## Report Summary

1. To update Cabinet on the progress made with Families engaged with the Intensive Family Support Project during 2012/13 as part of the National Troubled Families Programme.
2. To provide a summary and overview of families who have been supported and are receiving support.
3. To provide an outline of plans in place to ensure Royal Borough of Windsor and Maidenhead meets its obligations under the Troubled Families Programme in 2013/14.

## If recommendations are adopted, how will residents benefit?

<table>
<thead>
<tr>
<th>Benefits to residents and reasons why they will benefit</th>
<th>Dates by which they can expect to notice a difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Residents and Members will be provided with an update on progress made to date with this important project, and to understand how the Council is performing against the three year plan, to help turn around the highest need families in the Borough.</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>
1. Details of Recommendations

RECOMMENDATION:

- Cabinet notes the progress made to date on establishing and developing the RBWM Intensive Family Support Project (IFSP), and the range, nature and frequency of the causes of need in those families being supported to date be noted.

2. Reason for Recommendations and Options Considered

2.1 The Intensive Family Support Project was formed in April 2012 in response to the Government’s Troubled Families Programme. The service works with families to enable them to make change and improve their quality of lives and outcomes for their children. In order to access the service, any two of the first three criteria points listed below need to be met and the family must also be experiencing some of the issues outlined in the fourth criteria point:

1. Anti Social Behaviour or proven youth crime within the last 12 months
2. Poor school attendance and/or 3 fixed term and/or permanent exclusion within the last 12 months
3. Parent/ Carer unemployed and claiming out of work benefits
4. Domestic Abuse, Substance Misuse, Mental Health, Housing Issues, Debt/ Financial Hardship and other high cost issues to the public purse

2.2 In 2012 the Department for Communities and Local Government (DCLG) provided the Borough with a target of 140 families to support out of the 120,000 troubled families identified nationally. Our own estimates, based upon our analysis of the numbers of families known to meet the criteria, indicate that there are in the region of 220 families within the Borough who meet the combination of criteria involved.

2.3 The Project Team in 2012/13 consisted of a Team Leader, 3 Key Workers, 2 Support Workers, a Project Officer, a seconded Community Liaison Officer and has access to one to one therapeutic input. The Project is overviewed by the monthly Project Management Group chaired by the Head of Service for Families and Young People from within the Local Authority and includes key partners. The Project has a high profile within the Local Authority and is part of the Deputy Lead Member for Children Services’ portfolio, who receives regular progress updates.

2.4 Working closely with key agencies within and external to the Local Authority such as Safeguarding and Specialist Services, Education, Housing Associations, Thames Valley Police and Health, the project has developed a clear referral and service delivery process. The project offers a whole family approach challenging the behaviours within families and addressing the needs of all family members to enable sustained change. The project is persistent and assertive in its approach.

2.5 The Project uses evidenced based parenting programmes in supporting families. The two main programmes are:

- Triple P (Positive Parenting Programme). This is a well established series of parenting programmes developed in Australia and form the majority of parenting courses run by the Local Authority. The Intensive Family Support Project accesses and provides these courses for parent/ carers they are working with.
- Helping Families Programme. This programme has been developed by South London and Maudsley NHS Foundation Trust to help multi stressed families and is
recognised by the Troubled Families Programme. The individual work undertaken with families uses this approach to enable change within families.

2.6 During 2012/13 the Intensive Family Support Project has worked with 46 families, with 4 families refusing to engage after initially agreeing to their referral. All the families had complex needs and had been known to social care, with 35 families being open cases to social care at the point of referral to IFSP. At the end of March 2013, only 17 of the 35 families remained open to social care. Further details of the types of present need and interventions are shown in Appendix A.

2.7 The target is to work with a further 70 new families during 2013/14 with additional staff recruited to support the team to achieve this increased volume. Due to the complexity of the families identified a systemic therapist is being recruited to provide greater insight into family dynamics and provide key workers with additional therapeutic skills and strategies to provide one to one therapy.

2.8 The Troubled Families Programme is part funded by the Local Authority and part funded on a part payment by results basis by the DCLG. The criteria for payments are based on factors such as an over 85% attendance at school over a 12 month period, reduction in Anti Social Behaviour/Youth Crime over a 6 month period and parents/carers returning to full time employment for a minimum of 13 weeks. Payment is made in two parts, an initial payment claim for sign up to the project and a results payment made at the end of the intervention. As the Project has only being running since April 2012, 39 initial payments have been claimed and a further two claims for full results payments have been made at the last claim point, (both where a parent was able to return to full time employment). 4 additional partial claims have also been made where significant progress has been made.

2.9 Although the Intensive Family Support Project is a relatively new development there is evidence that they are having an impact on families and ensuring improved outcomes for families and their children. Two case examples are included in Appendix B. The Project is likely to be in a position to make payment claims for at least a further 20 families by the end of this financial year. Additional evidence of positive change within families is collated via family and agency feedback forms and self evaluation methods by Families using the Helping Families Programme Outcome Stars.

2.10 Additional evidence of positive impact has been seen in terms of reduction in criminal behaviour/anti social behaviour and improved school attendance. In particular:

- Children within 20 families have demonstrated sustained improvements in attendance at school and/or reduction in exclusions
- The levels of anti social behaviour in 24 families have reduced considerably
- 12 families have engaged with and completed counselling
- 10 families have addressed their housing issues.
- Substance misuse within 10 families is no longer an issue
- 25 families have engaged fully in parenting support
- 9 families are no longer experiencing issues of domestic abuse

2.11 Within the first year of the project certain key themes were identified in particular the prevalence of substance and alcohol misuse, inter generational dependence on benefits and social housing, domestic violence and contact with social care. With respect to the 42 families that engaged last year, the following common features were prevalent within these families:

<table>
<thead>
<tr>
<th>Housing Issues</th>
<th>19</th>
</tr>
</thead>
<tbody>
<tr>
<td>Substance Misuse</td>
<td>18</td>
</tr>
<tr>
<td>Unemployed</td>
<td>32</td>
</tr>
<tr>
<td>Anti Social Behaviour</td>
<td>29</td>
</tr>
<tr>
<td>Criminal Activity</td>
<td>11</td>
</tr>
<tr>
<td>Issue/Issue</td>
<td>Count</td>
</tr>
<tr>
<td>-------------</td>
<td>-------</td>
</tr>
<tr>
<td>School attendance issues/exclusions</td>
<td>33</td>
</tr>
<tr>
<td>Financial Issues/ Significant Debt</td>
<td>16</td>
</tr>
<tr>
<td>Parenting Abilities</td>
<td>32</td>
</tr>
<tr>
<td>Mental Health</td>
<td>22</td>
</tr>
<tr>
<td>Domestic Abuse</td>
<td>16</td>
</tr>
</tbody>
</table>

2.12 It has become evident on assessment of families that the level of complexity and entrenched needs were far greater than initially considered at the point of referral, requiring more intensive intervention over a 6 -12 month period. As families are not necessarily willing to make the changes needed in their lives the approach of the project has needed to be assertive using more formal evidenced based approaches. This complexity has required the Project to seek some specialist training such as the Helping Families Programme and in relation to attachment issues. The need for additional therapeutic input to address underlying personal and family issues has been identified as key to ensuring a sustainable change in a family.

2.13 To date there has been good engagement by partner agencies in the development of the project. A community warden has been seconded to the team and Safeguarding & Specialist Services have been particularly active strategically and in working closely with a number of families. Housing Associations and Health Services have also been directly involved in referrals and working with the families. There is potential to develop further the project’s relationship with health in relation to providing health assessments for all family members receiving intensive support to prevent unnecessary admissions or attendances at A&E. Further discussions are taking place at this time to progress this aspects for 2013/14 and beyond.

2.14 The DCLG recently published some summary results by authority for the national project, which show that at January 2013 the overall number of families that have been worked to date is 30% of the three year national target. At the same point RBWM has engaged with 30% of our three year target. RBWM is similarly placed with regard to the numbers of families successfully turned around during this period compared to the national position. There is considerable variations both locally and national on the progress to date.

3. Key Implications

3.1 Improving the outcomes for the families identified as in greatest need will reduce the long term demand on services for RBWM and a range of other agencies who currently support these families with complex and multiple needs, as well as improving the families’ contribution to their local community. Simply by preventing one child from coming into care will potentially save the Authority tens of thousands of pounds.

3.2 The longer terms benefits to a family/ child are improved physical and mental health, reductions of substance misuse, increased school attendance and reductions in school exclusions resulting in improved school attainment, reduced numbers of housing evictions and incidents of anti social behaviour, reduced Police, Court and Probation interventions, increased employment, increased capacity within these families to be more economically active and less reliant on the state.

3.3 The Authority is able to claim funding towards the cost of this intensive work from Government under the Payment by Results framework scheme that was published in March 2012. This framework allows for a contribution towards the costs of the intensive work with these families for five of every six families worked with. Combined with additional funding from RBWM this will enable the Project to make a significant direct impact on these troubled families and indirectly improve the local community and hence have improved benefits for the wider community and all residents.
<table>
<thead>
<tr>
<th>Defined Outcomes</th>
<th>Unmet</th>
<th>Met</th>
<th>Exceeded</th>
<th>Significantly Exceeded</th>
<th>Date they should be delivered by</th>
</tr>
</thead>
<tbody>
<tr>
<td>In 2013/14 70 new families are identified and supported and Payment by Results funds will be claimed</td>
<td>Less than 70 families are supported</td>
<td>70 families are supported</td>
<td>70 - 75 families are supported</td>
<td>More than 75 families are supported</td>
<td>31st March 2014</td>
</tr>
<tr>
<td>In 2013/14 results (full) payment by result claims for 20 families are made</td>
<td>Less than 20 payment by result claims for families are made</td>
<td>20 payment by result claims for families are made</td>
<td>20-25 payment by result claims for families are made</td>
<td>More than 25 payment by result claims for families are made</td>
<td>31st March 2014</td>
</tr>
</tbody>
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4. Financial Details

a) Financial impact on the budget

4.1 The project has been developed on an overall ‘invest to save’ basis, using a combination of RBWM Revenue base budget in Children’s Services, and a share of the DCLG national funding stream, which is being distributed on a Payment By Results (PBR) framework basis. Further details of the financial framework for the Troubled Families Programme can be found at [https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11469/2117840.pdf).

4.2 Depending on the success of the interventions and impact with each family, RBWM can claim up to £4,000 for five out of every six families successfully turned around. The local authority is expected to fully fund the intervention costs for one out of six families from the funds already provided through the Revenue Support Grant. The full PBR payment represents 40% of the government’s estimated typical intervention cost for a family. It is claimed in two phases, an initial attachment Fee and a subsequent completion fee. The completion fee will be based upon demonstrating sustained improvements in at least two of the three core criteria (i.e. improved school attendance, reduced anti social behaviour or involvement with crime, reduced levels of worklessness).

4.3 There is sliding scale to help incentivise Local Authorities to sign families up sooner rather than later in the three year funding programme, with a greater proportion of the
PBR payment being available as the attachment element of the overall funding the earlier the sign up of families as shown below.

<table>
<thead>
<tr>
<th>Year</th>
<th>Attachment Fee per family</th>
<th>Completion Fee per family</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012/13</td>
<td>80% (£3,200)</td>
<td>20% (£800)</td>
</tr>
<tr>
<td>2013/14</td>
<td>60% (£2,400)</td>
<td>40% (£1,600)</td>
</tr>
<tr>
<td>2014/15</td>
<td>40% (£1,600)</td>
<td>60% (£2,400)</td>
</tr>
</tbody>
</table>

4.4 DCLG will only allow Local Authorities to claim attachment fees for up to a maximum of 50% families in year 2 (2013/14), this equates to 70 families in RBWM’s case. The intention is to claim for all of these 70 families to maximize income as it is recognised that not all families will be able to make the sustained change required. In order to meet this target of 70 families close liaison with in particular Housing Associations is important to identify additional willing families, who meet the criteria and present a realistic chance of a successful intensive intervention.

4.5 In addition to the PBR funding, the Council also receives a Troubled Families Co-ordinator Grant (£75K per annum), which contributes towards the operational costs of developing and delivering a large and difficult project, in already constrained times. The local authority is responsible for securing the remaining 60% of the costs of providing interventions to families, either from its own resources or jointly with contributions from other partners.

b) Financial Background

4.6 One challenge facing RBWM will be to ensure the overall total numbers of families can be supported in the three year project. RBWM exceeded its commitment to delivering support to 39 families in 2012/13, (one third of our total three-year target of 117 for which Payment By Results funding can be claimed – only 5 out of every 6 of the Government’s target of 140 families can be claimed for under the Payment By results Scheme) we exceed the target by 3 families.

4.7 This financial year the DCLG has indicated that it expects all authorities to ‘scale up’ their projects setting a minimum target of 50% of the total three-year caseload of families to be engaged in 2013/14. RBWM will therefore need to provide support for at least an additional 70 families in 2013/14. This scale up is required to allow enough time for interventions to be completed and positive outcomes secured before the end of the three-year project. Of these 70 new families RBWM will be able to claim payments by results on 5/6ths of them.

4.8 The gross cost of this project in 2013/14 will be £460K. RBWM will contribute £260K, with income from the Government under the Payment By Result contributing a further £200K.

4.9 Based upon the National Centre for Social Research costing model (NATCEN), the additional estimated cost of a troubled family to all services would be in the region of £40,000 p.a. However, following the successful intervention of the Project, this cost is estimated on average as reduce to £24,000 p.a. providing a saving of £16,000 per family.

4.10 Data is collected in RBWM as to the costs incurred to public services by families on commencing their involvement with the Project based upon and using the NATCEN costing model. This model provides average costs for almost all potential incidents and costs to the public purse from putting in place for example: an Acceptable Behaviour Contract (£230), attendance at A&E (£105 per visit), through to a child being subject to a child protection plan for 6 months (£8,231) or damage to a bus Shelter requiring replacement (£2,585). More detailed comparison information of
costs in RBWM prior to and following the Project’s intervention will become available in 2013/2014 when the project has been in operation for over 18 months and accumulated the relevant information needed.

5 Legal Implications

5.1 There are no legal implications as a direct result of this progress report. The authority has duties and powers under the Children Act 1989 to safeguard children and to work with families to ensure children are protected from neglect, abuse and harm. The Project supports the Safeguarding and Specialist Services in meeting its obligations within the relevant Children’s legislation.

6 Value For Money

6.1 This project is based upon an invest to save premise whereby money spent on helping these families with multiple and complex needs to find solutions to their problems now, will reduce and prevent public expenditure in the long term.

6.2 As well as direct savings as a consequence of a reduction in benefit costs there are a number of other potential savings/ benefits to RBWM which include:

- Reduction in pressure on Safeguarding and Specialist Services including reducing the need to take children in to Local Authority care
- Reductions in demand and costs on other services such as Police, Health, Housing Associations and disruption to Education
- Reduction in the numbers of children eligible to receive free home to school transport
- Improved community cohesion and quality of life for residents due to reductions in anti social behaviour, vandalism and criminal behaviour
- Reductions in disruption in school classes due to the improved behaviour of children
- Improvement in the quality of lives of families on the programme
- Improved outcomes for children in terms of health, education and future employment

7. Sustainability Impact Appraisal

7.1 There are no significant sustainability issues arising directly from this progress report.

8 Risk Management

8.1 There are no risks arising directly from this progress report. The Project Management Group maintains and updates a risk matrix for the project on a monthly basis.

9 Links to Strategic Objectives

9.1 The project supports a number of the key strategic objectives of the council including putting Residents First, Value for Money, Delivering Together and Equipping Ourselves for the Future. The aims of the Project align closely to the Children and Young People’s Plan priorities and the Early Help strategy.

10 Equalities, Human Rights and Community Cohesion

10.1 The project will help support families and add to the community cohesion in the areas in which they live. The reductions in anti social and criminal behaviour will help foster much greater community cohesion. The Equality Impact Assessment, completed at
the time the project was established, reflects the positive impacts which arise from the outcomes delivered.

11 Staffing/Workforce and Accommodation implications:

11.1 In addition to the Project Team there are close links with partner agencies such as the Police, Housing Associations and Health to enable multiagency targeted support for these families.

11.2 With the need to work with 50% of the Government's target of 140 families in Year 2 (2013/14) the staff team has been increased from the team size in 2012/13. This includes in particular additional key worker capacity and therapeutic staff. The revised structure following all recruitment being completed be as follows: Team Manager, Senior Practitioner/Team Leader, 4 Key Workers, 2 Support Workers including a seconded Community Warden, Key Worker Therapist, Project Officer, Systemic Therapist (Part Time).

The team structure is shown in Appendix C.

12 Property and Assets
12.1 The multi-agency team for the project has been established in offices at the Extended Services Centre adjacent to Ellington School in Maidenhead.

13 Any other implications:
13.1 There are no other implications.

14 Consultation
14.1 The progress outlined in this report includes feedback sought from the Project Management Board which includes key stakeholders.

14.2 The Progress Report will be considered by the Children’s Services overview and Scrutiny Panel on 11th June 2013.

14.3 The Deputy Executive Member Cllr Mrs Airey meets regularly with the Head of Service, David Scott, to receive progress reports and monitor the progress of the Project.

15 Timetable for Implementation
15.1 The current project and funding under the Payment by results scheme is due to run until end of March 2015. The revised Payment by Results Framework covers the funding for families turned around until the end of this period. Consideration for the continuation of this Project will need to be made in 2014 depending on impact and any potential funding streams.

16 Appendices
Appendix A – Types of Needs and Interventions
Appendix B – 2 Family Case Studies
Appendix C – Intensive Family Support Intended Structure Chart (2013/14)

17 Background Information
18. Consultation

Report History

<table>
<thead>
<tr>
<th>Decision type:</th>
<th>Urgency item?</th>
</tr>
</thead>
<tbody>
<tr>
<td>For Information</td>
<td>No</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Full name of report author</th>
<th>Job title</th>
<th>Full contact no:</th>
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</thead>
<tbody>
<tr>
<td>Simon McKenzie</td>
<td>Family Intervention and Support Services Manager</td>
<td>01628 685606</td>
</tr>
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</table>

Schedule for writing and reviewing report

<table>
<thead>
<tr>
<th>Stages in the life of the report (not all will apply)</th>
<th>Date to complete</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Officer writes report (in consultation with Lead Member)</td>
<td>16/5/13</td>
</tr>
<tr>
<td>2. Report goes for review to Head of service or DMT</td>
<td>23/5/13</td>
</tr>
<tr>
<td>3. To specialist departments: e.g., legal, finance, HR (in parallel)</td>
<td>23/5/13</td>
</tr>
<tr>
<td>4. To Lead member</td>
<td>24/5/13</td>
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<tr>
<td>5. To SMT or CMT</td>
<td>n/a</td>
</tr>
<tr>
<td>6. To the Leader</td>
<td>31/5/13</td>
</tr>
<tr>
<td>7. To overview or scrutiny, if a cabinet report</td>
<td>11/6/13</td>
</tr>
<tr>
<td>8. To Cabinet</td>
<td>27/6/13</td>
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</table>