

## ROTHERHAM BOROUGH COUNCIL – CABINET

1.	<b>Meeting:</b>	Cabinet
2.	<b>Date:</b>	18th January 2012
3.	<b>Title:</b>	Community Budgets and approach for Troubled Families
4.	<b>Directorate:</b>	Cross-cutting

### 5. **Summary**

Following the creation of the Troubled Families Unit in November 2011 there is a rapidly developing framework for Community Budgets for Families with Multiple Problems. Rotherham's plans for using a community budget approach to deliver support to troubled families need to have a robust local focus but at the same time be flexible to take full advantage of the emerging payment by results mechanism that aims to break the intergenerational cycles of deprivation and need.

A preliminary briefing paper was circulated before Christmas giving background information about the Community Budget programme of which families with multiple problems is a component part. This report outlines the proposed plan and offers initial recommendations for its development.

### 6. **Recommendations**

That Cabinet:

1. Consider the government approach in supporting troubled families which supports work already undertaken across Rotherham in recent years.
2. Agree that the Troubled Families additional resources are mainstreamed and aligned with the deprived communities work. All officers working on the deprivation work will be expected to be working on the troubled families agenda.
3. Agree that the Community Budget work can be used as a catalyst to continue work in reshaping services and refocusing on prevention and early help and intervention.

## 7. **Proposals and Details**

### Background

Rotherham was accepted as a Phase Two Community Budget pilot for Families with Multiple Problems (now referred to as Troubled Families). A project plan to turn around the lives of Rotherham's estimated 720-740 troubled families has to be submitted by 31 March 2012.

In his announcement on 15 December 2011 the Prime Minister said that £450 million has been made available in a new, determined, cross-government drive to turn around the lives of 120,000 of the country's most troubled families by the end of this Parliament. He stated 'turning lives around' means getting:

- Parents back to work
- Children attending school
- Reducing criminal and anti-social behaviour
- Cutting costs for the State

Subsequent to this on 22 December 2011 the Troubled Families Team outlined its initial plans and set out the following key tasks to be undertaken by local authorities before April 2012:

- Verify the number of troubled families by February 2012
- Estimate how many of these families will achieve the success criteria by 2015
- Develop any service redesign plans required to expand provision to troubled families
- Formulate the business case for the local authority and partner agencies to commit 60% of the resources for this work (40% Government funded on a payment by results basis)
- Plan the outcome tracking arrangements required to demonstrate success
- Identify a Troubled Family Coordinator from April 2014

The Troubled Families Team are offering funding of £20,000 to facilitate the deployment of either senior-level internal resources to do this work and/or the purchasing of external advice and expertise focused on this programme.

Rotherham's approach will be to use the Community Budget as the catalyst for working together (across all agencies) to redesign local services to improve outcomes and reduce duplication and waste by making better use of what is already in place, strengthening links between services and removing barriers that impede the delivery of effective support to troubled families. It is expected that the Family Intervention methodology will form the basis of the work with troubled families and will work alongside the most deprived communities initiative.

### Branding and Communications

This cross cutting approach will need to be branded and have clear communications channels to develop understanding across all agencies of the strategic and operational links that need to be strengthened to support us to work

together more effectively. This work will directly link to targeting resources to the most deprived communities.

#### Troubled Families Co-ordinator

The government is offering funding of £100,000 per annum for 3 years from 2012/13 to enable a senior post (or posts) to champion, coordinate and troubleshoot the efforts local partners to ensure the success of this programme and form part of a national network of co-ordinators. The requirements of this post are attached at Appendix A which is an extract from the 22 December 2011 letter from the Troubled Families Team.

Cabinet are asked to agree to the development of this role. Other Local Authorities are considering covering these roles by means of part time secondments of senior leadership figures.

In addition SLT are asked to agree for support arrangements to be implemented to assist the nominated Co-ordinator(s) in driving and monitoring the programme. It is anticipated that the overlap with existing workstreams will facilitate sharing of monitoring information and minimise costs but where this is not possible it will be necessary to draw on the £100,000 to cover additional support costs.

#### **Outline Plan**

It is likely that the Troubled Families Team's future announcements will make the development of the plan more prescriptive particularly in relation to targets and monitoring success, but the delivery model should unequivocally reflect local need. By 31 March 2012 Rotherham must develop its Community Budget plan covering:-

- **Political and strategic governance**  
The LSP Chief Executive Officers Group will provide governance for the Community Budget Programme in the same way as those currently afforded to the Family Recovery Programme and oversight of the deprived communities work. This should secure robust governance arrangements supported and promoted by Members and Chief Officers of all agencies.
- **Partnership arrangements**  
Strong partnership at all levels has to be implemented to allow all staff groups and managers to work together with a common understanding and ownership of new systems and the removal of barrier that have previously led to duplicated effort. Branding and communication will have a major role in supporting this together with strong and effective links between agencies. The plan will need the agreement of all partners prior to submission.
- **The families to be supported**  
Of the 120,000 families identified nationally 720-740 are estimated to be the Rotherham cohort. We are developing a Troubled Families version of the Vulnerable Localities Index to assist in the verification of these figures but also to identify any discrepancies once the actual families are identified.

By February 2012 we are required to verify the actual families requiring support this will allow us to identify the support services required in each area and also assist in prioritising the roll out of the programme.

- **Resources**

The effective use of partner resources is key to the success of community budgets giving options for pooling, aligning or more innovative ways of sharing. Now the Government is offering up to 40 per cent of the cost of 'successfully' dealing with these families on a payment-by-results basis it is imperative to understand the cost (whether in cash or in kind) of services provided by each agency to ensure that the 60% matched funding requirements are met.

To gather the financial information required a liaison officer is needed to be identified by each Directorate / Agency involved.

- **Service offer, outcomes and success measures**

A focused service offer is required to meet local needs. We are linking the 11 most deprived areas work and the emerging criteria of attendance, worklessness and crime / anti social behaviour to turn around troubled families (see appendix 2).

- **Timetable and project management**

The Government timetable for this project is three years (to 2015), but it is clear that the complexity of the problems faced by these families and the shared service approach needed will take longer to be in a position to fully address this.

## **8. Finance**

Additional resources in excess of £100k are available from Government to help deliver on this agenda. It is important that the Council considers how initiatives can be mainstreamed into day to day operational activities rather than being reliant on external funding.

The development of Community Budgets builds upon previous government initiatives such as area based grants and the Total Place initiative. All are ultimately seeking to improve outcomes for local people and in turn through greater collaboration financial efficiencies should be materialised over time.

## **9. Risks and Uncertainties**

The Council and partners had already undertaken much work in this area building upon the Rotherham Families research. The increased focus on troubled families is useful and helps to support the focus on deprived communities. However the introduction of payment by results introduces some uncertainty as failure to meet outcomes for families will result in no payments. This is similar to the reward monies given under the local area agreement initiative. Through effective partnership working, leadership and a strong focus on delivery then results and improvements will be secured for families.

## 10. Policy and Performance Agenda Implications

The work on families with multiple problems directly supports the Corporate Plan priority of protecting the most vulnerable. In addition, it will link to a number of outcome areas such as health improvement, standard of housing conditions and helping vulnerable people back into work.

## 11. Background Papers and Consultation

The preliminary briefing provided on December 21<sup>st</sup> gave key background information to be read in conjunction with this report.

22 December 2011 letter from Joe Tuke, Director of Troubled Families Team

15 December 2011 Prime Minister, David Cameron, and Communities Secretary Eric Pickles announce plans to radically transform the lives of the country's most troubled families

17 November 2011 letter from Louise Casey, Director General of Troubled Families Team

Peer learning event – Families with Complex Needs on 21 November 2011 in Bradford

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### **Troubled Families Coordinators**

**Background:** As part of a national implementation plan for the Government's ambition to turn around the lives of the country's most troubled families, the Troubled Families Team has announced a commitment to fund a national network of troubled families coordinators.

**Funding:** As per Louise Casey's letter of 16<sup>th</sup> December, your local authority will be offered money to fund a person/ people to perform this role locally. As such, we expect most coordinators to be employees of the local authority. However, alternative arrangements with other local partners (e.g. the Police, the NHS, JobCentre Plus) may be agreed at a local level in consultation with the Troubled Families Team.

#### **Timing:**

- Recruitment should begin immediately, with a view to having candidates in post from April 2012, when funding will be available.
- As outlined in Joe Tuke's letter of 22<sup>nd</sup> December, additional funding will be available in February 2012 to prepare for the introduction of the new programme. This funding may be used for the early appointment of coordinators, subject to advance agreement with the Troubled Families Team.

**Core Task:** To lead the troubled families programme locally, as a senior level strategic coordinator, who will grip delivery and radically boost the pace and scale of work locally to turn around the lives of their population of 'troubled families'.

#### **Main Responsibilities:**

The main responsibilities of the coordinators will be:

- Taking responsibility for identifying the most troubled families - the numbers, names and locations of the families in their area;
- Using the extra money provided by the Troubled Families Programme to lever all the remaining money and resources needed for their local programme;
- Ensuring local agencies (e.g. police, Job Centre Plus, health organisations, schools etc.) work together to put a robust plan of action in place to deal with the families;

- Focusing local action on the right results for the target families – ensuring the local area has gripped delivery and is on track to deliver against the success criteria set by DCLG;
- Ensuring that the progress of their local programme is being monitored and fed back to the Troubled Families Team.

### **The Network:**

In addition to leading work at a local level, the coordinators will play a vital role as part of a national network of local leaders who can work with the Government to drive delivery of this national commitment. The national network will:

- Form part of a coalition of ambassadors, driving a radical step change in the pace and scale of work with troubled families across England;
- Ensure that local areas are learning from the best, sharing the most effective service models and cutting-edge approaches to service redesign, efficient and unbureaucratic systems to track results and capture the potential savings of this work; and
- Offer constructive challenge and support. If areas are struggling, Government departments and other areas will work with them to get back on track.

To form this network, at least one person will be identified by each upper-tier local authority as the named coordinator. In areas with high numbers of troubled families, small teams may be established using this funding, but a singled named leader should still be nominated.

## Briefing Note: Targeting and Co-ordinating Resources to Rotherham's Most Deprived Areas

### Assignment of Cabinet Members and SLT Lead Officers

Cabinet has agreed that a Cabinet Member and SLT Lead Officer be assigned to each targeted area to ensure ownership, leadership and to make things happen at a local level. The proposed allocations are set out below:

Neighbourhood	Cabinet Member	SLT Lead Officer
East Herringthorpe	Paul Lakin	Joyce Thacker
Canklow	Rose McNeely	Tom Cray
Eastwood	Mahroof Hussain	Matt Gladstone
Town Centre	Mahroof Hussain	Karl Battersby
East Dene	John Doyle	Paul Woodcock
Dalton & Thrybergh	Paul Lakin	Karl Battersby
Ferham & Masbrough	Jahangir Akhtar	Matt Gladstone
Maltby South East	Amy Rushforth	Tom Cray
Dinnington Central	Richard Russell	Andrew Bedford
Aston North	Gerald Smith	Andrew Bedford
Rawmarsh East	Ken Wyatt	Joyce Thacker

### Thematic Priority Areas

Whilst all aspects of deprivation exist across all deprived areas, the Borough-wide drivers of deprivation are poor health, low attainment and skills, and worklessness. However, no area is the same and it is possible to identify key thematic challenges facing each neighbourhood from the Indices of Deprivation 2010. The table below shows where each of themes shows the highest levels of deprivation.

Neighbourhood	CYP Education	Adult Skills	Employment	Health	Crime & ASB	Environmental
East Herringthorpe	✓	✓	✓	✓		
East Dene	✓	✓		✓	✓	
Dalton/Thrybergh		✓		✓		
East Rawmarsh	✓	✓				
Eastwood	✓				✓	✓
Town Centre			✓	✓	✓	✓

Ferham/Masbro	✓			✓	✓	
Dinnington	✓			✓	✓	
Maltby SE	✓		✓		✓	
Aston North			✓	✓		
Canklow	✓		✓	✓	✓	✓

## Critical Success Factors

### Strong community involvement and ownership

Nothing can be successful without the involvement and buy-in from each community.

### Leadership across all levels of Partnership

A Member and senior lead officer from the Council or partners agency is needed to ensure that issues are tackled.

### Co-ordination role

It is critical to have a smooth operational team who can help co-ordinate activity, engage with the local community and get them involved in the solutions.

### Visibility in the areas

A high degree of visibility is needed across all agencies with responsive action taken when issues arise.

### Resources to be flexibly deployed across all areas

Partners need to be committed to shifting mainstream resources into areas of greatest need.

### Long term commitment

Tackling deprivation is not a short term fix, there needs to be long term commitment both in resources and leadership to the targeted areas.

### Effective communication

Shifting resources to areas of greatest need will need careful handling both politically and with neighbouring areas.