models.

2. Based on national criteria, Families Matter may provide support to a family that has experience of at least 2 of 3 criteria:

- Persistent school absence (below 85%) or school exclusion
- Youth offending or anti-social behaviour
- At least one adult out of work

The FM profile shows 87% of FM families meet the education criteria; 90% meet DWP workless criteria (are unemployed and on out-of-work benefits); 27% meet the crime criteria (youth offending and/or ASB); 50% are council tenants; one third have domestic violence as a feature (past or present); about 54% are known to social care (past or present). 90% of the FM cohort is White-British and locality mapping shows clear overlaps with locations of FM families and priority neighbourhoods.

3. The FM delivery model centres on a multi-agency and multi-disciplinary team of lead practitioners located in a range of key services, who provide intensive support to families for up to 12 months. The team began operating in March 2013; there are 35 FTE workers (three times more than before FM began), located in 11 services from 6 agencies in the city (see Appendix 1). These workers provide a pivotal role in supporting, challenging and motivating families to change. A unique feature of FM is that lead practitioners are seconded or reshaped roles from key partner services to form a multi-agency team, but those workers currently remain in their 'home' service.

#### **Performance Targets and Requirements:**

4. FM has 3 years government funding (with likely extension for at least another year). The current funding scheme is broadly £1.3m attachment (up-front) funding to April 2015, plus a payment-by-results element. The funding profile is such that the attachment fees reduce each year and PBR payments per case increases.

The local area target and all outcome measures are set by the Department for Communities and Local Government (DCLG). FM must work with and turn around 685 families by April 2015. We have annual targets for the number of families to be 'worked with' – peaking in Year 2 of the programme at 595. Outcomes (for payment-by-results) are effectively the inverse of the entry criteria, for example reducing offending or improving attendance, but the levels of improvements are prescribed, e.g. attendance must be over 85% and all outcomes must reach a level and be sustained for at least 6 months, or in the case of attendance, for 3 consecutive terms.

5. It should be noted that performance measures and outcomes include not just the core FM team but other key workers who support an FM family, for example social workers or education welfare officers. Locally we measure both the outcomes of the core team that work intensively with the most challenging families and the wider network of support for FM families.

**Performance to Date:**

6. There are 3 national targets and measured outcomes for Troubled Families;

- i. The number of families identified:

Southampton has pro-actively identified 1,123 families that meet FM criteria. This puts us in equal first place amongst all local authorities in England (for identification).

- ii. The number of families 'worked with':

Across the city 703 FM families are being 'worked with'; 338 families are currently supported intensively by the FM core team. Based on the most recently published comparative data of all Troubled Families programmes (Q1 2013) Southampton was in the top 20 local authorities for the number of families worked with in proportion to our programme target. It is likely this position places the city in top quartile but the comparative data is not currently available.

- iii. The number of families 'turned around':

At the end of Q1 2013/14 we claimed for 45 families 'turned around' (thus meeting Troubled Families outcomes); in Q2, we claimed for 246 families and at the very recent claim for Q3 we claimed a further 130 families. In total, to date, we have identified 421 families. The payment linked to this result is £329,000. The result places the programme at 61% of the 3-year target, at just over mid-programme timescale.

The comparative position for the FM outcomes against other Troubled Families programmes is not yet available, but the results are likely to be positive and continue to reflect a solid programme performance.

7. In addition to the national performance requirements, we measure:

- Engagement rates: proportion of families refusing consent to take part in the programme - to date this is approximately 82% (18% refuse to engage). We then monitor and respond to 'refusals'.
- Levels of intensity of cases held by the core team: currently this is 41.5% high (defined as large or very complex families); 36% medium; 22% standard.

- Step-up cases: numbers from the core team escalating to higher tier services, particularly Social Care (8%); step down cases – numbers completing/closing (20%).
- Family progress against actions identified in Family Plans: here we use both Safetynet (see para. 8) to assess ‘movement’ of change in families and also in most cases the ‘Star Assessment’ which assess with families themselves how they have progressed against key areas such as parenting and family functioning.
- We also collate feedback from families supported by the core team – to be tabled at the OSMC Meeting.

8. SafetyNet is a system used by FM that was developed by Hampshire County Council and Hampshire Constabulary, originally to share and assess anti-social behaviour activities. This system has been adapted for Troubled Families programmes in Hampshire. The system is used by family workers who provide family case details and “headline” activities. SafetyNet is then used by the Education Analyst to up-load in bulk both baseline data for families in key areas such as attendance, employment and offending, as well as quarterly reviews. This capability enables us to assess “movement” across key indicators as well as FM cohort profiles.

**Strengths of the FM Programme:**

9. Based on feedback from FM Workers, partners and families, the following features are identified as the programme strengths:

- Strong partnership working
- Whole family approach
- Pro-active identification of families
- Focus on prevention e.g. working with siblings to prevent offending
- Common goals and “hard” measurable outcomes e.g. offending as a family work outcome
- Shared knowledge & expertise
- Using statutory tools & powers to achieve outcomes
- Emerging innovative & shared interventions

10. **Challenges:**

Some of the key challenges in programme outcomes are:

- Improving outcomes regarding workless families: We have poor PBR in this area – only 9 adults have gained work since FM started. This is not unusual compared to other Troubled Families programmes, however a significant prioritisation of this area is underway
- The top 3 key challenges in terms of working with families are adult mental health, very persistent school absence and aggressive and violent

behaviour including familial violence. Again, a range of initiatives and actions are underway in light of this. For example, we are now providing the LINX programme for young people in FM which is an evidence-based behaviour programme that tackles aggressive behaviour.

- Step-down from Social Care is still low and so the transformation programme will be improving case transfers between tiers/services.

11. **Transformation of Children & Families Services**

The significant change programme currently underway within the People Directorate will “mainstream” the FM programme into the new Early Help Team. Alongside a raft of other structural and service changes, including establishing a MASH (multi-agency safeguarding hub), specialist teams (of Social Workers) and improved Quality Assurance, the new Early Help Team will radically shift the focus and culture towards earlier interventions and a co-ordinated family service.

Specifically, the Early Help Team will expand even further the multi-agency working underpinning FM, to also include Social Workers, Education Welfare Officers, School Nurses and Health Visitors (for under 4's) The new team will retain the outcomes and focus of FM and build on the core planks and learning from FM, including:

- Multi-disciplinary working
- Case holding
- Dedicated lead professional
- Whole family focus
- Enhanced interventions

However, the new integrated model will also address challenges of the FM model, including strengthening safeguarding, increasing health and social work expertise directly in the team and enabling closer working between tiers of support.

The transformation of Children & Families has enabled FM to become an integral part of multi-agency family work, which ensures continuity of the programme, while shifting towards earlier interventions. This new model of working has a strong evidence-base that shows better outcomes for children and young people are achieved when interventions are earlier (in both years and emerging problems).

**RESOURCE IMPLICATIONS**

**Capital/Revenue:**

12. Grant funding is approximately £1.3m, plus Payment-by-Results (£329k).

**Property/Other:**

13. No implications at this stage

## LEGAL IMPLICATIONS

### Statutory Power to Undertake Proposals in the Report:

14. The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000

### Other Legal Implications:

15. None

## POLICY FRAMEWORK IMPLICATIONS

16. These will be defined as the work progresses.

### KEY DECISION?

No

### WARDS/COMMUNITIES AFFECTED:

All

## SUPPORTING DOCUMENTATION

### Appendices :

1.	Current Families Matter Structure
2.	Transformation Programme Structure

### Documents In Members' Rooms:

1.	None
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### Equality Impact Assessment:

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out?	Yes, separately for different projects
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### Other Background Documents

#### Equality Impact Assessment and Other Background documents available for inspection at:

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

1.	None	
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