

**Cabinet Member for Children – Start of Life**

**Proposed Extension of the Think Family Programme**

**November 2014**

**Report by Director of Public Health & Social Care Commissioning and Director of Children and Families**

<b>Ref No: CH07(14/15)</b>
<b>Key Decision: Yes</b>
<b>Part I</b>
<b>Electoral Divisions: N/A</b>

**Executive Summary**

This report makes recommendations to the Cabinet Member on the principle of extending the West Sussex Think Family Programme to 2020, known as Phase II, in line with government proposals for the national Troubled Families Programme, and with a firm commitment for the 2015/16 business year. It explains the Early Starter option for Phase II, relating specifically to the period up to 31 March 2015 and sets out the conditions under which the government proposes to extend the national programme for five years beyond March 2015 (which will require ratification by the new government, following the May 2015 General Election).

The much broader range of criteria for family eligibility is discussed, together with the increased casework target. The financial conditions are of particular significance as the County Council is the main local funding agency of the Programme. Think Family is a key element in the County Council’s delivery of the Early Help Plan. The Children and Young People’s Services Select Committee endorsed the recommendations at its meeting on 23 October 2014.

A Glossary of the main terms used in this report appears at Appendix 3.

**Recommendations**

The Cabinet Member is asked to agree the following recommendations:-

- 1) That a firm commitment be made to Troubled Families for the 2015/16 business year, under the terms set out in the government announcement for the Expanded Troubled Families Programme, including the additional new criteria (Sections 3, 4 & 5);
- 2) That an in-principle commitment be made to the remaining four years to March 2020, with a further decision process during 2015 about the delivery model for 2016-20;
- 3) To agree the continuation of the Think Family Keyworker service for 2015/16, including relevant contract extensions to 31 March 2016 (paragraph 5.2).

## **1. Background and Context**

- 1.1 The current government announced in June 2013 that the national Troubled Families Programme was to be extended by five years (Phase II) following the end of Phase I in March 2015. After lengthy consideration, the terms of the new scheme received ministerial approval in July 2014, and a summary of the detail is given in Section 4 below.
- 1.2 Phase I of the national programme has been full of achievement for the West Sussex Partnership. Steady progress continues to be made by Think Family and its associated services towards meeting the county target of 1,165 families turned around against the existing national criteria by the end of March 2015. West Sussex is the leading authority in the country for securing returns to work. A strong Keyworker service has been successfully set up to work alongside existing services, and together are now in a position to deliver significant results. Think Family Neighbourhoods, thought to be a unique concept within the country, have been established and are demonstrably contributing to delivering Think Family outcomes. Work has been continuing to evaluate the effectiveness of Phase I because this is a new way of working, and various delivery options have been piloted. As such it is important that we learn lessons and develop a template for a future quality service offering best value for money. The vision of fully integrated services bound together to deliver Think Family outcomes, with an efficient, performance-orientated agenda, is being pursued through service transformation.
- 1.3 Member support has been a key component of these endeavours, and alongside the goodwill and spirit of cooperation within the Think Family Partnership has offered testament to a united desire in West Sussex to transform the lives of families with complex needs and the life chances of their children. There is no doubt that the West Sussex Partnership, led by the County Council is held in very high regard for its achievements in Whitehall circles.
- 1.4 The national commitment to a 5-Year Programme to 2020 is complicated by the forthcoming General Election in May 2015, and the future Programme is subject to formal ratification by the incoming government. Troubled Families has commanded national cross-party support from its inception, and there is little reason to suppose that this situation will change. It is understood that the Department of Communities and Local Government (DCLG) has secured a firm budget allocation for 2015/16, and thereafter funds have been earmarked in principle.

## **2. Early Start Option for Expanded Programme**

- 2.1 Given its standing as a high-performing county, on 24 July 2014 the DCLG formally invited West Sussex to be an 'Early Starter' under the Expanded Programme, during the period up to March 2015. This offer, which had to be accepted by 15 August, was connected to but separate from the decision to sign up to the continuing 5-Year Programme. It offered two main benefits: i) early engagement with the principles of the Expanded Programme and an opportunity to help shape its detail; and ii) a cash incentive of £102,000 which the County Council could use to fund the necessary additional data management resources required under the Expanded Programme. In return, West Sussex is to make an early start with 609 families under the new criteria, and continue to work with the

DCLG on the supply of data towards its national evaluation of the Troubled Families Programme.

- 2.2 Following consultation with the Chairman of the Children and Young People's Services Select Committee, District and Borough Councils and Sussex Police, undertaken during the first half of August, the County Council decided to agree, by means of an Urgent Action procedure, to become an Early Starter with effect from September 2014 (decision CH05(14/15) Expanded Troubled Families Programme – Early Starters refers). This reflects very favourably on the County Council, the Think Family Partnership and its national profile, and is testament to the hard work delivered across the County Council and in partner agencies. West Sussex's status as an Early Starter, as from 1 September 2014, has now been confirmed.

### **3. Targets and Rewards**

- 3.1 The national programme contemplates turning around 400,000 vulnerable families throughout England, up to 2020. This is the government's estimation of the number of families that present with at least two of the criteria described in Section 4 below, and expanded in Appendix 1. It is founded upon a range of national studies and surveys. In West Sussex the share of these is **4,060** families, or 812 per year for five years. This contrasts with 1,165 or 388 families per year, over the original three-year Programme.
- 3.2 DCLG will pay attachment fee income to the County Council of £1,000 per family, and Reward Grant (payment-by-results) of £800 per family turned around, totalling **£1,800** for a successful outcome. These are thought to be flat-rates which will apply throughout the Expanded Programme. This contrasts with the £4,000 in total which DCLG is prepared to pay for a turned-around family during Phase I, through a combination of attachment fee and reward grant, if applicable. The DCLG is also making available additional funds to support enhanced data analysis capability. The resource implications are discussed in Section 11 below.

### **4. The Expanded Programme Criteria**

- 4.1 Following an extended period of planning, the DCLG has now released detail about the criteria for the next phase of the Programme, to be used to identify the target caseload. Criteria for the expanded programme will be based on a cluster of six headline problems: a combination of any two of these will suffice to establish eligibility. The local partnerships that are Early Starters (see Section 2) will help to develop this underlying detail. The six headline problems are:
1. Parents and children involved in crime or anti-social behaviour;
  2. Children who have not been attending school regularly;
  3. Children who need help;
  4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness;
  5. Families affected by domestic violence and abuse;
  6. Parents and children with a range of health problems.

This broadening of criteria addresses an issue that the Children and Young People's Services Select Committee has raised in its discussions both of Think Family and the closely related Early Help Action Plan, namely that eligibility criteria that better reflect local needs should feature more prominently within the scope of the national model. The DCLG has reacted positively to requests from West Sussex regarding the inclusion of Children in Need, Domestic Violence and families with Health problems, as well as the fundamental principle of Early Help: this development is therefore strongly to be welcomed.

- 4.2 Beneath these headline topics, the DCLG has provisionally set out some detailed criteria, which were published at the end of August 2014, and are summarised in Appendix 1. The approach is distinctly different from the somewhat prescriptive format of the Phase I criteria. Now the emphasis is on *inclusion*, especially where this supports a preventative approach, which broadly aligns with the Early Help agenda. Another strong theme is the concerns of an accredited care professional as justification for inclusion. Children in Need, Physical and Mental Health, and (to a lesser extent) Domestic Violence open up new areas for exploration, and raise significant data-management issues. The DCLG has made it clear that it wishes to support partnerships to unfailingly identify the very much larger numbers required under the Expanded Programme, and the delivery model for Think Family Phase II will incorporate planning to achieve this.

## **5. Delivering the New Programme**

- 5.1 Discharging the total Phase II commitment of 4,060 families over a five-year programme carries significant resource and capacity implications, both in terms of identifying families against the new criteria, and providing effective services to match their needs and achieve the desired outcomes. Essentially two ingredients are required: 1) a scaling up of the current Keyworking model; and 2) transformational change to accelerate the ability of other current services to turn around the higher volumes. Although the numbers have doubled, it is considered that the criteria are now so broad that identification of sufficient numbers will not of itself present difficulties. It has been confirmed that relevant families being worked with at 1 September 2014 would qualify to be part of the new quota, where there is a surplus of work in progress over the Phase I target figure.
- 5.2 It has been confirmed that the Think Family Keyworker service will continue as part of the delivery model during 2015/16. Contract extensions to 31 March 2016 need to be put in place to facilitate this. In terms of capacity however, the existing Keyworker service is not expected to absorb responsibility for turning around all of the target families within the Expanded Programme. Indeed the Keyworker service, whilst a valuable part of the delivery of Phase I, was never set up to deliver 1,165 interventions alone - hence the model developed, that saw existing services inside and outside of the County Council being engaged in the delivery of the target. The intention is that all those existing services that already work to objectives allied to Think Family principles will contribute to delivering this volume of casework, as some of them have already been doing in Phase I.

- 5.3 A comprehensive approach to aligning all relevant services to Think Family objectives is closely linked to the service transformation agenda under the County Council's Start of Life Programme. It is intended to complete this transformation during 2015/16, which coordinates with the recommendation in this report regarding a firm commitment for one further year only at this stage. As part of the transformation process there will be a need to provide all associated services with an induction into the increased scope of Think Family objectives, so that performance can be focused on the specific targets discussed above.
- 5.4 The capacity of a transformed service model to adapt to the new criteria and casework volume remains to be fully tested, and it can safely be assumed that the emerging scenario is one in which resources will be increasingly stretched. The requirement for service transformation is also implicit in the government's thinking in order to meet the needs of a new generation and an age of austerity in the public sector. It is inevitable that quality services must in future give better value and be delivered at lower cost. Nationally, local authorities and their partners are expected to work more closely together. There are increased expectations of coordination of effort, analysis and oversight between agencies, including the simplification of assessment routes to the right kind of support. This approach, which accords with the founding principles of the Think Family Partnership, is clearly to be welcomed.
- 5.5 The County Council has already taken significant steps in this direction, firstly through adopting the Early Help Action Plan to provide a strategic framework. Secondly it is designing a single 'front door' to streamline the assessment of need, and a care pathway that addresses whole-family issues. Alongside this is the requirement for increasingly sophisticated information systems (financially supported by the DCLG) to capture and analyse a complex range of characteristics: this is the role of the new Early Help database, known as Holistix.

## **6. Evaluation of Phase I as an Evidence Base for Phase II Decision**

- 6.1 At the outset of the Programme, there was an assumption at both national and local level that turning around vulnerable families would, as well as addressing entrenched social problems, relieve increasingly hard-pressed services in the public sector of the need to expend the majority of their resources on reactive, emergency interventions, the causes of which were essentially avoidable. It is essential to confirm the efficacy of Think Family, and that the techniques employed in West Sussex are appropriate to the resolution of the presenting issues. The DCLG is now as much occupied with *evaluating* the impacts of the Programme to date, as it is with the process of turning around the vulnerable families themselves.
- 6.2 The original assumption has now been tested, both through the operational experience of a Keyworker service, and especially through the Evaluation work of Interface, the independent consultant retained by the County Council on behalf of the Partnership, and a leading national expert in this field. Interface has undertaken an evaluation both of the social and economic benefits of the Programme. Interface has concluded that the Keyworker model is cost-effective, if cost-effectiveness is determined by cost-avoidance arising from the Programme being at least equal to the

resources dedicated to it. This does not mean that significant *cashable* savings are necessarily available to participants in the Think Family Programme; however, the analysis does illustrate cost-effectiveness and the intrinsic value of the interventions undertaken, for the betterment of the families of West Sussex and their local communities. The use of costed case studies will help to make these points.

- 6.3 There may be even more tangible benefits available for some partners – for instance reducing police call-outs to a given address. Analysis of costs and benefits within the Partnership has been facilitated by a Cost Savings Calculator which evaluates the financial impact of typical intervention types, attributing these to the service or organisation affected. These have been applied in detail to specific case studies from the Think Family Programme, and conclusions drawn. It has been found that the beneficiaries of success under the Programme are broader than the organisations that currently incur the main burden of funding.
- 6.4 Further work is required to develop analyses that can be used to work up delivery options with partners. Individual discussions with partners are in progress to evaluate the benefits arising against their specific activity profile, and thereby make the case for partner investment within the Programme. On current evidence there are strong indications that significant contributions can be secured.

## **7. Data Analysis and Information Sharing**

- 7.1 The Government expects that all agencies involved in family services will work more closely together, pool resources and in particular share information more effectively. The necessary legal safeguards around data protection should not act as an unnecessary stumbling-block to the effective identification of need. The difficulty of gathering reliable data on a given family from across a range of sources has been a notable cause of frustration during Phase I. This emphasis is again welcome, especially if actively facilitated by government. The County Council on behalf of the Partnership is working towards a resolution of these issues, and has a continuing programme to enhance its information management capacity. The DCLG has promised to address information sharing as part of its 'Early Start' agenda.

## **8. Consultation**

- 8.1 **Members** – The Cabinet Member for Children – Start of Life is recommended to approve this decision in November 2014, having previously, in August 2014 agreed to accept the DCLG's offer to West Sussex to be an Early Starter on Phase II of the national programme. This decision had the full support of the Leader of the County Council.
- 8.2 The Children and Young People's Select Committee scrutinised these recommendations at its meeting on 23 October 2014, and enthusiastically and unanimously endorsed them. The Select Committee also received a comprehensive presentation on the work of Phase I, including testimony from Think Family Partnership representatives and keyworkers present at the meeting. The Committee took the view that further investment in Think Family was essential, whilst acknowledging that full benefits would

become apparent over the longer term. The Committee strongly endorsed the work of the Keyworker service, the other contributing services and the Think Family Neighbourhoods. It also recognised the primary importance of continuing and further developing collaborative and information sharing arrangements within the Think Family Partnership.

- 8.3 **External** – A full consultation with the Think Family Partnership Board was undertaken at its meeting on 12 September 2014, on the recommendations in this report, which the Board unanimously endorsed. The Partnership Board encompasses membership from district and borough councils, Sussex Police, the Health and Education sectors, and representatives of the Voluntary sector. The Cabinet Member for Children – Start of Life is the Vice Chairman of the Think Family Partnership Board.

## 9. **Proposal**

With regard to the national Expanded Programme to 2020, at this stage it is proposed that: i) a firm commitment be made to Troubled Families in the 2015/16 business year, with ii) in-principle commitment to the remaining four years to March 2020. This will enable a firm budget to be set for 2015/16, which mirrors the government's own position, and reflects the current certainties. It will also provide certainty to all partners and allow them to formulate their own plans. It is proposed that a further decision be made on the delivery model for the four years to March 2020, during 2015.

## 10. **Other Options considered**

There are strong government expectations that all authorities will participate in Phase II of the Troubled Families Programme, and there would be reputational issues for the County Council were the authority to decline to do so. Alongside this, there are compelling reasons to continue to realise the social and economic benefits that Think Family offers, so that 'doing nothing' is not an option. However, a firm commitment to a five-year programme is not considered a realistic course, especially as the government's own position is constrained by the 2015 General Election. The case for a firm commitment to 2015/16, taken separately, is strengthened by the consideration that this additional year allows the County Council the time to complete its current service transformation programme, and to test and refine a new service delivery model, while containing longer-term risk.

## 11. **Resource Implications and Value for Money**

- 11.1 Think Family is funded by the County Council, DCLG grant and significant partner contributions, both in cash and in kind. Up to the end of the national Phase I (March 2015) the funding breakdown of its costs is broadly expected to have been as follows:

	<b>£m</b>
West Sussex County Council	2.8
DCLG	4.2
Partners	0.7
<b>Total</b>	<b>7.7</b>

Benefits in kind from partners 0.1

A very significant success of the Programme to date has been to maximise grant from the DCLG: the grant figure above is what has been received to date plus what is anticipated to be received for Phase I by the end of the programme, subject to turning around the full 1,165 families. West Sussex is now expected to achieve around 100% of available Reward Grant.

- 11.2 The cost figures for Phase I given above relate to the core Think Family service, comprising the Keyworker service, various supporting projects (such as work in Think Family Neighbourhoods, support of the West Sussex Credit Union etc) and the management function. It is important to appreciate however that the very considerable successes recognised under Think Family are also derived from a number of other County Council services, which can be broadly considered as 'business as usual' services: these include Worth Services, the Family Resource Team and the Youth Offending Service among others, which are all closely orientated to delivering qualifying outcomes for families.
- 11.3 The result of this necessarily 'hybrid' approach to delivering such an unprecedented undertaking as Think Family, is that financial analysis is not straightforward. Unit costs can be computed for cases worked with by the intensive Keyworker service, but an average cost for the entire cohort of 1,165 families is harder to derive. Furthermore, the Keyworker service, being a new service, inevitably took some time to reach full operational potential and productivity, and has been in existence for less than two years. Again, the County Council service transformation programme offers the prospect of considerable efficiencies for the future delivery of 'Start of Life' services: this is expected to impact beneficially on the delivery of Phase II, but cannot currently be assessed with any accuracy.
- 11.4 All these factors militate against constructing definitive costings now for the whole period to 2020, which has implications for future budget requirements for the Think Family core service. In particular, simple 'scaling up' of the volumes and costs of Phase I casework to Phase II levels (i.e. from approximately 400 to 800 cases per annum) cannot be undertaken without a range of caveats. Other variables are the success with which the (lower) DCLG Reward Grant is claimed, the phasing of this income, and the extent to which partner funding will be secured, both in 2015/16 and in the years following.
- 11.5 These factors tend to reinforce the precept of caution that is embodied in the Recommendations of this report, namely a firm commitment to 2015/16, for which costing principles can be derived, and a necessarily more speculative approach to financing the period to 2020.

11.6 An initial cost model has been developed for 2015/16, based on the known costs of the existing Think Family core service and using early estimates to provide the additional cost to transition to the new programme in 2015/16. Budget requirements for 2016/17 onwards will be developed during 2015/16 to take account of service objectives and available funding.

11.7 The model for 2015/16 has the following features:

- The Think Family service can be run in 2015/16 for an estimated gross cost of £5.0m, £1.0m more than 2014/15. This is broken down between work on processes, data recording and reporting (£0.3m), additional keyworking and to embed and enhance keyworking practice into existing services (£0.7m);
- The gross cost in 2015/16 will be partially offset by DCLG grant, estimated to be in the region of £1.2m. £0.350m of this amount is certain and is allocated for the coordination and management of the programme, however £0.812m is dependent on attaching 812 families to the programme;
- No reward fees are currently included in the estimate for 2015/16 since the successful turn-around of families is somewhat uncertain due to the revised criteria and in any case will generally take more than one year to achieve. However in the event that any reward fees are claimable these will also offset our costs;
- Costs can be further offset by partnership funding: discussions are in progress with a range of partners, to establish the business case for their investment, as described in Section 6;
- Until the negotiations with partners come to a conclusion, the additional funding being requested can be underwritten by County Council funds currently earmarked for early intervention.

11.8 The following table sets out, in terms both of gross and net expenditure, the costs of the Think Family Programme from 2012/13 – 2015/16.

	Gross Expenditure <b>£m</b>	Income Received <b>£m</b>	Income Estimated <b>£m</b>	Net Expenditure * <b>£m</b>
2012/13	0.9	-1.9		-1.0
2013/14	2.8	-1.9		0.9
2014/15 (estimated)	4.0	-0.4	-1.3	2.3
2015/16 (estimated)	5.0		-1.2	3.8
	12.7	-4.2	-2.5	6.0

\* it should be noted that the estimate of net expenditure for 2014/15 includes an amount of reward fees dependent on us achieving successful turnaround for a number of families under Phase I. Estimates for 2015/16 include an expectation of attachment fees but exclude any reward fees. Therefore the final net expenditure figures are likely to change dependent on our performance.

## 12. **Impact of the Proposal**

- 12.1 **Equality Impact Report** - An Equality Impact Report is not required for this decision since this report and the nature of the decision deals with internal and procedural matters only.
- 12.2 **Crime and Disorder Act Implications** – This proposal is expected to support strongly the Council’s responsibility to minimise crime and anti-social behaviour. A preventative rather than a merely responsive approach to potential criminality and its effect within families (eg to anticipate a parent’s release from prison), is judged to be a strong and welcome feature of the new proposals.
- 12.3 **Human Rights** – There are no implications. In those cases where personal information about individuals or families is shared without subject consent, this is fully justified by existing legislation, and for the purpose of discharging the Council’s legitimate responsibilities under the Troubled Families Programme.
- 12.4 **Social Value** – Think Family has very strong Social Value credentials, which have been fully recognised by the Select Committee and other stakeholders. They include: supporting vulnerable families with complex needs to achieve control over their circumstances and become self-sufficient; reducing crime and its causes; supporting adults back into work and away from benefit dependency; the reduction of child poverty and education avoidance, and improving life prospects for young people; improving family health and lifestyle choices; improving neighbourhood quality and the local economy; reducing reactive emergency interventions by public service agencies.

## 13. **Risk Management Implications**

- 13.1 The following risks have been identified in connection with the County Council’s participation in Phase II of the Troubled Families Programme:
- 1) Not meeting enhanced targets – reputational & financial risk;
  - 2) Not maximising DCLG grant;
  - 3) Not delivering non-cashable savings;
  - 4) Technology and Information sharing problems;
  - 5) National political picture hampering delivery of programme;
  - 6) Local public sector debate on verification and validity of non-cashable savings;
  - 7) Ability to secure Partner support and contributions;
  - 8) Not completing service transformation to Business as Usual;
  - 9) County Council Funds provisionally allocated to Think Family being used for other purposes between now and 2020.
- 13.2 Appendix 2 is a Risk Log, which summarises the Risks, their consequences and likelihood of occurrence, against the County Council Risk Matrix, together with mitigations in place or planned, and a risk rating (1-25). The highest scores relate to uncertainties under Risk 4) concerning the practicability of sharing information between partners, especially to give proper coverage of the new eligibility criteria for Phase II. This requires high-level facilitation by DCLG, and assurance has been received that this

will be forthcoming. Risk 9) reflects inevitable uncertainties about long-term resource planning to 2020. All risks are considered to be broadly under control, especially in relation to business year 2015/16.

**Judith Wright**

Director of Public Health & Social Care Commissioning

**Kevin Peers**

Director of Children and Families and Programme Executive for Start of Life

**Contact:** Lance John, 03302 223456

**Appendices:**

Appendix 1 Provisional List of DCLG Detailed Criteria for Expanded Troubled Families Programme

Appendix 2 Think Family: Risk Register for WSCC participation in Troubled Families Phase II

Appendix 3 Glossary of Terms used in this report

**Background Papers**

Decision CH05(14/15) – Expanded Troubled Families Programme – Early Starters

Decision CF08(12/13) – Think Family Expansion in West Sussex

Decision CF06(12/13) – Procurement of a contract for the Think Family Expansion Service

Decision CF01(12/13) – Troubled Families Initiative

### **Provisional List of DCLG Detailed Criteria for Expanded Troubled Families Programme**

**Note:** Below is a summarised list of the provisional criteria: for full details, please refer to the Interim Financial Framework for the Expanded Troubled Families Programme, DCLG, August 2014

○ **Indicator 1: Parents and children involved in crime or anti-social behaviour**

- Children who have committed a proven offence in the last 12 months;
- Children/Adults with an ASB intervention in last 12 months;
- Adult prisoners who have less than 12 months left on their sentence who will have parenting responsibilities on release;
- Adults subject to licence or supervision in the community, following release from prison, who have parenting responsibilities;
- Adults currently serving a community order or suspended sentence who have parenting responsibilities;
- Adults or Children referred by professionals due to a potential crime problem or offending behaviour that is of equivalent concern to the above indicators.

○ **Indicator 2: Children who have not been attending school regularly**

- Children persistently absent for 3 consecutive terms;
- Children with minimum of 3 fixed term exclusions in last 3 terms;
- Children permanently excluded in last 3 terms;
- Children with alternative provision for behavioural problems;
- Children neither registered with school or being educated otherwise;
- Education professionals are concerned that a child is not receiving a full-time education.

○ **Indicator 3: Children who need help**

- Children identified as needing early help;
- Children assessed as needing early help;
- Children in need under section 17, Children Act 1989
- Children subject to enquiry under section 47, Children Act 1989;
- Children subject to Child Protection Plan;
- Children referred by professionals as having problems with equivalent concerns.

○ **Indicator 4: Adults out of work or at risk of financial exclusion and young people at risk of worklessness**

- Pre-Universal Credit – in receipt of out of work benefits;
- Claiming Universal Credit and subject to work related conditions;
- Children about to leave school with no/low qualifications – risk of being NEET;
- Children who have left school and are a NEET;

- Parents and families referred by professionals as being at significant risk of financial exclusion.
- **Indicator 5: Families affected by domestic violence and abuse**
  - Young people or adults who have experienced, are experiencing, or are at risk of experiencing DV or abuse;
  - Young people or adults with history of perpetrating DV or abuse in last 12 months;
  - Household/family with at least one police call-out for domestic incident in last 12 months.
- **Indicator 6: Parents and children with a range of health problems**
  - Parents or children with mental health problems;
  - Parents or children with drug and alcohol problems;
  - New mothers with mental health, substance misuse or other health problems associated with poor parenting;
  - Families referred by health professionals as having mental or physical health problems of equivalent concern: this may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetes.

### Think Family: Risk Register for WSCC participation in Troubled Families Phase II

<b>Risk</b>	<b>Impact/Severity</b>	<b>Likelihood</b>	<b>Mitigation</b>	<b>Risk Rating (1-25)</b>
<b>1) Not meeting enhanced targets – reputational &amp; financial risk</b>	Major: would cause financial strain and undo much good work in Phase I	Unlikely	WSCC is a high performer and is planning and creating the necessary infrastructure to deliver Phase II effectively	Being managed (8)
<b>2) Not maximising DCLG grant</b>	Moderate: Dependant on scale: likely to have only marginal effect	Possible: May be hard to deliver complete success under new criteria	Work with DCLG and Audit to agree challenging but achievable targets	Marginal loss of income can be tolerated (9)
<b>3) Not delivering non-cashable savings</b>	Major: Would have serious impact on WSCC and partners	Unlikely, due to the issues being turned around in families	Further analysis in progress to provide further assurance	Being managed (8)
<b>4) Technology and Information sharing problems</b>	Moderate: Might block access to certain kinds of information – especially Health	Likely: Almost certain to be some data-sharing issues	DCLG has promised to support solutions at national level; build confidence with partners	Will affect all authorities, so must be managed at national level (12)
<b>5) National political picture hampering delivery of programme</b>	Major: If new government failed to endorse Phase II, would threaten identity and future of TFII	Very Unlikely: cross-party support a constant feature of TFI	DCLG assure us that all-party support is being promoted	Unlikely to be a significant factor (4)
<b>6) Local public sector debate on verification and validity of non-cashable savings</b>	Minor: Would have marginal impact on non-cashable savings	Possible debate about how effects are recognised and costed	Strength of TF partnership will help to deliver consensus	Will be managed (6)

<b>Risk</b>	<b>Impact/Severity</b>	<b>Likelihood</b>	<b>Mitigation</b>	<b>Risk Rating (1-25)</b>
<b>7) Ability to secure Partner support and contributions</b>	Moderate: Would have impact on deliverability of programme/budget requirement	Possible: a certain degree of partner support is likely; others may be less willing	The case for partner investment can be made objectively and discussions are in progress	Even compelling arguments may not prevail in times of austerity, but some partners likely to support (9)
<b>8) Not completing service transformation to Business as Usual</b>	Major: Would threaten delivery of Phase II within Start of Life Programme	Unlikely, as is key element of WSCC policy	2015/16 proposed as transitional year in which to complete necessary change	Planned and under control (8)
<b>9) WSCC Funds provisionally allocated to Think Family being used for other purposes between now and 2020</b>	Severe: Would threaten completing the delivery of the Programme	Possible: it is difficult to predict future resource pressures over such an extended period	Regular review of medium and longer term financial planning. Building a strong case that the benefits of Think Family continue to justify the resources required	Five years is an unusually long period over which to plan and commit finances: continuing strategic overview will be needed (15)

Rating against WSCC Risk Matrix

### **Glossary of Terms used in this report**

#### **Think Family Partnership, Programme**

The Think Family Partnership, which grew out of the earlier Children's Trust, represents probably the widest range of interests ever assembled in West Sussex to address social issues within the county. It embodies a consensus about the pressing need to work with vulnerable families with complex issues, and especially to give young people and unborn children the best chances in life. As such it is very strongly aligned to the County Council's Start of Life programme. The Partnership is also a key player in the developing Early Help agenda, which articulates the principle that intervening to support families before their problems become out of control, not only prevents much avoidable stress within families and their communities, but is a much more sensible use of scarce public resources, than expensive crisis management.

Think Family was therefore ideally placed to be the expression within West Sussex, of the government's Troubled Families Initiative.

Membership of the Think Family Partnership, led by the County Council includes: District and Borough Councils; Sussex Police; Health agencies, Education and Housing interests; a range of charitable/third sector organisations; Economic and Employment interests.

#### **Troubled Families Initiative (or 'national programme')**

The Troubled Families Initiative is the national programme for sustainable families in England, hosted by the Department of Communities and Local Government (DCLG). This programme, launched in the wake of social unrest in some parts of the country during 2011, incentivises Keyworking to 'turn around' families against criteria set by government, through part-funding intervention costs, both for attaching families to the programme, and registering successful outcomes. In the first 3-year phase of the programme, up to March 2015, the targets have related to resolving Youth Crime/Anti-Social Behaviour (ASB), Children missing School, and Adults Out of Work and on Benefits. Phase II of the programme, from April 2015, adds in Domestic Violence, Children in Need and Physical and Mental Health: these are all issues which the West Sussex Think Family Partnership has previously raised with the DCLG as meriting inclusion.

#### **Keyworker Service**

Keyworking is a nationally recognised approach to working with vulnerable families with complex needs, and is especially useful where there is multiple dependency and where a resistance to traditional local authority approaches may have developed. The technique is innovative in that it allocates a caseworker to a family over 12 months or more, to work intensively to resolve its issues and support its members to become self-reliant. The family is treated as a whole, and all its members are involved. Keyworkers typically only work with 8-10 families at a time. Although the stance is persistent and determined, the engagement is by consent, and members of the family will agree targets for themselves, which are set out in a Family Plan to which all parties agree. The

primary objectives have been to reverse the key presenting factors of Crime or Anti-Social Behaviour (ASB), School avoidance, and Worklessness. In practice however, keyworkers help the family to resolve associated issues, such as living conditions, risk of eviction, health issues, drug and alcohol dependency and debt. Resolving these can often be the precursor to an adult in the family being empowered to return to work.

Keyworkers will access other specialist skills through a 'Team Around the Family' approach, but remain the main single point of contact with the family: this builds trust and confidence for the journey that the family will undertake.

West Sussex has adopted a 'mixed economy' approach to Keyworking, with provision through County Council staff, District Council partners, and commissioned services in the private sector. This approach provides a mix of skills which enriches the programme, improving the quality of outcomes.

### **Think Family Neighbourhoods**

Think Family Neighbourhoods (TFNs) have been set up by the Think Family Partnership, jointly with the district and borough councils of West Sussex, to complement the work with individual families through the Keyworker service described above. These are 38 discrete localities of varying size throughout West Sussex. They were identified as areas of higher-than-average levels of Child Poverty (as defined by government), where a preponderance of family casework was to be expected. In the event around 35% of all such families live in a TFN. The views of local Members have been taken into account in this process.

The purpose of TFNs is to build community resilience and neighbourhood pride, fostering the social networks and skills of residents that are necessary to help people to help themselves. This is achieved through a very wide variety of locally determined and delivered initiatives. Examples are: developing IT and other work-ready skills; promoting good nutrition through 'Grow-cook-eat' programmes, using local allotments; parenting courses; a wide range community events. The Selsey Works programme links business start-up opportunities with access to educational and job-club facilities. Expected outcomes are:

- Residents in TFNs feeling safer where they live;
- Residents feeling a greater sense of community-ownership, resilience and neighbourhood pride;
- Reduction in ASB and youth crime;
- Increase in school attendance (and reduction in exclusions);
- Increase in families in work;
- Reduction in families in debt;
- Evidenced improvements in happiness and satisfaction;
- Communities feeling empowered.