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**CUSTOMER & COMMUNITIES CABINET COMMITTEE**  
**KENT TROUBLED FAMILIES PROGRAMME DEEP DIVE**

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**1. Background context**

- 1.1 **A national scheme:** In 2012 the Prime Minister committed to ‘turning around’ the lives of the UK’s 120,000 troubled families by the end of this Parliament. These families are characterised by having no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour. The intended outcome of the Programme is for these families to become less dependent on state support, and more families contributing to their own livelihood and that of their local communities.

The Programme is managed within a Payment by Results model each family worked with attracting a potential total payment of £4000. Key measures include:

- ASB/youth crime - 60% reduction target in a 12 month period
- Truancy/exclusion – fewer than 3 fixed term exclusions and less than 15% unauthorised absences in the last three consecutive terms
- Worklessness - defined within ESF and DWP work programme

- 1.2 **The Kent approach:** The scheme is known as the ***Kent Troubled Families Programme***. It aims to deliver changes through:

- *Improving the life chances of Kent’s most disadvantaged families*  
**By**
- *Transforming and joining up public services*  
**Thereby**
- *Releasing taxpayers’ money to reinvest in services for the wider community*

**2. Stakeholder Engagement**

- 2.1 This Kent-wide programme is led by Kent County Council in partnership with District and Borough Councils, JobCentre Plus, Kent Police, Kent Probation, Health and other partners, including the voluntary sector. A Multi-Agency Steering Group led by the Leader of Kent County Council provides the multi-agency strategic direction for the programme.

**3. Programme Cohorts**

- 3.1 The DCLG announced the national targets for areas within England and Wales in March 2012 estimating that KCC needed to address a cohort of 2560 families over the 3 year period of the Programme. KCC has confirmed its participation and commitment to work with 1,082 families in the first year of the programme. This represents 42% of DCLG’s estimated 2,560 troubled families in Kent.
- 3.2 In January 2013 the DCLG announced the expectation that the year 2 cohort needed to bring the total number of families engaged within the Programme to an

overall 85% of the total. This will require the identification in Kent of a further 1094 families.

- 3.3 The Troubled Families Programme started in May 2012 following approval of the Programme's business case. The year 1 cohort was identified via county databases and local partner agencies intelligence whereas the year 2 cohort, currently being identified, will be through direct nominations from partner agencies and verified against county databases. This should provide a cohort of families that more appropriately fit the criteria and local priorities.

<b>District</b>	<b>Total number of families in Kent in Year 1 (based on criteria 1 &amp; 2)</b>	<b>Indicative Number of Families in Kent for Year 2</b>
Ashford	82	83
Canterbury	121	122
Dartford	40	40
Dover	113	114
Gravesham	76	77
Maidstone	80	81
Sevenoaks	43	42
Shepway	95	96
Swale	156	158
Thanet	154	156
Tonbridge and Malling	74	75
Tunbridge Wells	48	49
<b>Total</b>	<b>1082</b>	<b>1094</b>

*Table 1: Total number of families in year 1 and year 2 cohorts in Kent*

#### **4. Process of Engaging Families**

- 4.1 A key objective for the Kent Troubled Families Programme is to engage families in addressing their issues realise real changes in behaviours and improved outcomes for the family as a whole. The programme aims to achieve a change in the way that public services work with families, reducing the number of interventions from different agencies and making them more effective.
- 4.2 The scale of the challenge in Kent required the development of a local delivery model with the appointment of 12 district based Project Delivery Managers achieved through utilising some of the year 1 DCLG funding allocation. This role

coordinates and supports local delivery, working across the agencies to identify the families and to agree the required type and level of input; and to manage the monitoring and recording of interventions and the progress achieved. The programme agreed to the use of the Common Assessment Framework as the preferred tool for assessment and planning the new approach with each family.

- 4.3 The initial delivery of the Programme was focussed in Thanet, Tunbridge Wells, Ashford and Dartford. Alongside the pilots for Kent's Integrated Adolescent Support Services (KIASS). The Programme has now been rolled out across the county. At 31<sup>st</sup> December 2012 the Programme was working with 506 families.

## 5. Service Redesign

- 5.1 As the programme progresses KCC and our partners are aiming to create a long term sustainable approach that achieves better value for money and more effective family interventions through joint commissioning, service redesign and transformation.
- 5.2 At national level the DCLG is highlighting the models of intervention that are the most effective in working with families. One model that has proved to deliver sustainable changes is the Family Intervention Programme. FIP workers engage with families very intensively. The factors that influence success are the very personal and consistent relationship established between a worker and the family. The role is one that challenges the behaviours and impact of the behaviours and supports the family members in the changes they need to make.
- 5.3 KCC has utilised a further draw on the year 1 funding allocation and is commissioning a model that delivers around 2 FIP (Family Intervention Programme) workers per district area over the next two years. The tender for the FIP service has been awarded to Kent Council for Addiction (KCA) and the service will become operational from the 18<sup>th</sup> February 2013. The KCA FIP model will enable around 500 Families to be engaged.
- 5.4 The Programme Team is currently mapping the variety of provision around worklessness, training and skills to establish how a more coherent provision could be offered to family members as part of the Troubled Families Programme. A similar mapping exercise is being used to understand the impact of debt upon the families within the cohorts and to assess what resources exist in Kent to ensure sound and effective support and advice is available.
- 5.5 The programme Team is also hoping to promote and support local workshops in each District Area to consider local service redesign and improvement over the next six months.

## 6. Information Sharing and Data Protection

- 6.1 Sharing information between partners has been a key barrier to effective multi-agency working for many years. To overcome this issue, a '**Standard Operating Procedure**' (SOP) for the Kent Troubled Families Programme has now been developed. This SOP will form an annex to the **Kent & Medway Information**

**Sharing Agreement (ISA)** and provides a framework for professionals across partner agencies for the sharing of personal and sensitive data.

- 6.2 A dedicated online Troubled Families SharePoint has been developed to support front line practitioners and our multi-agency partners. The SharePoint provides all partners with a secure area per district to share information and share best practice across practitioners.

## 7. Resources

- 7.1 Kent received the allocation of Year 1 attachment fee in July 2012. An important principle agreed by partners is that the Programme will utilise as much of the programme funding as possible for frontline service delivery and service redesign. The central pot funds will be allocated on the basis of simple Business Cases that help deliver the programme at county and local level. To date, funding has been requested and agreed for three districts - Dartford, Shepway and Swale.

## 8. Key Challenges

- 8.1 Around 2000 of the families will need a Lead Professional role to co-ordinate service provision and be the single point of contact for the family. The scope of this role is beyond the normal workload of the partner agencies and will need to be developed by each agency in order to fully understand the required change in service delivery models and the impact of this work with families. The emphasis of the programme is to change the behaviours of the families but this cannot be achieved without a change in the way public agencies “do business.” The Troubled families funding can be used to develop additional Lead Professional resource but this must be achieved alongside service redesign to ensure the long term sustainability of the model.
- 8.2 The identification of the 2<sup>nd</sup> year cohort by local partners is a significant challenge.
- 8.3 The Programme Team is working closely with Specialist Children Services Integrated Processes Team to increase the take up and effectiveness of the Common Assessment Framework process and ensure that all families within the Programme are assessed within the framework. The Programme team is also working closely with partners in Families and Social Care, Schools, Kent Integrated Youth Services and alongside KIASS.
- 8.4 It is vital that Kent’s Troubled Families programme is financially sustainable in the long term and leads to the generation of savings across services. A task group is currently looking at how the financial benefits can be measured.

## 9. Key Milestones

Action	Timeframe
FIP mobilisation across all district areas	February 2013 – March 2013
Family identification for year 2 cohort	February 2013 – April 2013
Local business case submission	Ongoing

## **10. Conclusion**

- 10.1 The Programme is approaching the end of year 1 and has established the Governance, Resources and Process essential to deliver the Programme. It looks set to have engaged at least 75% of the first cohort and is beginning to make good progress. Developing different and better ways of delivering services will also be a major focus of the programme this year.