

**Open Report on behalf of Debbie Barnes,  
Executive Director for Children's Services**

Report to:	<b>Children and Young People Scrutiny Committee</b>
Date:	<b>1 March 2013</b>
Subject:	<b>Families Working Together</b>

**Summary:**

The aim of the paper is to provide an update on the development of the Families Working Together Service - the Community Budget Pilot working with Complex Families which is being expanded to address the Department for Communities and Local Government's Troubled Families Programme.

**Actions Required:**

The Committee is invited to consider and comment on the report.

## **1. Background**

In 2010, Lincolnshire County Council (LCC) and partners were successful in becoming one of 16 community budget government pilots looking at ways to better meet the needs of families with complex needs. The pilot was called Families Working Together (FWT). Families Working Together was initially a 2-year community budget government pilot which was due to finish in April 2013. Families Working Together has now been expanded to meet the requirements of The Troubled Families Programme, which has central government funding until the end of March 2015.

FWT is about integrated support for families to find ways of making positive changes to their lives. Once a family starts working with FWT, they are allocated a Key Worker who is the point of contact for all the organisations working with the family. The Key Worker supports the family to tackle the root cause of their problems. This method is a tried and tested way of working with some of the most challenging families in society; improving outcomes not only for the families themselves, but also the communities in which they live. A team of 14 Key Workers works with 60 – 65 families. The work was funded largely through LCC with smaller contributions from 9 partner agencies

A Troubled Families Unit has been set up within DCLG headed by Louise Casey to deliver the Prime Minister's ambition of turning around 120,000 troubled families by 2015. Troubled families' are households who:

- Are involved in crime and anti-social behaviour
- Have children not in school
- Have an adult on out of work benefits

Department for Communities and Local Government will make available up to £4,000 for each troubled family that is eligible for the payment-by-results scheme, and it is expected that local authorities and local partners make up the rest of the investment. The Department for Communities and Local Government funding will be paid primarily on a results basis, to incentivise a focus on achieving outcomes. However a proportion of the £4,000 funding will be paid upfront as an 'attachment fee' for the number of families with whom you start working, and the rest will be paid once you have achieved positive outcomes with a family.

For 2012-13 this attachment fee will be set at 80 per cent, reducing to 60 and 40 per cent in the next two years (see table below). In 2012-13, the attachment fee will be paid as a single grant payment. Total funding available per family = £4000		
Year	% of payment offered as upfront attachment fee	% of payment offered as a results- based payment in arrears
2012/13	80%	20%
2013/14	60%	40%
2014/15	40%	60%

The Troubled families work in Lincolnshire will be delivered by an expanded Families Working Together team. The Troubled Families Unit has informed LCC that there are approximately 1,370 troubled families in Lincolnshire. Local areas must ensure families identified receive adequate support to turn their lives around. A range of intervention will be delivered with the families identified including Family Group Conferencing. The most intensive will have an identified Key Worker with up to 5 cases and between 4 and 8 hours of intervention with a family each week; complex families will have identified Key Worker with a higher caseload of between 10 and 15 families; and the least complex families will work with a named lead within an agency or will be referred to the ESF programme delivered by Working Links.

The expanded multi agency team will have approximately 40 Key Workers located across the County, employed by a range of partner agencies. The successful partnership approach of Lincolnshire's Community Budget pilot, and transition to the Troubled Families agenda, has been recognised at a national level with the Chief Executive, Tony McArdle, and Lincolnshire's Troubled Families Co-Coordinator, Jo Kavanagh, delivering a presentation to the Local Government Association National Conference on Troubled Families on 23 January.

Lincolnshire Police Chief Constable, Neil Rhodes, also participated in the presentation demonstrating the strong partnership ethos of the project. Indeed, Lincolnshire Police have now committed significant resources – in the form of seven Police Officers responsible for co-ordinating responses to Anti-Social Behaviour at a District level – to the project.

Other partners have also recently committed to contribute resources to the project in terms of both personnel and office accommodation to make Families Working Together a partnership in the truest sense of the word.

### **Performance Summary Report**

We have identified 550 families that meet the criteria for the funding from DCLG as Troubled Families. Further families will be identified when the existing data is refreshed at the end of February. Work is also planned with Lincolnshire Probation Trust to examine their cohort of 300 women offenders against the criteria as well as work with HMP Lincoln who are commencing a piece of work in respect of increasing support to sustain family relationships during the prison sentence and on release. FWT will be central to this work. All families who are in receipt of a service from locality teams will be cross referenced against the criteria and those meeting the criteria will allocated a Key Worker if appropriate.

We are currently working with, or have worked with, 75 families who meet DCLG's troubled families criteria (in total 114 families have benefited from the FWT or Working Links Service) and we claimed results for 20 out of the 28 families that have so far exited the Service. It is important to note that there are other families that FWT have worked with successfully who do not meet these criteria and also families who have improved in terms of educational attendance, involvement in ASB and offending but their improvement falls short of the level required in order to claim a result. The priority for the next three months is: continuing to expand the number of Key Workers through partnership secondments and a smaller number of staff employed by LCC until the end of March 2015; inducting and training staff; and significantly increasing the number of families benefiting from the Service.

The above staffing option and levels reduces the liability on LCC beyond the life of central government funding commitment for the project. It maximises the opportunity for sustainable and transformational change in the way partners direct their resources to work with complex families. There will be a small central performance and management team and up to 15 Key Workers employed by LCC, the remainder will be made up of seconded staff from within LCC and other partner agencies

### **Funding Arrangements**

The project is funded through Community Budget under spend, taken forward from 2012/13, together with attachment fees claimed from DCLG during 2012/13 and again in 2013/14 and 2014/15 as described above. Assumptions have been made that we will work with the maximum numbers of families identified by DCLG in each of the years of the project. It also assumes that we will successfully turn around 41% of families in order to claim results for 33% (NB: FWT can only claim for 5/6 families we work with) of families across the length of the programme. The last date for claims is May 2015.

## Savings

DCLG's 'The Cost of Troubled Families' report highlights the potential savings that can be made through intensive family intervention. DCLG calculates the cost to the public sector of working with a troubled family at £75,000 per family. In Lincolnshire, FWT have found that, on average, each family we have engaged with costs around £33,000 to local statutory organisations (see Table 1, Ref A).

FWT have also estimated the savings achieved after working with those families at, on average, around £15,000 per annum (Table 1, Ref B). Even allowing for the cost of the FWT team, it is estimated that annual savings for the duration of the three-year Troubled Families Programme in Lincolnshire will be close to £4m per annum.

<b>TABLE 1: FAMILIES WORKING TOGETHER &amp; LINCOLNSHIRE TROUBLED FAMILIES</b>		
<b>Ref</b>	<b>Costs and Savings</b>	<b>£</b>
A	Estimated cumulative costs to all statutory agencies involved with 1370 Lincolnshire families	£45,210,000
B	Estimated annual recurring cumulative savings to all agencies post-involvement by Families Working Together with 1152 Lincolnshire families (5/6 of the total)	£17,280,000
C	Estimated cost of intervention with 1152 Lincolnshire families over three years	£5,470,000
<b>D</b>	<b>BASELINE SAVING</b>	<b>£11,810,000</b>
X	Estimated cumulative one-off savings in avoidable escalation costs	£96,361,000

These baseline savings (Table 1, Ref D) will be achieved through considerable reductions in the number of episodic interventions undertaken by statutory organisations with families e.g. police call-outs, tenancy issues, involvement with social care etc.

In addition, the involvement of FWT has demonstrated considerable 'one-off' avoidable escalation cost savings through engagement and intervention with families (Table 1, Ref X). These one-off escalation costs include avoiding incidents such as children being taken into care or young people coming into contact with the criminal justice system.

## 2. Conclusion

The Troubled Families Programme presents Lincolnshire with a unique opportunity to transform the way we work with families with complex needs and, in doing so, ensure such change is sustainable through the creation of a multi-agency virtual team drawn from a range of partner organisations.

The work undertaken so far by Families Working Together as part of the Community Budget pilot demonstrates how this can be achieved and offers evidence that substantial savings are possible in the long-term.


### 3. Consultation

#### a) Policy Proofing Actions Required

N/A

### 4. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
The troubled families programme: financial framework	<a href="https://www.gov.uk/government/publications/the-troubled-families-programme-financial-framework">https://www.gov.uk/government/publications/the-troubled-families-programme-financial-framework</a>
Working with troubled families: a guide to evidence and good practice	<a href="https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice">https://www.gov.uk/government/publications/working-with-troubled-families-a-guide-to-evidence-and-good-practice</a>
The cost of troubled families	<a href="https://www.gov.uk/government/publications/the-cost-of-troubled-families">https://www.gov.uk/government/publications/the-cost-of-troubled-families</a>
Families Working Together: End of Year Report March 2012	<a href="http://microsites.lincolnshire.gov.uk/children/partners/families-working-together/aims-and-objectives?tab=downloads">http://microsites.lincolnshire.gov.uk/children/partners/families-working-together/aims-and-objectives?tab=downloads</a>
FWT Presentation	 CYSCMARCH2013.ppt t

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