

**North Yorkshire County Council
Young People's Overview & Scrutiny Committee
31st January 2014**

Update on Developing Stronger Families Programme

1. Purpose of Report

- 1.1. To provide a general overview regarding the implementation and progress of the Troubled Families (locally known as 'Developing Stronger Families') initiative in North Yorkshire.

2. Background

- 2.1. The aim of the Troubled Families programme is to change the lives of families who have many problems and indeed may cause many problems in their local area. These are not new families, but families who are known to numerous services, but despite interventions from a range of agencies, often over many years, their problems persist and are in many cases intergenerational.
- 2.2. Troubled Families are defined as households who:
- Are involved in crime and anti-social behaviour (ASB)
 - Have a child or children not in school
 - Have an adult on out of work benefit
 - Cause high cost to the public purse
- 2.3. The Developing Stronger Families (DSF) approach is to build on a family's strengths and ensure they access the right support to address the needs of the whole family rather than responding to each problem, or person, separately. The overarching aim of the programme is to change the lives of these families for the better and for the long term.
- 2.4. As well as improving outcomes for these families, the DSF programme will reduce the costs to the public purse that are associated with responding to the problems in these families' lives. In addition, the results based funding for the programme provides an important financial incentive to not only get to grips with and deal with families with multiple and complex needs, but also to change the way services are delivered to them. As such, the programme looks to make long-lasting changes to the way that different agencies work together, which will be sustained beyond the life of the current programme.

3. Progress

- 3.1. Multi-agency strategic steering and operational groups have been established to progress the implementation of the DSF Programme. Meetings have been well attended with most agencies represented; illustrating strong commitment from partners to drive the programme forward.
- 3.2. Effective information sharing is critical to the success of the DSF initiative. To support appropriate sharing as part of the programme, an information sharing agreement has been developed and agreed through the DSF strategic steering group. Additionally, the DSF delivery plan, which details the agreed model for delivery of the programme within North Yorkshire, has been formally endorsed by the DSF strategic steering group and North Yorkshire Children's Trust. The DSF Delivery Plan is published on the [North Yorkshire County Council website](#).
- 3.3. Alongside the County governance structures a district specific structure has also been developed and embedded. All districts across North Yorkshire are now delivering the DSF programme. The programme is dependent upon an effective multi-agency approach and whilst it is vital that the terms of reference and operational requirements of the programme remain consistent, it is equally important in achieving active engagement, to be flexible to district requirements and to map onto existing structures.
- 3.4. Work was undertaken with the Integrated Services Manager leads in each district to identify and link with existing meeting and information sharing structures, where key partners were already engaged. The strategic DSF overview role within the Districts is consistently delivered through the individual Area Liaison Group / District Liaison Group.
- 3.5. Practitioner multiagency "DSF panels" are also in operation and while they vary slightly they are all delivered as a distinct part of either the Multi Agency Problem Solving (MAPS) and/or the Multi-Agency Screening Support (MASS) meetings. These DSF sections of the MAPS/MASS will also bring in additional agencies relevant to DSF and are now expanding to link with the educational / behavioural multiagency meetings where these exist.
- 3.6. Annex A sets out the current structures operating in each district across the County.
- 3.7. Engagement with a range of different agencies and partnerships is on-going. To support effective communication and engagement with all key stakeholders,

a detailed communication strategy and action plan has been developed and agreed for the DSF programme.

- 3.8. To support the delivery of employment and employability goals set by the Troubled Families programme, the DWP has offered to fund dedicated Troubled Families Employment Coordinators into 94 local areas. North Yorkshire met the eligibility criteria for an Employment Coordinator post and appointed Jackie Willoughby to the position in June 2013. It was agreed that this post will have a key strategic role across the county to implement and maintain strong links with the operational frontline and facilitate increased partnership working to improve employment outcomes for families as part of the DSF programme.
- 3.9. To promote the rollout of the DSF programme across the county, a series of partnership events have been completed. A Countywide Strategic Event ran as planned on the 3rd October and was attended by Louise Casey, Director General of Troubled Families and Ian Brady, her Deputy. In addition, roadshows have been delivered in each district area for frontline practitioners and operational managers. Over 500 people have attended DSF events in 2013. A range of further communication work has also been undertaken, which includes the development of webpages, leaflets, presentations and referral processes with associated guidance to support the DSF programme.

4. Identification of Families and Operational Delivery

- 4.1. As at 30 September 2013, 442 families had been identified as meeting the criteria for the DSF programme, as set out in the [Troubled Families Financial Framework](#). A new data matching exercise was carried out over the autumn period to identify further eligible families for the programme. This exercise identified a further 323 families meeting the criteria for the DSF programme. Taking in to account some duplicate families which have subsequently been recognised, a total of 761 families have now been identified as meeting the criteria for the DSF programme. The details of the newly identified eligible families were provided to operational teams on 25 November 2013 in order that they can commence work.
- 4.2. It is expected that future exercises to identify further eligible families will be undertaken on a quarterly basis.
- 4.3. In terms of operational delivery, 148 families are currently being worked with directly under the DSF programme. In year two of the national programme, local areas are being strongly encouraged to rapidly expand and upscale their local Troubled Families programme. At the DSF Strategic Stakeholder event, Louise Casey (Director General, Troubled Families) set North Yorkshire an

unofficial target of working with 50% of the total number of troubled families (423 families) by January 2014. As at 31 December 2013, a total of 417 identified families had been worked with under the framework of the DSF programme.

5. Workforce Development

- 5.1. The Troubled Families initiative is about transforming the way we work with families. As such we have developed a Workforce Development Strategy which aims to up-skill our existing workforce in the Family Intervention Model of working, restorative practice, solution focused working and specific evidenced informed interventions. The plan is on track and feedback on the development opportunities has been extremely positive.

6. Data Collection

- 6.1. Data collection and collation remains a considerable challenge. One of the principal reasons for this is that there is no one case management system common to all keyworkers. In addition, for the identification of families process, data is collected from a wide range of sources, and there is currently a heavy reliance on manual collation and management in order to match different datasets. However, a project is being undertaken to investigate the use of 'Business Intelligence' technology to provide a more automated data matching process for the identification of eligible families.

7. Outcomes Monitoring

- 7.1. The last outcomes claim for families successfully turned around in North Yorkshire was in October 2013. The DSF programme team was able to make a claim for 156 outcome payments for families meeting the nationally defined outcome measures. The October 2013 claim is additional to the 82 outcomes payments received as part of the July 2013 claims window. The claim submissions made in July and October translates into 28.2% of the total number of families needing to be 'turned around' in North Yorkshire by the close of the Troubled Families programme.
- 7.2. On 25 November 2013, the Department of Communities and Local Government (DCLG) issued a press release announcing that nationally, [over 62,000 families have been worked with and over 22,000 families have been turned around by the Troubled Families programme](#). Alongside this, the DCLG published a summary table to illustrate the progress made by each local authority in

delivering the Troubled Families programme. Based on the percentage of families turned around as at the end of October 2013¹, North Yorkshire ranked 24th out of 152 areas nationally.

- 7.3. An adapted version of this 'league table' is included at Annex B to show progress made by North Yorkshire both nationally and in comparison with statistical neighbours. When analysing the data based on percentage of families turned around, North Yorkshire ranked highest when compared with its statistical neighbours and third highest when compared with other authorities in the Yorkshire and Humber region.

8. National and Local Evaluation

- 8.1. The DCLG has appointed a consortium of research groups, led by Ecorys UK to undertake the national evaluation work. As part of the evaluation we are required to submit information on 10% of the families worked with under the DSF programme.
- 8.2. In addition, the DSF Programme Team and the Performance and Outcomes Manager are progressing a project with Leeds University to scope the requirements in order to take forward a potential local DSF evaluation. Any local evaluation work will be undertaken to build on and compliment the national Troubled Families evaluation.
- 8.3. Locally we have also commenced work on looking at how we can demonstrate savings to the public purse through costing actual case studies at the start of the DSF programme and at the end point.

9. National Troubled Families Team

- 9.1. On 15 August 2013, representatives from the national Troubled Families team, DCLG, visited North Yorkshire to discuss the DSF programme and meet with members of the Strategic Steering Group, DSF Programme Team, Operational Managers, frontline staff and families engaged with as part of the programme.
- 9.2. Feedback from visit was extremely positive, with the DCLG commending staff involved in the delivery of the project and commenting that they are very impressed with the pace at which the programme has been driven forward

¹ Turned around figures relate to those families meeting all crime/asb/education results and all continuous employment results since the start of the programme. Please note, this excludes progress to work outcomes.

within North Yorkshire. Additionally, it was stated that North Yorkshire are now in a position where they are 'ahead of the curve' when compared to progress made nationally.

- 9.3. The DCLG also strongly praised the frontline practice being delivered within North Yorkshire. Through discussions with operational staff and families, the national Troubled Families team identified a number of examples of national good and best practice which is being delivered as part of the DSF programme.

10. Additional Funding

- 10.1. On 24 June it was announced that the national Troubled Families programme will receive £200 million additional funding. The funding will be available from 2015 to 2016 and - over five years - will extend intensive help to an additional 400,000 high risk families, nationally. Details regarding the extension to the Troubled Families programme are still emerging and it is unclear at this time what this will mean in terms of funding and expectations for the North Yorkshire DSF programme.

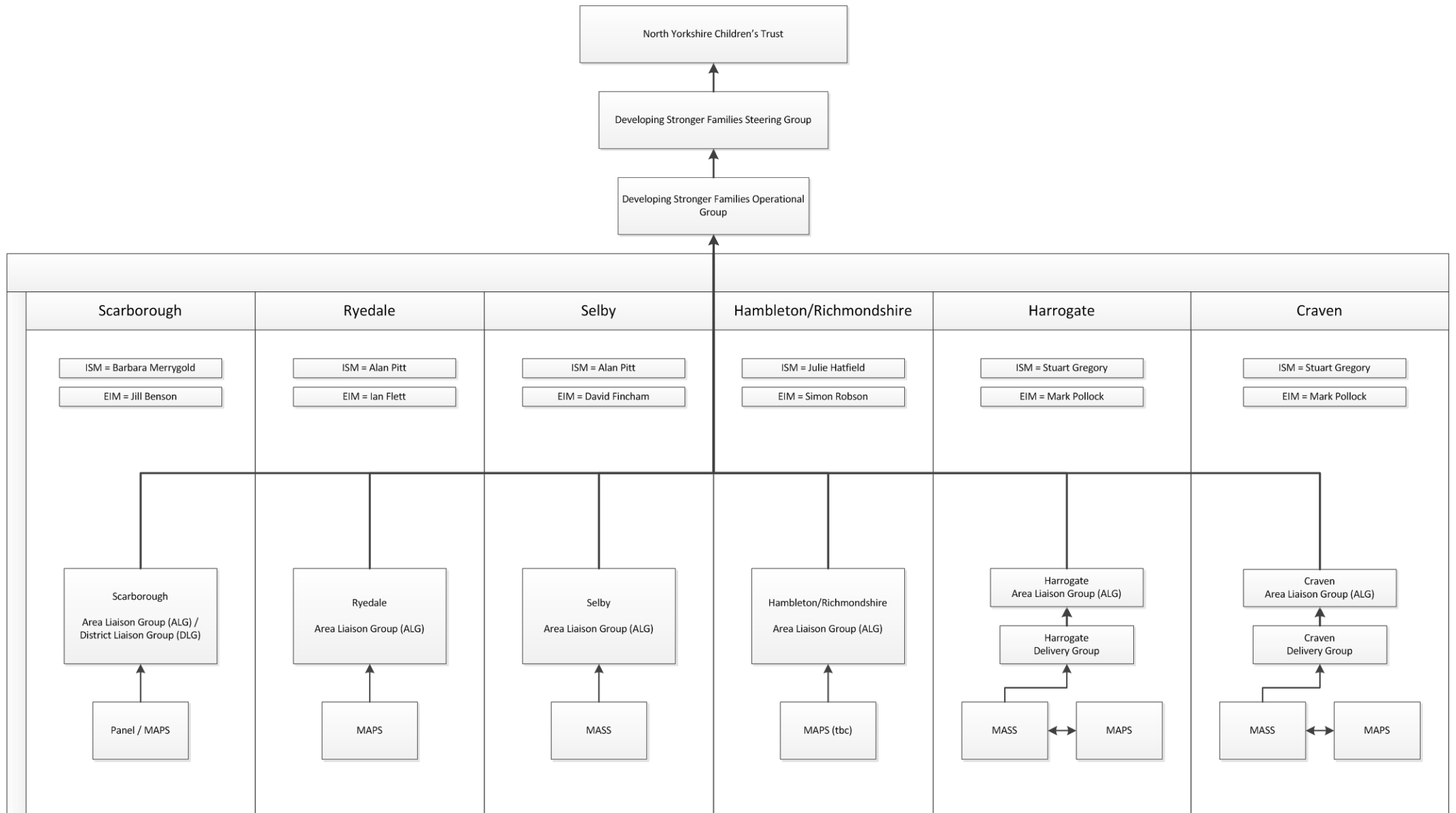
11. Recommendations

- 11.1. Overview and Scrutiny members are asked to note the progress made to date on implementing and delivering the DSF programme.

Julie Firth
Head of Effective Practice & Quality Assurance

January 2014

Annex A – District DSF Structures



ANNEX B: TROUBLED FAMILIES - PROGRESS INFORMATION AS AT THE END OF SEPTEMBER 2013 AND FAMILIES TURNED ROUND AS AT THE END OF OCTOBER 2013

= North Yorkshire's Statistical Neighbours

Area	Total number of Families	Number of families identified as at the end of September 2013	Number of families worked with as at the end of September 2013	Number of families achieving crime/asb/education result as at the end of October 2013 ¹	Number of families achieving continuous employment result as at the end of October 2013 ²	Total number of families turned around as at the end of October 2013 ³	% of Total number of families turned around	Rank	Number of families achieving progress to work outcome as at the end of October 2013 ⁴
Isles of Scilly	2	2	2	2	0	2	100.0%	1	0
Wakefield	930	815	722	603	19	622	66.9%	2	264
Leicestershire	810	715	496	362	24	386	47.7%	3	109
Wiltshire	510	439	439	213	0	213	41.8%	4	2
Southampton	685	685	478	274	9	283	41.3%	5	8
Plymouth	745	745	450	269	31	300	40.3%	6	19
Blackpool	515	515	315	203	0	203	39.4%	7	6
Surrey	1,050	1,050	750	412	0	412	39.2%	8	0
Stockton-on-Tees	455	455	182	159	14	173	38.0%	9	17
Oxfordshire	810	765	558	279	26	305	37.7%	10	50
Newcastle upon Tyne	1,010	1,010	803	366	3	369	36.5%	11	0
Hammersmith and Fulham	540	517	232	182	4	186	34.4%	12	1
Greenwich	790	470	358	254	12	266	33.7%	13	0
Richmond upon Thames	190	180	148	59	4	63	33.2%	14	6
Herefordshire	310	310	281	100	1	101	32.6%	15	4
Hounslow	585	585	376	182	7	189	32.3%	16	3
Lewisham	910	679	610	270	16	286	31.4%	17	0
Wandsworth	660	595	595	200	6	206	31.2%	18	24
Bradford	1,760	1,481	1,005	540	3	543	30.9%	19	2
Nottingham City	1,200	1,177	589	350	1	351	29.3%	20	45
Derbyshire	1,355	818	717	388	5	393	29.0%	21	18
Salford	835	800	450	220	20	240	28.7%	22	0
Bristol	1,355	1,355	897	382	0	382	28.2%	23	0
North Yorkshire	845	442	310	214	24	238	28.2%	24	0
Croydon	785	528	490	210	11	221	28.2%	25	4
Lancashire	2,630	2,630	1,136	732	2	734	27.9%	26	4
Halton	375	303	254	102	0	102	27.2%	27	0
Stockport	565	565	354	144	9	153	27.1%	28	0
Bedford	245	168	100	65	0	65	26.5%	29	0
Derby	660	469	381	168	5	173	26.2%	30	42
Luton	525	409	272	131	4	135	25.7%	31	0
Torbay	365	289	247	92	0	92	25.2%	32	0
Enfield	775	407	375	154	40	194	25.0%	33	43
Kensington and Chelsea	400	306	204	82	18	100	25.0%	34	5
Oldham	680	539	316	166	0	166	24.4%	35	1
Cheshire West and Chester	525	300	220	128	0	128	24.4%	36	3
Harrow	395	268	174	54	42	96	24.3%	37	0
Leeds	2,190	2,190	1,206	515	17	532	24.3%	38	12
Slough	330	172	151	57	23	80	24.2%	39	17
Islington	815	585	489	192	4	196	24.0%	40	0
Westminster	790	454	371	172	15	187	23.7%	41	2
Durham	1,320	1,157	696	298	14	312	23.6%	42	31
Sutton	320	113	96	75	0	75	23.4%	43	4
Hillingdon	555	481	259	59	70	129	23.2%	44	1
Manchester	2,385	2,385	1,560	494	55	549	23.0%	45	243
Warrington	345	264	212	76	2	78	22.6%	46	5
Tameside	620	620	269	125	14	139	22.4%	47	45
Wirral	910	652	457	204	0	204	22.4%	48	7
Birmingham	4,180	2,837	1,969	884	51	935	22.4%	49	16
Medway	560	330	300	123	2	125	22.3%	50	43
Middlesbrough	570	360	360	120	6	126	22.1%	51	8
Wokingham	110	74	74	17	7	24	21.8%	52	0
Liverpool	2,105	2,105	873	418	32	450	21.4%	53	4
Camden	755	555	555	161	0	161	21.3%	54	0
Wigan	755	595	475	160	0	160	21.2%	55	1
Kingston upon Hull	1,080	1,080	417	224	1	225	20.8%	56	0
Rochdale	675	516	333	138	0	138	20.4%	57	11
Dorset	590	451	301	99	21	120	20.3%	58	1

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Rotherham	730	730	415	141	4	145	19.9%	59	8
Hartlepool	290	201	201	56	0	56	19.3%	60	0
Sheffield	1,680	1,680	961	320	0	320	19.0%	61	47
Leicester	1,140	836	730	200	12	212	18.6%	62	18
Bolton	830	700	435	142	12	154	18.6%	63	31
Redcar and Cleveland	405	405	280	60	15	75	18.5%	64	33
Sefton	650	419	419	113	6	119	18.3%	65	0
Lambeth	1,080	1,080	540	183	11	194	18.0%	66	5
Kirklees	1,115	617	536	197	0	197	17.7%	67	4
East Sussex	1,015	958	492	171	4	175	17.2%	68	1
York	315	238	150	50	4	54	17.1%	69	17
Tower Hamlets	1,120	809	550	187	4	191	17.1%	70	1
Peterborough	450	350	237	75	1	76	16.9%	71	3
Rutland	30	28	16	5	0	5	16.7%	72	6
Gloucestershire	900	780	443	111	37	148	16.4%	73	13
Barking and Dagenham	645	538	412	91	15	106	16.4%	74	15
Poole	240	240	124	33	6	39	16.3%	75	0
Staffordshire	1,390	882	651	169	56	225	16.2%	76	23
Coventry	905	753	456	134	10	144	15.9%	77	24
Cornwall	1,270	862	791	189	10	199	15.7%	78	21
Hertfordshire	1,350	1,350	624	210	0	210	15.6%	79	0
South Tyneside	450	367	182	69	1	70	15.6%	79	0
Barnsley	645	645	305	78	21	99	15.3%	81	19
North Lincolnshire	365	152	152	55	0	55	15.1%	82	4
Haringey	850	800	390	114	11	125	14.7%	83	0
South Gloucestershire	295	256	163	43	0	43	14.6%	84	0
Cumbria	1,050	873	873	153	0	153	14.6%	85	0
Sandwell	1,115	596	536	147	13	160	14.3%	86	6
North East Lincolnshire	505	400	346	72	0	72	14.3%	87	2
Calderdale	475	244	244	64	3	67	14.1%	88	5
East Riding of Yorkshire	505	389	266	46	25	71	14.1%	89	23
Gateshead	595	595	336	83	0	83	13.9%	90	12
Blackburn with Darwen	465	205	170	64	0	64	13.8%	91	5
North Tyneside	460	307	232	63	0	63	13.7%	92	0
Hampshire	1,590	961	636	184	33	217	13.6%	93	5
Newham	985	985	386	134	0	134	13.6%	94	0
Darlington	275	167	167	37	0	37	13.5%	95	9
Knowsley	620	620	448	83	0	83	13.4%	96	17
Redbridge	550	300	262	71	2	73	13.3%	97	0
Warwickshire	805	805	413	101	5	106	13.2%	98	25
Cheshire East	585	493	310	77	0	77	13.2%	99	1
Trafford	360	220	151	47	0	47	13.1%	100	5
Sunderland	805	805	487	101	3	104	12.9%	101	0
Nottinghamshire	1,580	1,245	987	138	63	201	12.7%	102	33
Waltham Forest	760	494	411	96	0	96	12.6%	103	0
Telford and Wrekin	365	200	175	45	0	45	12.3%	104	2
Solihull	355	352	206	38	5	43	12.1%	105	0
St. Helens	520	170	170	62	0	62	11.9%	106	0
Reading	345	231	183	38	3	41	11.9%	107	4
Brent	810	503	360	16	79	95	11.7%	108	49
Ealing	880	636	530	102	0	102	11.6%	109	0
Walsall	795	413	383	88	3	91	11.4%	110	1
Thurrock	360	230	157	36	5	41	11.4%	111	30
Merton	370	320	300	25	17	42	11.4%	112	1
Kingston upon Thames	225	89	74	24	0	24	10.7%	113	1
Bromley	490	314	314	51	1	52	10.6%	114	0
Norfolk	1,700	1,218	939	86	94	180	10.6%	115	0
Suffolk	1,150	1,150	602	110	11	121	10.5%	116	97
West Berkshire	145	145	72	15	0	15	10.3%	117	3
Doncaster	870	490	349	83	3	86	9.9%	118	14
Central Bedfordshire	305	285	154	30	0	30	9.8%	119	0
Portsmouth	555	555	277	54	0	54	9.7%	120	7
Southwark	1,085	480	480	104	1	105	9.7%	121	0

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Southend-on-Sea	420	205	183	32	8	40	9.5%	122	32
Swindon	370	309	160	28	6	34	9.2%	123	0
Northamptonshire	1,200	1,137	648	55	52	107	8.9%	124	0
Worcestershire	900	618	368	79	0	79	8.8%	125	1
Essex	2,220	1,227	736	185	0	185	8.3%	126	0
Havering	415	374	330	33	1	34	8.2%	127	0
Lincolnshire	1,370	1,004	714	112	0	112	8.2%	128	13
Devon	1,370	1,017	405	105	5	110	8.0%	129	14
Bexley	400	207	204	32	0	32	8.0%	130	0
Kent	2,560	1,502	1,396	195	5	200	7.8%	131	0
Cambridgeshire	805	381	359	50	6	56	7.0%	132	0
Bracknell Forest	115	63	53	0	8	8	7.0%	132	0
Somerset	870	589	292	57	2	59	6.8%	134	13
Bury	385	206	206	26	0	26	6.8%	135	1
Dudley	740	595	401	46	3	49	6.6%	136	8
Bath and North East Somerset	215	154	115	14	0	14	6.5%	137	2
Buckinghamshire	545	545	426	35	0	35	6.4%	138	0
Wolverhampton	810	474	375	45	6	51	6.3%	139	0
Northumberland	650	347	347	39	1	40	6.2%	140	0
North Somerset	305	305	150	7	11	18	5.9%	141	10
Hackney	1,000	501	488	59	0	59	5.9%	142	0
Windsor and Maidenhead	140	140	74	6	2	8	5.7%	143	9
Stoke-on-Trent	835	408	331	47	0	47	5.6%	144	0
Barnet	705	649	341	25	9	34	4.8%	145	4
West Sussex	1,165	1,165	660	45	0	45	3.9%	146	126
Brighton and Hove	675	496	280	21	1	22	3.3%	147	10
Milton Keynes	425	308	250	5	1	6	1.4%	148	0
Isle of Wight	315	182	159	4	0	4	1.3%	149	0
Shropshire	455	455	187	1	0	1	0.2%	150	1
Bournemouth	370	196	129	0	0	0	0.0%	151	0
City of London	25	12	10	0	0	0	0.0%	151	0
Total	118,082	92,694	62,527	20,674	1,430	22,104			2,025

¹ These figures represent the number of families achieving crime/asb/education results as claimed by local authorities up to the end of October 2013 and as defined within the [Troubled Families programme Financial Framework \(March 2012\)](#).

² These figures represent the number of families in which one adult in the household has moved off out of work benefits and into continuous employment as claimed by local authorities up to the end of October 2013 and as defined within the Troubled Families programme Financial Framework (March 2012).

³ These figures take account of all results for turning around families as claimed by local authorities up to the end of October 2013. This combines all crime/asb/education results and all continuous employment results since the start of the programme. This does not include progress to work outcomes.

⁴ These figures represent the number of families achieving the progress to work outcome, as defined within the Troubled Families programme Financial Framework (March 2012).