



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Children, Young People and Families

Date: 16 January 2013

Subject: The Building Successful Families Programme

Author of Report: Sam Martin Tel: 2296140

Summary: This report proposes the development of the Building Successful Families Programme which is intended to turn around the lives of families with multiple and complex needs. The programme will use resources made available through the Government's 'Troubled Families Programme' over the next three years and use existing service provision to provide 60% match funding. The programme is intended to improve school attendance, reduce crime and anti-social behaviour and get parents on the road back to work.

Reasons for Recommendations:

The City Council has been invited to participate in the Government's Troubled Families initiative by committing to the financial framework and payment mechanism published by the DCLG. This scheme offers significant new resources to support the development of our existing plans to provide whole household interventions to families with multiple and complex problems.

By making use of the new resources, the City Council has the opportunity, working with a range of local partners, to further improve family support services so that they are better coordinated, more efficient and deliver impact. In this the City Council will embed the successes of pilot work already undertaken and will, in addition, provide a model of sustainability in a climate of public spending reductions.

Recommendations:

That Cabinet:

- Delegates to the Executive Director of Children, Young People and Families, in consultation with the Lead Member for Children and Families,

the authority to establish the Building Successful Families Programme as described in Section 4 of this report.

- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Director of Finance, and in consultation with the Lead Member for Children and Families, the authority to agree an investment and resource plan for the programme for the period 2012-15, taking into account the income profile set out in the report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to take any further action necessary to achieve the outcomes outlined in this report.
- Recognise and approve that any income received in advance, due to the time lag between receipt of the funding and the spending on the programme as explained in the body of this report, will be required to be 'carried forward' to future years and should not be considered to be an under spend in year. This amount will be highlighted in the monthly budget monitoring reports for approval.

Background Papers:

Category of Report: OPEN

If Closed add – ‘Not for publication because it contains exempt information under Paragraph... of Schedule 12A of the Local Government Act 1972 (as amended).’

* Delete as appropriate

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Tricia Phillipson
Legal Implications
YES Cleared by: Nadine Wynter
Equality of Opportunity Implications
YES Cleared by: Bashir Khan
Tackling Health Inequalities Implications
YES
Human rights Implications
YES
Environmental and Sustainability implications
NO
Economic impact
YES
Community safety implications
YES
Human resources implications
YES
Property implications
NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Children, Young People and Families
Relevant Scrutiny Committee if decision called in
CYPF
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
YES/NO

REPORT TITLE

1.0 SUMMARY

- 1.1 This report proposes the development of the Building Successful Families Programme which is intended to turn around the lives of families with multiple and complex needs. The programme will use resources made available through the Government's 'Troubled Families Programme' over the next three years using existing service provision to provide 60% match funding. The programme is intended to improve school attendance, reduce crime and anti-social behaviour and get parents on the road back to work.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 It is estimated that up to 1,680 families in Sheffield have a complex range of problems that not only cause family members to suffer significant personal and social challenges but, at the same time, to exhibit behaviour that impacts adversely on the lives of those in the communities in which they live. Family members tend to have a combination of acute needs including mental health needs, illness and disability, substance misuse problems, worklessness, inadequate or unsuitable housing and poverty that merit frequent or in-depth support from more than one public service.
- 2.2 The Building Successful Families Programme will engage these families with the aim of getting their children back into school on a regular basis, reducing their involvement in crime and anti-social behaviour and helping adult family members on the road back to work. Achieving these outcomes will not only improve the lives of the families themselves, but will improve the lives of the communities in which they live and reduce the cost to the public purse incurred by social care, criminal justice, health services and the benefit system.
- 2.3 Families with complex needs will have the opportunity to shape the services that support them and they will benefit from additional investment that will allow these services to work with them for a longer period of time thereby strengthening family resilience, helping them to develop sustainable solutions to the challenges that they face and preventing, therefore, a subsequent 'bounce back' into services.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The programme will utilise the resources made available through the Government Troubled Families Programme until 2015 to support a re-design of family support services focused on meeting the multiple and inter-connected needs of family members through

- a 'whole household' approach.
- 3.2 The families that this programme will help are those that are frequent beneficiaries of public services and therefore pose a significant cost to the public purse that could be reduced or removed if the response to their challenges was better planned, better coordinated and more persistent. These costs are, for instance, incurred every time a child fails to attend school, every time a police officer is called to a street to deal with a noise nuisance call, every time a young person is arrested, attends court or is remanded into custody and through the legitimate benefit claims of family members who have been without work, usually for an extended period.
 - 3.3 The Building Successful Families Programme is built on the assumption that by investing up front by helping family members to become more stable and independent, we will both help them to turn their lives around and, as a consequence, reduce the longer term costs of support.
 - 3.4 There is some evidence both from pilot work in Sheffield and nationally to support this approach. We will use the programme to test further this methodology and to design a family support system that by 2015 is more efficient, responds more quickly before problems get worse, and which can evidence its value to taxpayers.
 - 3.5 Though we want to be ambitious in our scope, it is important to recognise that the development of a strong family support system will not in itself be enough to ensure that the lives of *all* families with multiple problems identified by the programme will be completely turned around by 2015. There are significant external pressures on families e.g. the challenge of a tight jobs market and the rising cost of living that could, for families already in crisis, impact negatively on the prospects of success for some families attached to the programme.
 - 3.6 It is therefore essential that the additional resources made available by Government to support this programme are invested alongside existing resources for prevention and early intervention and that we carefully evaluate the programme to assess whether it is successful in improving the lives and prospects of families in crisis and consequently results in savings to the public purse.

4.0 MAIN BODY OF THE REPORT

- 4.1 Analysis of the data undertaken by the Department for Communities and Local Government (DCLG) suggests that 1,680 families in Sheffield are struggling with a range of complex and multiple problems. These families not only suffer tremendous personal and social difficulties but can also affect the communities within which they live.
- 4.2 In Sheffield we have already moved some way towards a better joining up of public services with the piloting of the 'whole household' approach. The Building Successful Families

Programme proposed in this report will accelerate this work, draw additional resources into the city, and improve the lives of some of our most challenged families.

4.3 The Building Successful Families Programme will be the vehicle through which the City Council implements the Government's Troubled Families initiative in Sheffield. The programme will improve a range of outcomes for families and communities in Sheffield, including:

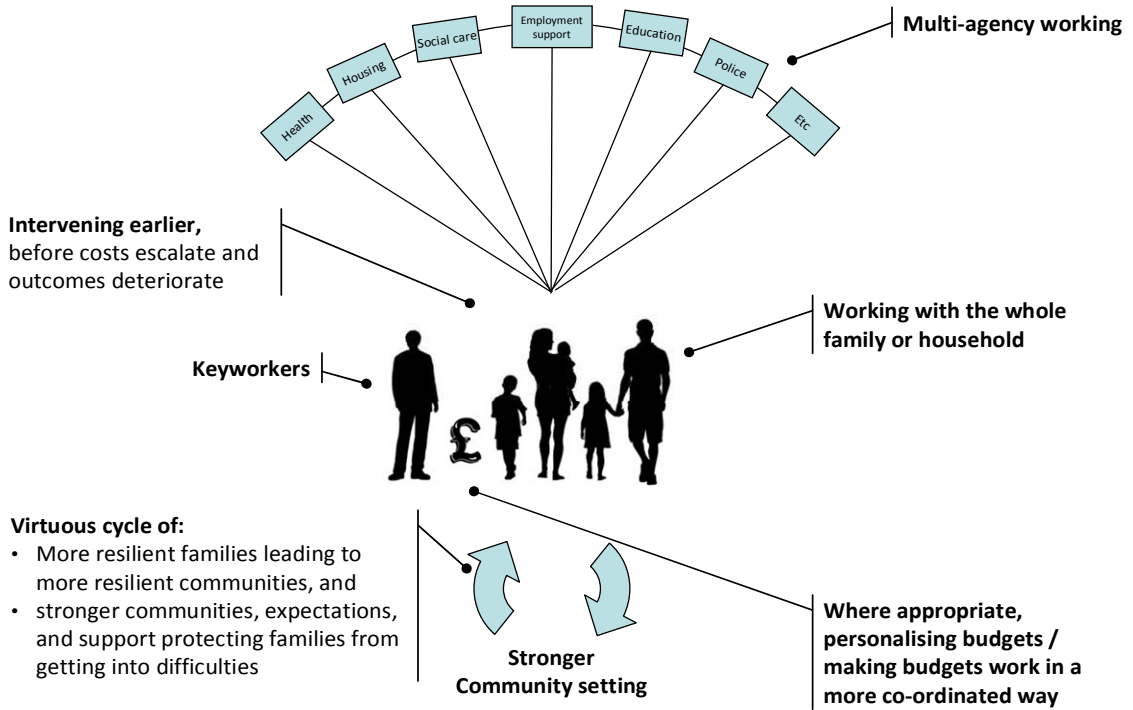
- better educational outcomes
- less crime and anti-social behaviour
- more people into work resulting in less poverty
- increased sense of citizenship, and families being more constructively and positively engaged with the communities they live in.
- better health and wellbeing
- improved access to community services and housing
- increased individual and family resilience
- increased satisfaction and engagement with services on the part of the families that access these.

4.4 The methodology adopted for working with these families is grounded in the evidence of what has worked in Sheffield pilots, such as the earlier Family Intervention Programmes, and from evaluations of national programmes. This tried and tested methodology, also summarised in Figure 1 below, has the following features:

- **intervening before crises occur** and before outcomes deteriorate for people
- working across services in a **more joined-up** way
- using well trained and supported **keyworkers** who will get to know a family well and go the extra mile to help them make the changes they need to get back on track
- **working with the whole family or household**, recognising the issues affecting one person are likely to affect, or be caused by other householders and can rarely be solved in isolation
- developing an approach to each family that is **tailored** to

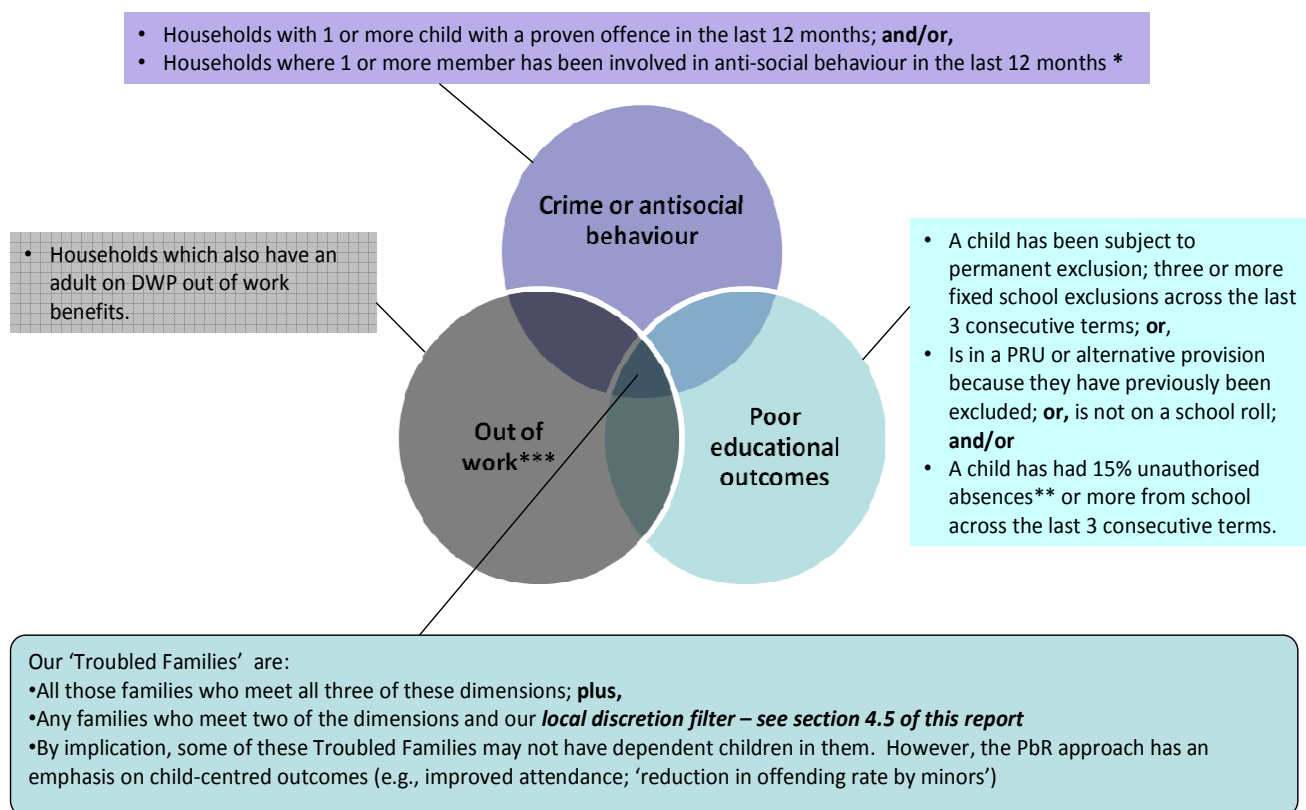
their own unique needs and strengths, giving them a **greater choice** in the support they receive from services.

Figure 1: Distinct ways of working



4.5 We will identify the families eligible for the programme using criteria set out in the Government’s ‘Troubled Families’ Programme. Figure 2 (below) summarises the Government’s criteria. It is important and helpful to note the use of a ‘local discretion factor’ to identify families/households in need of extra help and support. We intend to take go further and take a broad view of the factors likely to contribute to a family being in need of additional support and, following consultation with a range of key stakeholders, will include factors like parental mental health or substance misuse, domestic violence, young people at risk of gang involvement, in work poverty or families with young carers.

Figure 2: Government criteria for identifying ‘Troubled Families’



* A range of measures are suggested, but local discretion is advised

** We intend to use 15% absence to measure this

*** This dimension should be considered after the other two have been considered, and for those household who meet one or two of the other dimensions, for data sharing reasons

Source: CLG

4.6 We are already interrogating existing City Council databases and other public service information to generate a list of families and households that might meet the criteria for the programme. To help us identify those families and households with at least one adult receiving out of work benefits, a secure data transfer system has been established with the Department for Work and Pensions (DWP), under a new and ground breaking arrangement agreed by the Government.

4.7 We expect that our local discretion factors could identify considerably more than 1,680 families and households in Sheffield, and while they won’t necessarily form part of the ‘Troubled Families’ cohort **we need to make sure that these families/households also benefit from our distinct ways of working.**

5.0 How the programme will work

- 5.1 It is not proposed to use the new resources available through the Troubled Families initiative to establish a completely new service, although we will need to commission some new provision for some of the families. Many of the families to be helped by the programme will already be involved with a range of support and care services delivered by the City Council, the NHS, and other statutory and voluntary services. The Building Successful Families Programme will build on these services, will add capacity to them and, more importantly, will bring them together more effectively to deliver what these families really need to turn their lives around.
- 5.2 The first step will be to undertake a thorough analysis of the cohort of families, once the full dataset has been received from DWP (currently expected to be in July/August) This will give us a clearer picture about where families are in the city, which services they already have contact with and what their needs are likely to be. This will allow us to prioritise our interventions.
- 5.3 Once identified each family will receive the following:
- a thorough assessment of their needs as a family undertaken by an experienced and skilled family worker. The assessment will be based upon the existing Common Assessment Framework and will look at the needs of all family members. Where a family is already known to services, a thorough review and reassessment will be undertaken looking at what has worked so far and what needs to be done differently. The assessment will establish which service is best placed to act as the key worker for the household and will draw up a plan of action for the whole family
 - regular contact with the trusted key worker who will get to know the family, help them manage input from other services, and draw up a family plan to help them get back on track
 - access for individuals or the whole family to specialist services, such as financial advice, housing support, substance misuse treatment, mental health services or family therapy, where necessary
 - practical help, where necessary, with household routines such as getting children to school on time, sorting out bills and dealing with debts.
 - Advice and support around employment and skills and access to employment programmes.
- 5.4 We are establishing a system of support and quality management

to ensure that our key workers have the tools necessary to go the extra mile in getting families back on track. This will include specialist supervisors, clear guidance and support networks to encourage the sharing of problems and the possible solutions.

6.0 Financial Implications

- 6.1 The Building Successful Families Programme will use the resources available through the Government's Troubled Families initiative to support a broader redesign of family support services in Sheffield by 2015.
- 6.2 The Government requires participating local authorities to provide 60% match funding for the programme. In Sheffield, we will meet this obligation through the investment that the city already makes in those services that are already supporting some of the identified families. The contribution of 40% Government funding equates to £4,000 per family, which will be made available on a payment-by-results basis when local authorities and their partners achieve successful outcomes as follows:
- children back into school.
 - a reduction of criminal and anti-social behaviour
 - parents on the road back to work, and
 - reductions in the costs to the taxpayer.
- 6.3 The payment mechanism for the Government's Troubled Families initiative will mean a payment of a maximum of £4,000 per family where the performance indicators set out in 6.2 above are achieved. A proportion of this money is to be paid up front as an 'attachment fee'. This proportion decreases over time, from 80% in 2012/13 to 40% in 2014/15.
- 6.4 Over the next three years we have agreed a project profile with Communities and Local Government to start working with 800 families in 2012/13, a further 600 families in 2013/14, and a further 280 families in 2014/15. Assuming that the programme delivers successful outcomes for 60% of our cohort, and that the 'success payment' is paid one year after the intervention starts, the payment profile will be as set out in Appendix 1 (page 15). Note that this does not reflect the expenditure profile, which would need to be smoother than the income profile.
- 6.5 The external audit of outcomes will not be unduly onerous. DCLG guidance states:

"We are asking for self-declarations of these results [which]

should be approved within your own Internal Audit arrangements and under the authority of the Chief Executive. In addition, Department for Communities and Local Government will carry out a small number of 'spot checks' in a sample of areas."

- 6.6 We intend to use the money provided by the attachment fees to invest in sustainable systems change. This will change the way we work with families across the public sector so that the positive outcomes achieved by the programme will continue with other families beyond 2015 when the additional funding from government comes to an end.
- 6.7 The City Council is also being given £175,000 per year for three years to set up, manage and 'grip' the local programme, through, for example the appointment of a local programme lead, the creation of new data systems and by developing key worker capacity.
- 6.8 The key implication for financial planning purposes is that although the programme will be delivered over three years the available income for the programme from an up front 'attachment fee' will be greater in the first year of the programme. Once a clear analysis of need has been established, a resource plan will be developed that takes into account the likely investment profile over the remaining years of the programme.
- 6.9 There is some ambiguity around the status of the attachment fees element of the payments as set out in DCLG Financial Framework for the Troubled Families Programme. However as part of the local and national discussions that have taken place, involving CYPF representatives, the DCLG has confirmed to these representatives that they will only seek to amend the allocated number of attachment fees made available where an area is actually refusing to co-operate in the delivery of the programme. Attachment fees will continue to be paid, even where all the required outcomes don't seem to be coming through, as long as an area is continuing to make every effort to deliver these outcomes. As a result the expenditure committed under this programme will not exceed the attachment fees allocation until outcome payments have been confirmed.
- 6.10 The funds for the attachment fees have been designated by the DCLG as un-ring fenced grants and as such these will have to be applied into the City Council's revenue account immediately upon

receipt. Therefore a carry forward of funds will be required at the relevant financial year ends so that the programme can continue to be resourced in future years. The financial profile for the programme will be clear that these funds will not be reported as underspend against wider service budgets.

7 HR implications

If approved, the programme will develop the local workforce within the City Council and through key partners to enable key workers to engage effectively with families with multiple and complex needs. Any recruitment of new staff will follow the City Council's agreed procedures (including the use of the talent pool, and use of temporary posts where appropriate), and will be undertaken consultation with staff and trade unions.

8 Legal Implications

The programme proposes no changes to any existing powers or responsibilities held by the City Council. The City Council will seek appropriate advice as necessary on the legal authority for sharing information with key partners and any procedures which need to be followed in order to comply with data sharing legislation.

9 Equality Implications

Although the initial analysis is not yet complete, it is possible that some demographic groups will be overrepresented in the cohort of families with multiple problems. The implementation of the programme will ensure that any interventions respond to the diverse needs of the families involved – interventions that do not are unlikely to be successful and achieve the outcomes sought.

10.0 Alternative Options Considered

10.1 The City Council could decide not to participate in the Government's Troubled Families initiative. This would mean turning down considerable additional resources, but would also mean Sheffield missing out on the opportunity to build on what its previous Family Intervention pilots have shown work and therefore the chance to invest these new resources in the system-wide service redesign necessary to improve the life chances of those families with complex needs. For these reasons, participation in the initiative is recommended

10.2 The City Council could use the resources made available through the Government's Troubled Families Programme to set up a new 'Troubled Families' service in Sheffield. This option has been rejected because:

- most of the families identified are likely to already be in touch with a range of support services. We intend to use

the programme to *better coordinate* these services, rather than add an additional service to the range of support made available

- the City Council and other partners have already moved some way towards developing more joined up approaches to working with families with complex needs. It would be a waste of resources to set up a parallel programme.

11.0 REASONS FOR RECOMMENDATIONS

- 11.1 The City Council has been invited to participate in the Government's Troubled Families initiative by committing to the financial framework and payment mechanism published by the DCLG. This scheme offers significant new resources to support the development of our existing plans to provide whole household interventions to families with multiple and complex problems.
- 11.2 By making use of the new resources, the City Council has the opportunity, working with a range of local partners, to further improve family support services so that they are better coordinated, more efficient and deliver impact. In this the City Council will embed the successes of pilot work already undertaken and will, in addition, provide a model of sustainability in a climate of public spending reductions.

12.0 RECOMMENDATIONS

12.1 That Cabinet:

- Delegates to the Executive Director of Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to establish the Building Successful Families Programme as described in Section 4 of this report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Director of Finance, and in consultation with the Lead Member for Children and Families, the authority to agree an investment and resource plan for the programme for the period 2012-15, taking into account the income profile set out in the report.
- Delegates to the Executive Director, Children, Young People and Families, in consultation with the Lead Member for Children and Families, the authority to take any further

action necessary to achieve the outcomes outlined in this report.

- Recognise and approve that any income received in advance, due to the time lag between receipt of the funding and the spending on the programme as explained in the body of this report, will be required to be 'carried forward' to future years and should not be considered to be an under spend in year. This amount will be highlighted in the monthly budget monitoring reports for approval.

Appendix 1 – Financial Profile Building Successful Families Programme

	2012-13	2013-14	2014-15	2015-16	Total
Projected Income					
Upfront Payment	£2,130,000	£1,310,000	£300,000	£0	£3,740,000
Outcome Payments	£30,000	£600,000	£370,000	£110,000	£1,110,000
Co-ordination Payments	£175,000	£175,000	£175,000	£0	£525,000
Total	£2,335,000	£2,085,000	£845,000	£110,000	£5,375,000

The profile is built upon a number of assumptions as follows:

- A total available payment of £4000 per family, for 5 in 6 of 1680 families (1 in 6 are expected to be 'turned around' by other Government programmes (i.e. work programme))
- An attachment fee for each family to be paid in advance to the value of 80% in Y1, 60% in Y2 and 40% in Y3, the rest to be paid based upon successful claims by the council.
- That we are successful (i.e. meet the governments key criteria around work, school attendance and crime) with 60% of the families. This is an untested assumption based on success rates from previous Family Intervention Projects.
- That we will need to continue to work with some families into year 4 of the programme.
- That up front and coordination payments are received by May of each financial year, and success payments received by March or the same financial year.
- Note the above figures are rounded to the nearest £10k

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