



## Report to Customers and Communities Committee

12 September 2013

**Title:** Families Gateshead (Troubled Families Programme)

**Report of:** Director of Customers and Communities

### Purpose of Report

1. The purpose of this report is to provide committee members with an update on the Government's Troubled Families programme and how this approach is being implemented locally in Gateshead.

### Background

2. In December 2011 the Government announced the Troubled Families Programme, which is committed to turning around the lives of 120,000 families nationally. There are additional resources of £448m over the initial three years of this programme, based on the analysis that these 120,000 families are costing £75,000 per family. The estimate from central government is that this equates to 595 families over the three year period, in Gateshead.
3. The estimation is that it costs £10k to 'turn a family around'. The programme offers local authorities and their partners 40% of this cost of providing intensive interventions, payable on the achievement of successful outcomes. A proportion of money is paid up front on a tapered basis to enable partnerships to invest in and redesign services which can respond to the needs of troubled families.
4. In June 2013 the DCLG announced that the programme is to be extended until 2020 in response to the success nationally in engaging families and achieving positive outcomes, with funding secured for 2015/16.
5. The definition of a troubled family includes four criteria:
  - Involved in crime or ASB;
  - Have children not in school;
  - Have an adult on out of work benefits;
  - Local discretion (can be used to add other families who meet two of the above three criteria and are cause for concern – in Gateshead this has been defined as families who are known to at least three agencies)

## **Summary**

6. In Gateshead the troubled families programme is known as 'Families Gateshead'. A multi-agency project board is well established and is chaired by the Director Families Gateshead; a number of sub groups also meet to consider operational procedures and performance management.
7. The company is represented at the project board, and we have also attended a number of partnership best practice events held locally and regionally.
8. Employee briefings have been provided to front line staff to raise awareness of the project and ensure our employees are aware of their role and partnership contribution to working with Families Gateshead.
9. The housing company can refer in cases where we feel families who we are working with, may meet the outlined criteria.
10. The approach Gateshead has adopted follows the principles of the Common Assessment Framework (CAF), Team around the Family (TAF) and Lead Practitioner (LP) model. Cases are managed through delivering holistic family interventions, predominantly managed through the Council's Family Intervention Team, Children's Social Work and Youth Offending Team services.
11. A joint approach is undertaken on each of the cases, with relevant information sharing taking place between ourselves and Families Gateshead practitioners; this may include sharing knowledge around ASB and tenancy matters. TGHC officers will attend partnership meetings and contribute to action plans to address the issues of concern.
12. Appendix one attached to this report contains the Annual Progress Report for 2012/13 and appendix two includes the covering report to the Council's Cabinet in June 2013.
13. As at the end of April 2013 Gateshead was working with 229 'troubled families'. Families are fairly evenly distributed across the borough.
14. 40% are single parent families; 60% are two parent families. Nearly a quarter of families have four or more children in the household; equally 30% have only one child.
15. 70% of the families are council tenants highlighting the importance of the project working closely in partnership with the housing company.
16. A national evaluation of the programme is currently being developed and Gateshead has confirmed it will take part in this evaluation exercise. Further detail can be provided to committee on this evaluation as it progresses.

## **Link to values**

17. This report is aligned to the following values: being customer focussed, innovative and professional and being a listening and learning organisation.

### **Impact on tenants**

18. Tackling anti-social behaviour continues to be a priority for our customers; through working in partnership with Families Gateshead we will aim to reduce incidents of ASB and address underlying causes to positively impact on longer term sustainable solutions for families.

### **Risk Management Implications**

19. The approach to Troubled Families is both a national strategy and local priority in Gateshead. Failure to work in partnership would risk missed opportunities to maximise joint approaches to tackling ASB and ensuring the sustainability of tenancies and neighbourhoods. Ensuring we continue to play an active part in the project board and operationally with other agencies will ensure we provide robust services to families.

### **Financial Implications**

20. The financial implications of this project for the council and its partners are detailed within appendix one and two to this report.

### **Equality and Diversity Implications**

21. This project is aiming to work voluntarily with families that meet the Troubled Families criteria to support them in addressing underlying causes of crime, ASB, education and worklessness, providing opportunities to make a real difference and ensure positive outcomes are achieved for children in Gateshead.

### **Value for Money Implications**

22. Working in partnership will ensure maximum value is achieved in aligning resources to the families identified. As detailed in paragraph 14, the evaluation will look at the cost benefit savings of the families being worked with.

### **Health Implications**

23. Health agencies are represented on the project board and there are direct links to the health and well-being of the families being worked with.

### **Environmental Implications**

24. There are no additional environmental implications associated with this report.

### **Consultation carried out**

25. No additional consultation has been carried out with customers in relation to this report.

### **Recommendation**

26. To note the update on Gateshead's approach to Troubled Families and progress made for year one and to receive an annual progress report.

# Families Gateshead

Annual Progress Report  
Year One. 2012-2013

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# Foreword

It is with pleasure that I introduce the first progress report on the FamiliesGateshead Programme. We already have an established track record in Gateshead in effectively intervening in the lives of children to both improve the quality of their lives and to help them achieve better outcomes through education, improved health and contributing positively to their communities.



Despite this we still however have immense challenges in ensuring every child having the best life chances. Through the first year of this programme we have already established that there are at least 700 households with children, across the borough, where the children are involved in crime and/or are not appropriately attending school, and they or adults in the household are involved in antisocial behaviour and/or are not in employment. These factors mitigate against children achieving their full potential and increase their chances of repeating with their own children the same poor outcomes. At the heart of this programme lies the objective of unlocking the potential in parents to confidently and skilfully parent their children, which is what the vast majority of parents want for themselves and their children.

Where families have been identified through meeting the criteria we are offering intensive and sustained involvement and support to parents to turn around the fortunes of themselves and their children. We are working with the entire household to ensure all the children are making good progress and offering appropriate support to parents to address their issues as well as their children's. At the same time we are challenging parents to fully embrace their responsibilities to their families and helping them to do so equipped with the right skills and confidence.

We know that most parents want to do their best for their children, as do professionals working with them. So as much as we are asking parents to change we are also looking to professionals to change the way that they work by approaching their work with families in a holistic, practical and persistent way. We are also looking at the design of our services and working with all our partners to develop the integration and accessibility of services to families.

There is still a lot that we need to do. Our primary focus is on the successful intervention in the lives of the children and their families who we have identified as we move into the second year of FamiliesGateshead, whilst we also start to consider the lasting impact of the programme.

## **Councillor Angela Douglas**

Cabinet Member for Children and Young People  
May 2013

# 1. Introduction

Gateshead Council and its partners started to develop the FamiliesGateshead Programme in early 2012, following the launch of the National Troubled Families programme by David Cameron, Prime Minister in November 2011. Cabinet agreed to overarching strategy for FamiliesGateshead in September 2012. This laid out the overall approach, the governance arrangements and the model of delivery. Minor adjustments have been made to our approach as we have moved into the delivery stage of the programme but we continue to work to the principles of teams around the family (TAF), reducing the impact on families of change of workers and referring on to other agencies. The programme is using both data and identification by services to identify the families.

Through the programme we have identified at least 600 families where the futures of the children will be negatively impacted upon by crime, antisocial behaviour, disengagement from education and worklessness. Along with the impact of domestic abuse, drug dependency and alcohol misuse on family life these factors require children's services to be able to respond in a timely, consistent and effective way. The lessons learnt from the programme will inform the Children's Trust on how we identify and intervene in the lives of families in the future to protect children and prevent neglect and its impact.

The Troubled Families programme is contributing to the policy direction which is informed by Graham Allen's review<sup>1</sup>, Eileen Munroe's review<sup>2</sup>, Marmot report<sup>3</sup>, Lord Carlile's review into the Edlington case<sup>4</sup>, all of which emphasis the importance of early intervention or help and the role of public services in targeting services at the most complex families and ensuring they are effective.

The FamiliesGateshead Project Board provides strategic oversight of the Programme, the Board reports to the Gateshead Strategic Partnership as well as providing updates to the Community Safety Board, Youth Crime Management Board, Local Safeguarding Children's Board, Adult Safeguarding Board and Children's Trust Board. Membership is multiagency, with a series of sub groups, see Appendix 1 and 2.

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<sup>1</sup> Graham Allen MP, Early Intervention: The next steps 2011

<sup>2</sup> The Munro Review of CP Final Report: A Child Centred System Professor Eileen Munroe 2011

<sup>3</sup> Fair Society, Healthy Lives, Marmot, M 2010

<sup>4</sup> The Edlington Case: A review by Lord Carlile of Berriew CBE, QC 2012

## 2. Why is the programme important ?

Gateshead has a very high number of children in care, 390 on 31st March 2013. This figure is high compared to regional and national comparison, at 96.8 per 10,000 this is the highest rate we have seen for many years and significantly higher than the national average of 59 per 10,000 and our statistical neighbours 82.3 per 10,000. Last year's review of Family Support Services resulted in the creation of the Family Intervention Team (FIT) which is now fully operational. There has been a slight reduction in the number of children subject to Child Protection Plans over the past 4 years as measured on the 31st March although there have been fluctuations over the year. This figure at 42.4 per 10,000 is higher than the national average which is 38 per 10,000 but lower than the regional at 53.6. During 2012/13, 2,389 referrals were made to Children's Social Care Services, representing an 8.7% increase on the previous year.

FamiliesGateshead straddles the continuum of levels of response to need. A large proportion of the families will already be receiving specialist services through social work teams, Youth Offender Team and specialist health services whilst other families will be being supported by early help services. Through the programme we will be exploring how effective early help, in particular the application of evidence based programmes, can make a significant contribution to better outcomes for children and families. We would expect to see a corresponding reduction in the levels of referral to Children's Social Work Service and in the number of children coming into care.

## 3. Progress so far...

### a. Timeline

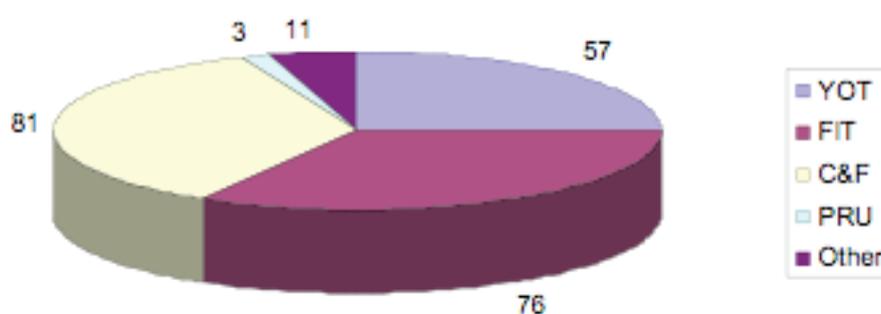
- 16.12.11** **Troubled Families Programme** announced by Department of Communities and Local Government (DCLG)
- 15.02.12** Inaugural **FamiliesGateshead Project Board** meeting held, multi-agency group which reports to the Gateshead Strategic Partnership (GSP) (See appendix 1 for membership).
- 16.04.12** Gateshead Council Chief Executive formally confirms to the DCLG our **commitment to the programme** and our intention to work with **196 families in Year 1** (12/13) thus securing £521K in attachment fees and £100k coordinators grant.
- 01.08.12** We start to work directly with the first families under the programme.
- 18.09.12** The **FamiliesGateshead Strategy** is agreed by Cabinet.
- 05.10.12** We report to DCLG that, as of 30.09.12 we have identified 160 families and are **directly working with 54**.
- 08.01.13** First Version of **FamiliesGateshead Operational Manual** for practitioners circulated.
- 11.01.13** We report to DCLG that as of 31.12.13 we have identified 660 families and are **directly working with 124**.
- 31.01.13** Chief Executive receives a letter from Louise Casey noting our 'really impressive progress.'
- 28.03.13** Chief Executive confirms to DCLG our continued commitment to the programme and our intention to work with an additional **298 families in Year 2** (13/14) which secured £595K in attachment fees.
- 08.04.13** We report to DCLG that as of 31.03.13 we have identified 742 families and are **directly working with 217**. We anticipate claiming payment for results on 70 families in July 2013.
- 24.04.13** **Sector Led Improvement Event** for North East region held on Troubled Families. Attended by Louise Casey and five members of Gateshead Project Board.
- 09.05.13** **Development Workshop** held for frontline practitioners holding cases, approximately 90 workers, 65 attended.
- 13.05.13** **National Progress Data** released by DCLG. Gateshead programme in the **top 25% of local authorities** who had met Year 1 (2012-2013) Targets.

## b. Delivery Model

The broad approach to the delivery of the programme was agreed in the FamiliesGateshead Strategy<sup>5</sup> agreed by Cabinet in September 2012. The project board was keen to build on the successful implementation of the Team Around the Family (TAF) approach in Gateshead which commenced 4/5 years ago to ensure that the needs of the families are appropriately assessed and they then receive the appropriate level of multi-agency intervention and support.

During 2011/12 Gateshead Council and its partners had reviewed their family support services and created a new Family Intervention Team (FIT) within Learning and Children. The objective of this team is to deliver family interventions to families who require targeted multiagency interventions but where the child is not deemed to be at risk of significant harm. This team, the Youth Offending Team (YOT) and Children's Social Work Services are delivering holistic family interventions to most of the 229 cases (30.04.13). A small number are being picked up through the Pupil Referral Unit (PRU). See Figure 1 for breakdown.

**Figure 1: Allocation**



The YOT has historically worked specifically with only the offending young person in the household. Through this programme practitioners are now looking at the family functioning in its totality and whilst still complying with the youth justice requirements and statutory standards, the YOT have developed a new approach to working with families which addresses wider issues in the family including worklessness.

Some families, we anticipate about 20% of the total number, will be put through Family Intervention Programmes (FIPs) which are delivered for us by the voluntary sector. These families will be the most chaotic households, causing disruption to their neighbourhoods, and where the lives of the children are severely damaged by inadequate parenting. FIPs provide highly intensive interventions through a lead practitioner who works with only a small number of families, fewer than 5, enabling them to offer the family intensive parenting, education, practical support and ensure that other services are being accessed by the family as and when necessary.

Our approach to the delivery was endorsed and praised in our recent Ofsted inspection (25.02.13 - 6.03.13) *"The council's thorough engagement with the Troubled Families initiative has resulted in 'Families Gateshead' a programme which builds on the already successful and established CAF model. Although only launched in September 2012 the programme is demonstrating early success with seven families having already achieved their desired outcomes. Very good levels of engagement with partners such as schools has ensured multi-agency buy in to progress the change agenda."* Ofsted 2013<sup>6</sup>.

.As the programme develops we will continue to review and refine the delivery model. It challenges some of our historic arrangements around the allocation and transfer of cases which is based on families' changing levels of need. The Project Board is promoting a more family focused approach

<sup>5</sup> FamiliesGateshead Strategy 2012-15 (Gateshead Council September 2012)

<sup>6</sup> The Inspection of Local Authority Arrangements for the Protection of Children 2013

which allows professionals to continue to work with families based on the development of successful relationships. Whilst desirable this has to be set against the continuing rise in the number of referrals into Social Work Teams and other demands on services which means that they need to ensure throughput of work.

Children and Young Peoples Overview and Scrutiny Committee will be commencing a review of complex families and FamiliesGateshead in June 2013. The review will examine the extent and effectiveness of interventions with families, including reviewing the delivery model. The review will report in April 2014.

### **c. Worklessness**

The worklessness strand of Families Gateshead is now being delivered by our Economic Development Service. This sees individuals from identified families working with experienced and qualified Adult Information, Advice and Guidance (IAG) practitioners to support them on an intensive basis to move closer to and into sustainable employment. Family members are also able to access the European Social Fund (ESF) Support for Families with Multiple Problems programme, known locally as Family Wise; this provides intensive support for up to 12 months.

There is a named co-ordinator from Economic Development, who attends regular Team around the Family (TAF) meetings to identify the worklessness need at an early stage. It is at these TAF meetings that we are able to best match an offer of employment support to each family. This ensures that our approach to dealing with worklessness issues is tailored to specific needs and can address the identified barriers of that family rather than adopting a one size fits all approach.

The Project Board is currently working with the Manager of Job Centre Plus to take up the offer from the DWP of a secondee to the Local Authority of a Troubled Families Employment Coordinator, to ensure that the programme fulfils its objectives around employment and employability.

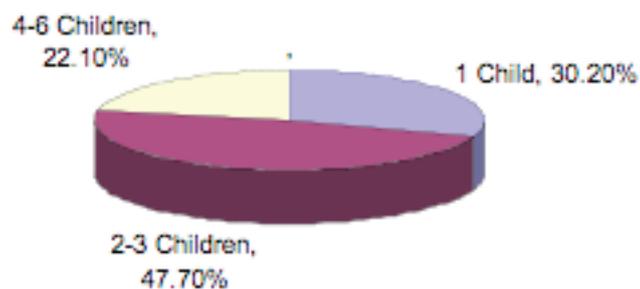
## 4. What we know about the families

As of 30.04.13 we were working with 229 families. The breakdown of the location and size of the families is below. 40% of the families are single parent households and 60% have two parents. Nearly a quarter of the families have 4 children or more in the household, equally 30% have only one child.

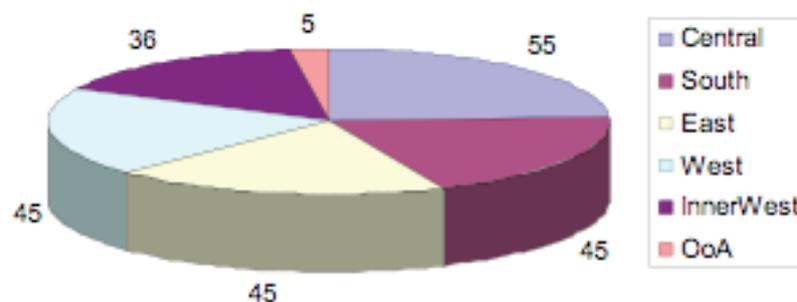
There is a fairly equal distribution of families across the borough, a more detailed analysis of location and housing tenure will be undertaken in the next few months.

70% of the families being worked with occupy council tenancies highlighting the importance of close working in the programme with The Gateshead Housing Company.

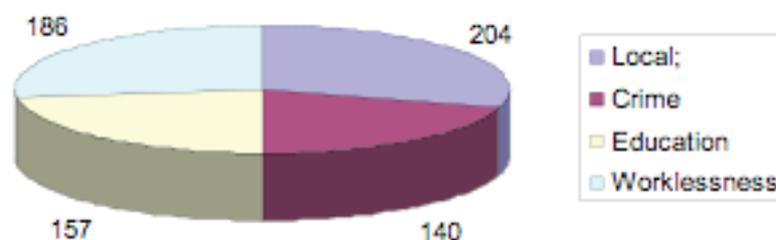
**Figure 2: Size of Family**



**Figure 3: Number of Families in Each Area**



**Figure 4: Triggers for Inclusion**



The Troubled Families Programme sets out clear criteria for inclusion of families into the programme. The local criteria agreed by the Project Board in Year One is; **that the family is known to three or more services**. Each family has to meet at least two national criteria and the local criteria. 204 are included using a local criteria, only 25 of the families currently being worked with have met all three national criteria. This suggests that the nationally prescribed criteria are not necessarily identifying the families and it is only when we apply the local criteria that we can be confident that we are working with the right families.

# 5. Impact and evaluation

Whilst it is still early days, we will be able to report evidenced progress in approximately **70 families by July 13** in terms of outcomes for children. These outcomes are around crime and antisocial behaviour and work for which we will be able to claim payment by results. Education outcomes have to be maintained for three consecutive terms and therefore, as most families have not had their interventions for a year, we are not yet in a position to claim for other than a small number.

We will be participating in the National Evaluation of the programme, which is currently under development. We also intend to undertake our own local evaluation and in addition will be facilitating research by Durham University on how the programme is perceived by families and practitioners.

## 6. Innovation

Whilst we are building this programme on the established processes of Team around the Family and Lead Practitioner, the Project Board are keen that we use the programme to promote innovative practice and to push our learning about the best way to intervene in families. The programme gives a real opportunity to innovate and develop around both processes and the different approaches to families. The board has dedicated some budget to Family Group Conferencing to be used to strengthen family support, personalised budgets are available to purchase services which can be spot purchased to support individual family members.

The Pupil Referral Unit has commissioned their own family intervention social worker through Barnados, funded by the FamiliesGateshead programme to work directly with 15 families identified through the programme. This innovation is to trial the impact of linking family intervention to an education provider to see if this positively effects engagement and effectiveness of interventions. Similarly we have developed links with the Housing Company through Family Intervention to maximise the relationship between families, intervention workers and The Gateshead Housing Company.

We are working with the Educational Psychology Service to develop a response to the needs of families for support where they have children with behaviour problems or with special needs. As the education and SEN environment is changing, more children present with behaviour and Special educational needs through the programme we want to support lead practitioners to be able to respond to these issues in an informed and confident way . The programme is funding a pilot to provide training and consultation to lead practitioners to extend their effectiveness in this area.

Additionally the programme is working with Tyne and Wear Fire and Rescue Services on enhancing personal safety within the home.

# 7. Budget

The budget for the programme is made up of attachment fees received from the DCLG for each family with which we are working and payment by results (PbR) money. As yet we have not claimed any PbR but intend to do so in July 13 when we anticipate claiming for 60-70 families. The DCLGs funding formula is predicated on local authorities and their partners contributing 60% of the cost of intensive interventions with families.

Figure 1 outlines the broad budget. The Project Board has agreed the budget based on the principles that we keep running costs of the programme to a minimum and commit as much as possible to directly supporting families. We have made available a personalisation budget so that lead practitioners can spot purchase goods and services which will assist families. We are also funding Family Intervention Programmes (FIP) for those families requiring highly intensive programmes. The programme is funding a range of other interventions, some additional FamiliesGateshead Workers and innovations.

**Figure 5**

	<b>2012/13</b> <b>£'000</b>	<b>2013/14</b> <b>£'000</b>	<b>2014/15</b> <b>£'000</b>
<b>Income</b>			
Brought Forward		-434.0	-182.4
Attachment Fee	-521.6	-595.2	-134.4
Results Payments	0.0	-102.4	-367.2
<b>Total Income</b>	<b>-521.6</b>	<b>-1,131.6</b>	<b>-684.0</b>
<b>Expenditure</b>			
Co-ordinator	9.9	24.0	24.0
Running Costs & Evaluation	17.4	37.5	2.5
FG Intervention Workers	16.4	368.2	138.0
Personalisation	11.3	80.0	80.0
FIP Packages	20.0	275.0	275.0
Family Support Programmes	0.0	47.5	47.5
Employment Support	2.0	40.0	40.0
Education Programmes	10.5	77.0	77.0
	<b>87.6</b>	<b>949.2</b>	<b>546.0</b>
<b>Balance Carried Forward</b>	<b>-434.0</b>	<b>-182.4</b>	<b>0.0</b>

## 8. Issues

Longer term we anticipate this programme having a transformational impact on how we identify and deliver services to families, i.e. interventions with clearer desired outcomes. Some of the challenges of the programme currently are:

- i. The **identification of families** have highlighted that information about people is held differently by different agencies, making it a highly complex and resource intense task to identify household membership and whether the criteria for the programme are met. Given that many troubled families are transient in terms of location and household membership, applying the eligibility check is not straightforward. There are however benefits to using data over reliance on agencies identifying individuals and /or their families to particular support in that it allows more accurate targeting of intervention. Were this approach to become more established in the future, i.e. targeting families based on data, this issue would have to be addressed at a national level to allow for accurate databases to be developed.
- ii. **Workforce reform:** much of the work with families is being undertaken by non-social work qualified staff, which in itself is not a problem, however with the loss of Early Intervention funding and the subsequent redeployment of staff members from other disciplines, there is a significant input into training and support of staff members required.
- iii. **Measuring the financial impact of the programme:** DCLG published a report in January 2013, 'The Cost of Troubled Families.' Cost benefit analysis is in its early stages locally and nationally. As yet we have not undertaken a cost benefit analysis in Gateshead but will be looking to do so over the next year in conjunction with the Children's Trust.
- iv. **Long term support for families:** as universal and family support services are reduced we need to consider how we ensure that the progress families have made is supported and maintained. A new service is being commissioned which seeks to both provide that longer term support to families but also builds on the principles of social investment in its design and should promote smaller community group involvement and volunteering in providing lower level support.

# 9. The legacy of the programme

## The legacy of the programme will be:

- i. That we have impacted on the lives of a significant number of families over 3 years.
- ii. Through the programme we have transformed the delivery of early intervention services to families with complex needs.
- iii. That savings to the public purse have been achieved
- iv. We have a workforce better equipped to provide intense and targeted interventions to families.
- v. There is a greater clarity with partners on their role and contribution to family interventions.
- vi. A sustainable strategy beyond March 2015 for providing targeted interventions and support to complex families.

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<sup>7</sup> 'The Cost of Troubled Families' DCLG 2013

# 10. Case studies

## Case Study A

### Background

- Mother is a single parent who is currently unemployed and receiving Incapacity Benefits due to her mental health problems. She has five children.
- Sheila (Age 16) has epilepsy which is controlled with medication. She has poor school attendance and has experienced bullying at school due to her appearance and presentation.
- Kevin (Age 15) is severely overweight for his age, and under achieving in school.
- Michael (Age 11)
- James (Age 4) has delayed speech and language including receptive speech.
- Linda (Age 3) similar to James, she has developmental delays. Including her speech, language, vision, and motor skills.

Originally from the gypsy travelling community, the family have been living at their current address for the past seven years. This is the longest they have ever stayed at one address.

Mother's background has been extremely difficult and traumatic. The family have experienced and witnessed domestic violence throughout their lives and Mother still has severe anxiety issues associated with her childhood and previous experiences. The family home was very crowded and unsafe due to lack of flooring/carpets, space and beds.

There had been several police call outs to the home address, after neighbours raised concerns around noise levels and adults consuming excessive amounts of alcohol whilst caring for the children. Older children have previously been arrested for theft and assault. Mother had also been arrested, on the last occasion for intent to commit GBH.

The three older children's school attendance figures show they are well below average. All children have a history of missed health appointments and therefore had unmet health needs.

The situation had deteriorated that the children have been made subject to child protection plans to make sure they were safe.

### Action taken

A multi-agency package of support was put in place for the family. The FamiliesGateshead worker **worked directly**

**with all family members** and gave one-to-one advice and support around parenting and healthy living. This included referring Kevin to a **dietary specialist** to address his weight problem and securing a gym membership which he now uses on a regular basis. A referral was made to **speech and language services** for the youngest two children, who have made significant improvements. Mother responded to this support and continues to encourage and promote her children's development

Mother received structured **parenting support** and is in the process of successfully completing a family nurturing course. Mother was able to implement routines and age appropriate bed times for the children, which made a significant difference to the children's level of engagement and behaviours in school.

The FamiliesGateshead worker was able to provide **practical support** by providing the children with full school uniforms, including college wear for Sheila who is due to start a hairdressing course and secured funding for flooring and beds, which allowed each child to have their own bed and helped contribute to creating a safe and warm home environment.

The FG worker helped develop **communication between respectful schools** and Mother. She now attends regular progress meetings and is able to understand the importance of the children's school attendance. She has developed strong relationships with school staff and now always ensures the children attend on time.

Mother is now able to appreciate the importance of keeping all health appointments in respect of her children and makes sure that they do so..

### Outcome

After six months of intensive support the **children's Child Protection Plans** were discontinued.

Mother is still working with the FamiliesGateshead worker around how to maintain and build on these improvements, improving her own mental health and confidence which are significantly improved **and she is looking to engage in education with a view to eventually seeking employment.**

**There have been no further incidents of crime or antisocial behaviour.**

**We will be claiming Payment by Result for this family once they have maintained this improvement for the required period of time.**

## Case Study B

### Background

Colin is now 18 years old. When he was 17 years old he was sentenced to a 9 month Youth Rehabilitation Order (YRO) for offences of Criminal Damage, Common Assault, Public Order and Fail to Surrender.

Colin breached this Order four times and each time the Order was revoked and he was resentenced to a further YRO. He was on intensive contact throughout all the Orders and kept the majority of his appointments.

At the time he became known to services Colin had problems with accommodation and family relationships and he had periods of being homeless and sleeping rough. For a while he had the involvement of a social worker.

Colin's initial intervention plan included a range of interventions to address his drug misuse, offending behaviour including reparation and victim awareness, his housing needs and employment.

Colin's parents had separated some time ago, he was estranged from his father although saw him occasionally. He reported that he had been physically abused by his father as a younger child. He has an older sister who lives in her own flat and is working and a younger brother still at home. The younger brother is doing well.

### Action Taken

Colin was identified as meeting the criteria for inclusion in the FamiliesGateshead programme. He met the criteria of offending/ASB and worklessness and the local criteria of being known to at least three services. At the time he was residing with his sister. A CAF was completed. Colin engaged with his plan of work and at his final review he was praised for successfully completing all the elements albeit that it had taken some time for him to apply himself.

At this point ordinarily the case would have been closed but because this was a FamiliesGateshead case Colin was offered and agreed to continue to work on improving his life and to continue with the TAF.

Colin has continued to **work on his substance misuse** with SMART and this has helped him to stop using cannabis and alcohol. He has been praised for his engagement and commitment to the programme. Colin realised that his substance misuse was stopping his goal of achieving a tenancy.

**Colin engaged with Connexions and has now started on a Pre Apprenticeship programme.** He was pleased to get extra income to supplement his Income Support.

Colin was delighted at **gaining his own tenancy** through The Gateshead Housing Company and continues to work with floating support as part of the TAF plan. He received **personalisation monies to purchase household items.** Floating support secured funding for household items also. Whilst he still needs some household items he has basic furniture and equipment for his new home. He is receiving ongoing support with learning cooking and budgeting skills.

### Outcomes

At his final YRO review, Colin commented that "he was not the little 'ragee' he had been" and even his friends say he has changed. He wishes to maintain this improvement and is positive about his future. He says he has turned his friends down when they have asked him to use cannabis or go drinking. His goal is to get his flat sorted and invite his Gran to visit. His younger brother has already stayed with him. Whilst experiencing a few tenancy related problems he is receiving guidance from the Estate Officer and positively his rent is fully paid.

**Colin continues to engage with the TAF review process, is managing his tenancy well, abstaining from substances, engaging in seeking employment and he is no longer involved in crime.**

**We will be claiming a payment by result for this family in July 2013.**

# Appendices

## 1. FamiliesGateshead Project Board Membership

Director FamiliesGateshead	Learning & Children, Gateshead Council (Chair)
Business Manager - Community Safety	Community Based Services, Gateshead Council
Service Manager, Children's Commissioning	Learning & Children, Gateshead Council
Projects Development Officer	Learning and Children, Gateshead Council
Local Partnership Manager	Job Centre Plus
Team Leader	Chief Executives
Housing Services Manager	Gateshead Housing Company
Economic Development Manager	Development & Enterprise, Gateshead Council
Behaviour and Attendance Advisor	Learning and Children, Gateshead Council
Accountant	Finance & ICT, Gateshead Council
Head of Neighbourhood Services	Gateshead Housing Company
HI Lead for Children	Health
Service Director, Commissioning	Learning & Children, Gateshead Council
Director of Offender Management (Gateshead)	Northumbria Probation Trust
Senior Economic Development Officer	Development & Enterprise, Gateshead Council
Director of Customers and Communities	The Gateshead Housing Company
HI Practitioner	Health
Projects Director	Aquila Way
Service Manager, Commissioning and Business Development	Community Based Services, Gateshead Council
Senior Operational Support Assistant	Community Based Services, Gateshead Council (Minutes)
Chief Inspector	Northumbria Police
Head Teacher	Learning and Children, Gateshead Council
Service Director, Learning and Schools	Learning & Children, Gateshead Council
Service Manager, Youth Offending	Learning & Children, Gateshead Council
Service Director, - VAL	Children and Young Peoples Service
Workforce Development Officer	Development and Enterprise, Gateshead Council

## 2. List of sub groups

### Business Group

Director FamiliesGateshead	Learning & Children, Gateshead Council (Chair)
Service Manager, Safeguarding and Care Planning and Adoption	Learning & Children, Gateshead Council
Service Manager, Children's Commissioning	Learning & Children, Gateshead Council
Family Intervention Team Worker	Learning & Children, Gateshead Council
Team Manager, Safeguarding and Care Planning	Learning & Children, Gateshead Council
Team Manager, Children's Commissioning	Learning & Children, Gateshead Council
FamiliesGateshead Project Support Officer	Learning & Children, Gateshead Council
Senior Economic Development Officer	Development & Enterprise, Gateshead Council
Head Teacher	Learning & Children, Gateshead Council
Service Manager, Youth Offending and Family Intervention.	Learning & Children, Gateshead Council

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### Finance and Commissioning

Director FamiliesGateshead	Learning & Children, Gateshead Council (Chair)
Service Manager, Children's Commissioning	Learning & Children, Gateshead Council
Accountant	Finance & ICT, Gateshead Council

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### Workforce Development

Director FamiliesGateshead	Learning & Children, Gateshead Council (Chair)
Service Manager, Children's Commissioning	Learning & Children, Gateshead Council

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### Payment by Result Claims/ Performance and Data

Director FamiliesGateshead	Learning & Children, Gateshead Council (Chair)
Accountant	Finance & ICT, Gateshead Council
Team Manager, Children's Commissioning	Learning & Children, Gateshead Council
FamiliesGateshead Project Support Officer	Learning & Children, Gateshead Council



**REPORT TO CABINET**  
**25 June 2013**

**TITLE OF REPORT:** FamiliesGateshead Programme: First Year (2012/13)  
Progress Report

**REPORT OF:** Margaret Whellans, Strategic Director, Learning and  
Children

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**Purpose of the Report**

1. To provide Cabinet with an update on the progress of FamiliesGateshead Programme in the first year, 2012-13.

**Background**

2. The Troubled Families Programme was announced by Government in December 2011. The Department of Communities and Local Government (DCLG) have set up a Troubled Families Team to provide oversight of the programme with cross departmental funding to support local authorities and their partners in delivering it. Louise Casey was appointed as Director General of the Troubled Families Programme.
3. All 152 Local Authorities have signed up to the three year (2012-15) programme designed to turn around the lives of 120,000 families. In Gateshead we are committed, over the three years, to working with 595 families to achieve improved outcomes for all children in the household around education, crime, antisocial behaviour and worklessness. We will receive up to £4000 per family based on a payment by results model.
4. A Project Board which reports to the Gateshead Strategic Partnership provides strategic oversight of the programme in Gateshead.
5. In year one we started to work with 217 families who had been identified as meeting the criteria for inclusion in the programme.
6. A Progress Report has been drafted for year one (attached Appendix 2.)

**Proposal**

7. That the Project Board continues to provide strategic oversight to the programme and reports to the Gateshead Strategic Partnership.

8. In year two (2013/14) we will work with an additional 296 families to the 196 in Year One.
9. Gateshead Council will receive £595,200 in attachment fees in year two which will contribute to the costs of the programme and provide services for families alongside investment from agencies.

### **Recommendations**

10. Cabinet is requested to :-
  - (i) Note the content of the Annual Progress Report, 2012-13.
  - (ii) Approve the spending of attachment fees and subsequent payments from DCLG on supporting the programme and on services for families identified through this programme.

For the following reasons:

- (i) To allow the programme to continue and further develop to provide positive outcomes for children and their families.
- (ii) To maximise the potential of drawing down government funding for families in Gateshead.

### Policy Context

1. The proposal supports the vision for Gateshead as set out in Vision 2030 and the Council Plan 2012-17.

### Background

2. The Troubled Families Programme was announced by Government in December 2011. The Department of Communities and Local Government (DCLG) have set up a Troubled Families Team to provide oversight of the programme with cross departmental funding to support local authorities and their partners in delivering it. Louise Casey was appointed as Director General of the Troubled Families Programme.
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### Consultation

4. The report has been agreed by the FamiliesGateshead Project Board, a multi agency partnership and has been considered by the GSP members, the Community Safety Board and the Youth Crime Management Board. The Cabinet Member for Children and Young People has been consulted

### Alternative Options

5. The Council signed up to the national programme in April 2012 and is committed to working with 595 families over three years. Withdrawing from the programme at this stage is not viable.

### Implications of Recommended Option

#### 6. Resources:

- a. **Financial Implications** – The Strategic Director of Finance and ICT confirms that the cost of the programme in 2013/14 will be met from the Attachment Fee of £595K and the Coordination Grant of £100K. Further funding will be available through results payments which will be claimed quarterly throughout the year.
- b. **Human Resources Implications** – Through the funding, a number of fixed term posts have been created. In year three of the programme consideration will need to be given to sustainability of employment for these staff members. Redeployment will be sought in adherence with the Council redeployment policy where necessary.

**c. Property Implications - None**

7. **Risk Management Implication** - There would be a risk to the Council if the programme overcommitted financially and commissioned levels of service that exceeded the grant and payment by results income. This is being mitigated by robust spending plans, realistic estimates of income and regular revenue monitoring.
8. **Equality and Diversity Implications** – This programme is targeted at some of the most vulnerable children and adults in Gateshead to reduce the impact of social deprivation.
9. **Crime and Disorder Implications** – A key objective of the programme is to reduce crime and anti - social behaviour.
10. **Health Implications** – Services provided will address emotional and physical health needs of families.
11. **Sustainability Implications** – Over the next twelve months consideration will be given by the Project Board to how the positive impact of the programme can be maintained beyond the life of the national Troubled Families Programme. This will be informed by national policy developments, and national and local evaluations.
12. **Human Rights Implications** – The FamiliesGateshead Programme promotes the right to private and family life (Article 8) and the right to education (Article 2, Protocol 1)
13. **Area and Ward Implications** – The programme is working and will continue to work with families across the borough.