

By: Mike Hill, Cabinet Member for Community Services

To: County Council – 19 September 2013

Subject: Kent Troubled Families Programme

Classification: Unrestricted

**Summary:** This paper outlines the background, delivery arrangements and the early results of Kent Troubled Families Programme. This will enable 2,560 families to turn their lives around and help transform the services offered to them.

**Recommendation:** County Council is asked to NOTE the progress of the Kent Troubled Families Programme.

## 1. Background

1.1 The Troubled Families Programme is a national programme which aims to transform the lives of 120,000 families with complex needs. Families are nominated to the programme if they meet the following criteria:

- children not being in school
- family members being involved in crime and anti-social behaviour
- at least one adult in the family unemployed and claiming benefits

1.2 These families almost always have other long-standing problems which can lead to their children repeating the cycle of disadvantage. There are often child protection issues and many of those permanently excluded from schools come from these families. Other problems such as domestic violence, breakdowns in relationships, mental and physical health problems and isolation make it incredibly hard for these families to start unravelling their problems.

1.3 To ensure families face their problems and deal with them, they will need both support and challenge. This approach reinforces to families that their actions have significant consequences. Families who choose to engage positively can receive support and practical hands on help. Where families do not engage they may face appropriate sanctions from public services. This helps family members to take responsibility for dealing with their problems

1.4 The cost of these families to the public purse is very significant – nationally around £9 billion a year, the vast majority spent on reacting to their problems. Importantly the money is not providing lasting results and changing lives.

1.5 There has been Government funding allocated towards the delivery of the programme through a Payment by Results model. This has both upfront attachment fees and retrospective reward payments for success in turning around families.

- 1.6 The Kent Troubled Families Programme was successfully launched in March 2012. KCC is committed to achieving the outcomes needed to turn around the lives of troubled families. To achieve this KCC and other public service agencies need to transform the way we engage and work with families. This is a significant challenge that requires services to be able to respond quickly to emerging need, challenge and redesign existing provision and influence how families make the changes required of them.
- 1.7 The Kent Programme is the third biggest nationally and it will work with 2,560 families over 3 years including 1,082 families in Year 1 of the programme and 1,094 in Year 2.
- 1.8 The programme is closely aligned to KCC's overall Transformation vision. It works alongside those reshaping and integrating services for children and young people to ensure the issues of members of troubled families are fully addressed.

## 2. Kent Offer

- 2.1 The Kent offer sets out four key elements that are critical to ensure troubled families are turned around. These are:
- A dedicated worker for every troubled family
  - Offer of an apprenticeship or training opportunity for all 16 – 24 year olds
  - Employment support for adults
  - Innovative suite of activities for troubled families

### A dedicated worker for every troubled family

- 2.2 The programme will enable the provision of a dedicated worker for each family to work with the whole family on all of its issues, including helping to ensure that the children attend school, that appointments are met and that appropriate support services for the family are accessed. The dedicated worker also ensures that all public services involved with members of the family are properly coordinated, reducing the demand on services.
- 2.3 The four delivery streams of Kent's Family Intervention Model are as follows:
- **Family Intervention Project (FIP) Workers** providing a persistent, assertive and challenging approach
  - **FIP Light Workers** will be full-time, dedicated posts focussing on family function providing practical support
  - **Lead Workers** (allocated from existing key partners) act as advocates for the family, with the ability and authority to influence other agencies
  - **Family Support Workers** are a dedicated resource focussing on 'initiating' contact and continuing to engage with identified troubled families.

## **Offer of an apprenticeship or training opportunity for all 16 – 24 year olds**

- 2.4 The programme core team recently held a focus group with challenging young people to look at the personal challenges and issues they have faced accessing employment or training. This will assist in the further development of a pathway to enable each young person from a troubled family to navigate their way through the various options available. To achieve this, there is a need for mentoring, pre-apprenticeship training and support and targeted engagement with local employers willing to take on young people from troubled families as apprentices.

## **Employment support for adults**

- 2.5 The programme is enabling appropriate support to adults in finding employment and training which will help provide a positive role model for wider family members and ensure they remain fully engaged. This will be a key role of the four JobCentre Plus Employment Advisers seconded to the programme who are working with the European Social Fund Progress Programme, with coordination being provided for each family through their dedicated worker.

## **Innovative suite of activities for troubled families**

- 2.6 The development of the 'Innovative Suite of Activities' is progressing well. This will support the programme and will be commissioned from countywide funding. The offer to date includes the following partners:

- Young Lives Foundation for a pilot project of Mentoring for Young People. Mentors help to ensure there are positive role models for the young people and children and aim to build self-esteem and work towards positive achievements and future aspirations for the young people.
- Royal British Legion for a pilot for Mentoring Family members. A mentoring programme will be offered that provides mentoring and support for the whole family, that will engage and work with the families towards goals such as; employment, education, fitness, family activities and engaging with the community.
- Delivering 'Family Days' which are specific events at our outdoor education centres, which provide activities for the whole family based around working together, strengthening relationships and confidence building. There have been 3 events held so far and more dates are planned for October 2013 and the New Year.

## **3. Partnership Delivery Model**

- 3.1 KCC manages the programme at a strategic level and is the accountable body. Local partners are responsible for overseeing the local delivery. Governance arrangements for the programme have been established as follows:

## **Multi-Agency Steering Group**

- 3.2 The Multi-Agency Steering Group is chaired by Paul Carter, Leader of Kent County Council and has been established to ensure there is high level strategic representation from each of our partners and Corporate Directors. The Multi-Agency Steering Group provides strategic direction to ensure the successful delivery of the programme. The group meets quarterly.

## **County Wide Programme Board**

- 3.3 The Programme Board is chaired by Angela Slaven, Director of Service Improvement, Kent County Council and has been established to ensure there is management representation from key partners. The Programme Board ensures the delivery of the Multi-Agency Steering Group's vision.

## **Local Project Boards**

- 3.4 Each district has a local project board, complementing existing or emerging governance arrangements in each area.
- 3.5 KCC has recruited 12 Local Project Delivery Managers (LPDM's) to drive the local delivery and engagement with families, ensuring the programme remains on target. Their role is also to challenge practice across all agencies and where needed encourage new ways of working with families.
- 3.6 A proportion of the Troubled Families Programme funding has been set aside to support local delivery and to encourage innovative approaches from local project boards. This has enabled local projects in conjunction with partners, to submit business cases to the core team for consideration. This local innovation has been encouraged in order to ensure the best fit for the local families and communities, for example Dartford are using a team of mentors and volunteers to engage with families and Shepway have a team of Family Champions.
- 3.7 At county level a Troubled Families Programme Analyst has been seconded from Kent Police, in recognition of our partnership approach, and is responsible for managing the data for the programme. This arrangement has enabled a number of protocols to be developed and seamless links between KCC and police data.

## **4. Service Redesign**

- 4.1 A Kent Troubled Families Executive Group has also been established to ensure the programme considers service redesign for troubled families across the whole council and remains closely aligned to KCC's wider transformation programme. The scale of savings in the forthcoming three to five years requires that the high cost of troubled families is reduced, that the outcomes for families are positive and that these improvements are sustainable over the long term and part of normal business.
- 4.2 At local level the Troubled Families Programme Team is planning to promote and support the delivery of workshops in each district area, in order to consider

local service redesign and improvement on a rolling programme from August 2013. This will be an opportunity for local partners to consider how services can be redesigned so they are better coordinated, duplication is removed and local gaps in services are identified. Feedback from these will come back to the Multi-Agency Steering Group.

## **5. Kent Troubled Families Conference**

The programme held a very successful conference on the 9 July 2013. Louise Casey, National Lead for DCLG Troubled Families attended as a keynote speaker. This event focused on inspiring and engaging frontline staff and managers with the aim of stimulating further the debate and necessary action to meet the challenge of 'Doing Things Differently' across Kent.

## **6. Training and Development**

A bespoke training framework has been developed to support partner agencies involved with the programme.

## **7. Early Results**

7.1 Through the dedicated worker approach the programme is working with 93% of families from the Year 1 cohort. Good progress is being made in identifying families for inclusion in the programme for Year 2. We have to date verified 273 families for support.

7.2 The first payment by results claim was made in July 2013 for 75 families where there has already been significant success and the claiming criteria were met.

7.3 Some emerging themes of the issues families are facing are below, however these issues are often interlinked and present simultaneously within the families:

- Housing – issues such as anti-social behaviours and debt
- Domestic Violence – within a family this can come from any parent or young person against any other family member
- Substance misuse – problems of substance misuse are common and can be linked to other issues such as domestic violence and mental health
- Mental Health – there is often a delay in receiving specialist support
- Complex relationships and behaviours – the behaviour of young people can often be disruptive with the parents unable to manage it leading to anti-social behaviour, truancy and violence. Equally children and young people can face the impact of violence, drug and alcohol misuse etc from the parents
- Lack of life skills and aspirations – many families are unable to carry out everyday tasks such as; morning routine, cooking and managing their money well. These regularly lead to absence from school and low educational attainment children

7.4 While the complexity of these problems is high the programme's approach and the initiatives within the Kent Offer outlined above is already getting

encouraging results. The Kent Troubled Families Programme is an exciting and unique opportunity to turn many more troubled families around so they play a positive role in their local Kent communities.

## **8. Recommendation**

County Council is asked to NOTE the progress of the Kent Troubled Families Programme.

## **9. Background Documents**

<https://www.gov.uk/government/publications/the-troubled-families-programme-financial-framework>

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