

Turnaround Families Programme



www.westberks.gov.uk/turnaroundfamilies

Year One Report

May 2013

Julia Waldman & Satdeep Grewal



West Berkshire
COUNCIL

Contents

Section 1: Introduction and Background	3
1.1 Report Introduction	3
1.2 National Context	3
1.3 Set-up and implementation	3
1.4 Local Programme Ambitions	4
1.5 Results required	4
1.6 First Year Activities	5
1.7 Funding	6
1.8 Distinctive features of the Programme	6
Section 2: Programme activities (2012-2013)	7
2.1 Programme scope	7
2.2 Commissioning	7
2.3 Access routes for families to TFP provision	9
2.4 Monitoring and evaluation activity	10
2.5 Communications	11
Section 3: Family analysis	12
3.1 Initial Data Collation Exercise	12
3.2 RAISE analysis of family information from initial data collation	13
Section 4: Outputs and Outcomes	16
4.1 Delivery volumes	16
4.2 Projects extending or adding value to existing good practice	17
4.3 Projects supporting new evidence-based activities	18
4.4 Evidence-informed local innovation	19
4.5 Innovations Fund Projects	20
4.6 Workforce development	23
4.7 Activities not delivered for which funding was allocated	23
4.8 Feedback from Innovations Fund project providers.	23
4.9 Outcomes as results submitted to DCLG	24
4.10 Impact	26
4.11 Systems change	26
Section 5: Conclusions	30
Section 6: Priority actions for Year 2	31
Next steps	31
Appendix 1:	32
Governance	32
Groups Membership	32
Appendix 2:	34
National Troubled families criterion and payment-by-results measures	34
Appendix 3:	35
Income modelling for Turnaround Families Programme in West Berkshire	35
Appendix 4:	36
Glossary of Terms	36

Thanks: to all those who have been involved in developing, supporting and implementing the Programme in Year 1.

Section 1: Introduction and Background

1.1 Report Introduction

This report looks at the progress made in the first year of West Berkshire Council's Turnaround Families Programme, the name for the Council's local delivery of the national Troubled Families Programme.

The report starts with background information, moves on to the activities undertaken as part of the programme then presents an analysis of families we aimed to work with and have worked with. Stemming from that, we look at early outcomes and findings. In the final section, we look at what we have learnt from the activities of the Programme's first year and draw from this any priorities for the second year of the delivery.

1.2 National Context

In April 2012 West Berkshire Council confirmed its participation in the England-wide Troubled Families Programme, launched by the Prime Minister in late 2011 and directed by the Troubled Families team, based in Department for Communities and Local Government (DCLG). All local authorities in England signed up to the Programme.

The Programme aims to ensure that 120,000 troubled families in England are 'turned around' by the end of the current Parliament. The Government says that 'troubled' families are those with:

- no adult in the family working
- children not in school when they should be
- young people committing crime
- family members involved in anti-social behaviour.

Other problems such as domestic abuse, relationship breakdown, child protection concerns, mental and physical health problems, housing issues, debt, poverty and isolation make it incredibly hard for families to start sorting out their problems.

A key aim of the Programme is to incentivise and encourage local authorities and their partners to develop new ways of working with families that focus on lasting change.

In West Berkshire we have a number of multi-agency initiatives aimed at reducing the risk factors and behaviours within high need families and this is reflected in district-wide strategic activity through to face to face practice interventions. Links to many of these initiatives are referenced through this report. When we embarked on the Programme we wanted to develop an approach that valued and extended this existing experience, resources and expertise.

1.3 Set-up and implementation

Each authority received funding to appoint a Troubled Families Co-ordinator, with recommendations for how this funding would be used. In West Berkshire 0.2fte of a manager's time was allocated as a dedicated resource to get the Programme up and running from April 2012. A small set-up group of key service managers supported the planning work in the first two months.

A development officer was also appointed to undertake the complex work related to monitoring, evaluation and reporting as well as communications and administrative

activities. An apprentice was also recruited as it was important that the Programme set an example in relation to supporting employment opportunities for potentially NEET young people. These two post holders started in September 2012.

The local programme was named the Turnaround Families Programme (TFP). The delivery model is different in each authority but the DCLG promoted the use of intensive, assertive and persistent family-based interventions.

1.4 Local Programme Ambitions

The main ambitions set out for the Turnaround Families Programme are:

- to turnaround:
 - service delivery to better meet the needs of local families with high needs, including through help at an earlier stage
 - the lives of 145 families who engage with the Programme in a positive way
 - strategic funding and partnership working to develop new finance models for how we can pay for and deliver effective services with less money
- to offer both challenge (to do better) and support (to carry out a difficult task) to service providers and families

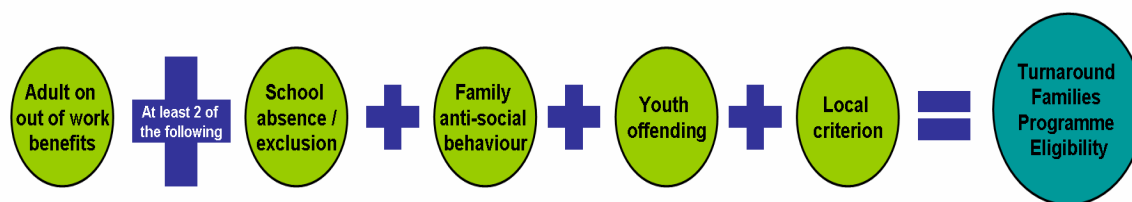
1.5 Results required

There is a very specific definition of results associated with the Programme which is determined by the DCLG and which directly impacts on the payments received by the Council for the Programme. These relate to improvements in:

- School attendance
- Reductions in unauthorised school absences
- Reductions in youth offending
- Higher employment levels, and associated reductions in unemployment benefit dependency
- Reductions in family anti-social behaviour.¹

In West Berkshire to ensure the Programme reaches the families for whom results payments could be achieved, the criteria in Figure 1 were agreed to move families into education, work or training.

Figure 1: West Berkshire Turnaround Family Programme access criteria



¹ Please see Appendix 2: for the full detail of the Troubled Families Programme criterion.

1.6 First Year Activities²

Activity	Summary	Dates
Start up	<ul style="list-style-type: none"> ■ Established an implementation and action group ■ Agreed Project Initiation and governance arrangements ■ Agreed a high level vision and plan for the programme ■ Formulated a budget ■ Development of a communications plan to inform and engage local stakeholders ■ Recruitment of support staff 	April-June
Identification of local cohort	Mapping of family information using local data sources and DWP employment-related benefit data to understand volume of families meeting criteria and how this relates to target assigned by DCLG – at local level YOT, Education, Safer Communities and Police data involved.	April-June 2012
Service mapping	In order to understand current local provision and how to enhance this and avoid duplication a service directory was produced.	June – August 2012 (but refresh will be ongoing)
Service consultation	<p>Consultation with services, and schools via School Forums to explore opportunities and gap analyse that could be addressed by the Programme. This informed the commissioning plan.</p> <p>Findings of a peer-led parent consultation undertaken in March 2012.</p>	June-Sept 2012
Workforce development	With a potential change in ways of working with families a piece of work to explore workforce development issues was undertaken. This included identifying relevant training and exploring potential workforce development needs associated family-focused work with high need families.	June – September 2013
Development and processing of commissioning plan	A commissioning plan with associated expenditure was produced in consultation with key service managers.	June 2012 then ongoing
Work with families	Phased approach to work with families due to delays in appointing intensive intervention staff	Late October 2012
Partnership activity	A range of work was undertaken to support wider systems change activity	April 2012 onwards

² Appendix 1: provides details of the Governance arrangements for the Programme.

1.7 Funding

The DCLG has adopted a payment by results model of funding to help incentivise success in authorities and has assigned specific numbers to each local authority to work with over three years. In West Berkshire the number is **145 families**.

The DCLG set out the rules for the Troubled Families in its Financial Framework for results and payments. This included details of the proportion of money to be received up front (attachment fees) and the payment levels available for each type of result (payment by results) for each of the three years of the national Programme. (A summary of the key information is included in Appendix 2:).

Funding is for 121 of these families as DCLG has assumed that we are working with and receiving funding for at least 1/6th of the families already through other schemes. Appendix 3 has details of the projected income modelling. In relative terms the direct funding for the Programme is not substantial, less than £300,000 per year, with the projected Year 2 level decreasing significantly in Year 3.

The DCLG has also indicated it expects local authorities to match their potential maximum funding of £4000 per annum with a further £6000 but no stipulation is made on how this should be done or requirement to evidence this.

1.8 Distinctive features of the Programme

Certain aspects of this Programme set it apart from other initiatives; some of its distinguishing features can be described as follows:

- Firmly whole family-focused addressing the needs of both adults and children, reflected in the results payment model
- Age range of children that is linked directly to results is four (Year 1 at school) to 17 years
- Participation by families and individuals in the Programme is voluntary
- Focused on moving families towards economic independence through addressing the issues that impact family members' ability and aspirations to work and engage in learning
- The number of potential stakeholders involved and the reach of influence required by the Programme to make a difference is wide and crosses children's and adults' services; therefore a broad range of agencies and services contribute to achievement of results
- The scope of family level data collection, collation and reporting is both broad and very detailed, and includes Department for Work and Pensions data
- Very prescriptive payment by results model set by DCLG, which means income levels for each year of the Programme are different, which affects delivery design.

Section 2: Programme activities (2012-2013)

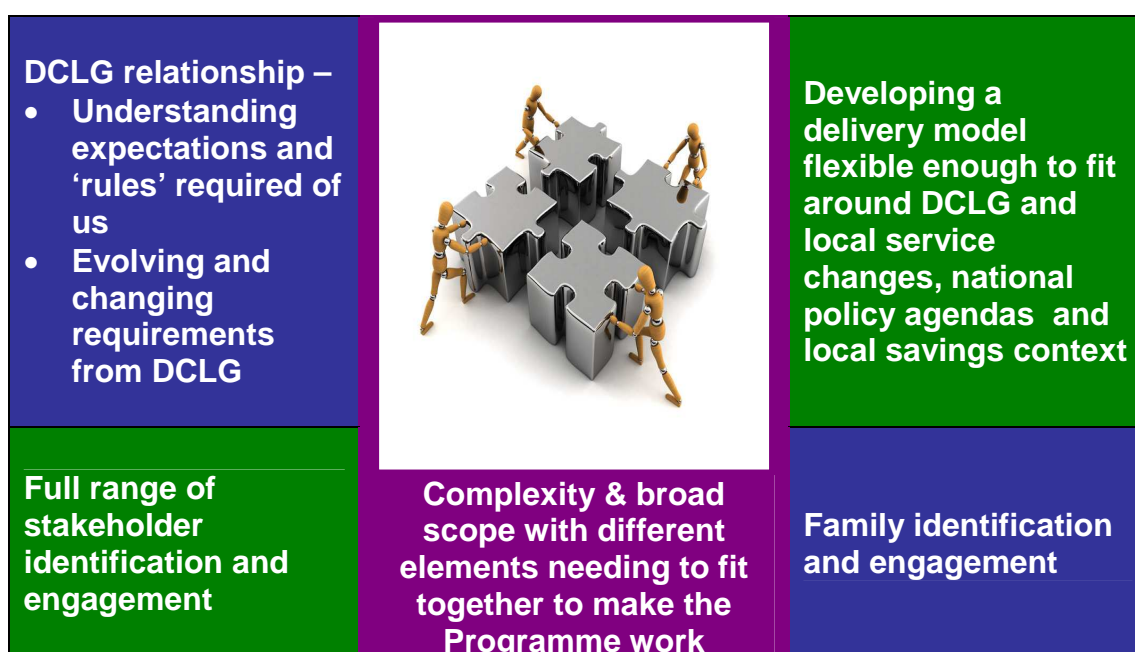
This section details Programme activities undertaken in Year 1 and associated timelines.

2.1 Programme scope

The Programme has a number of features, shown in Figure 2, which affected our approach to:

- meeting the implementation pace required by DCLG
- the local need for flexibility in the context of changing local services, and
- local financial risk management associated with the Payment by Results model.

Figure 2: Key elements of the Programme affecting pace and change



These features have inter-dependencies. For example, during the year the DCLG refined the results claims criteria and this had an impact on family identification and engagement. Furthermore, the payment rules for attachment fees also changed towards the end of the 2012-13 financial year to affect potential income in 2013-14. This in turn will have an effect on service delivery.

2.2 Commissioning

The following principles informed development and commissioning activity. These were:

- Build on the strengthening families approach used in children’s services that recognises all families have assets and strengths with which to build resilience, self-reliance and a healthy and happy family life
- Enhance and add value to the wide range of work the Council and partners deliver currently to families targeted by this Programme
- Create a mix of provision in terms of delivery partners including third sector and community providers, and a variety of provision. Provision mix refers to a balance of:
 - Existing interventions that have evidence of success

- Development of evidence-based programmes locally, initially through a pilot approach
- Innovation through supporting creative initiatives that are underpinned by a sound theoretical base

Whilst work is focused on high need families we also supported activity in recognition that families are members of different communities (both place and people) and that to achieve sustainable change we need to attend to these wider dimensions of family life. Figure 3 helps illustrate this approach.

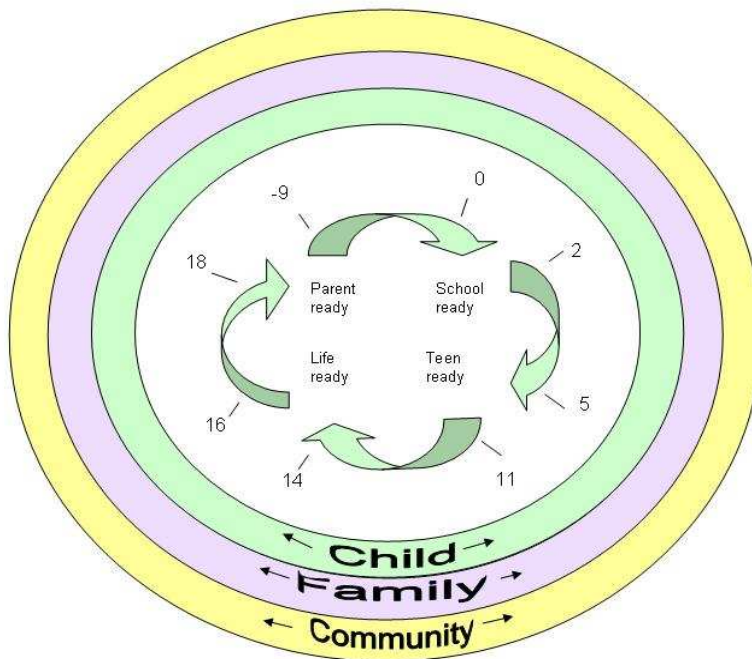


Figure 3: Different dimensions of family work

The commissioning plan included both internal services and external provision. Early consultation with key services, national research evidence, local intelligence and feedback from a parent consultation on early intervention undertaken in the spring of 2012 informed the commissioning plan, which has the following key elements:

- Grant funding to develop a range of new or adapted provision
- Extension of our intensive family support (Family Intervention Project or FIP) focusing on children on the edge of being permanently excluded from or disengaging fully from school
- Development of workforce and activity, for example for substance misusing families – a group who the FIP had consistently found it difficult to ‘turn’.
- Topping up existing internal provision – e.g. YOT literacy and numeracy mentoring
- Support for community provision

Each strand of activity in the commissioning plan is described and evaluated in Section 3: Family analysis³. Different activities were undertaken in year to support wider change and these are discussed also in Section 4: Outputs and Outcomes.

2.3 Access routes for families to TFP provision

The referral and assessment process agreed for start the of April 2013 is shown in Figure 4 and Figure 5.

Figure 4

Family Intervention Team Referral process

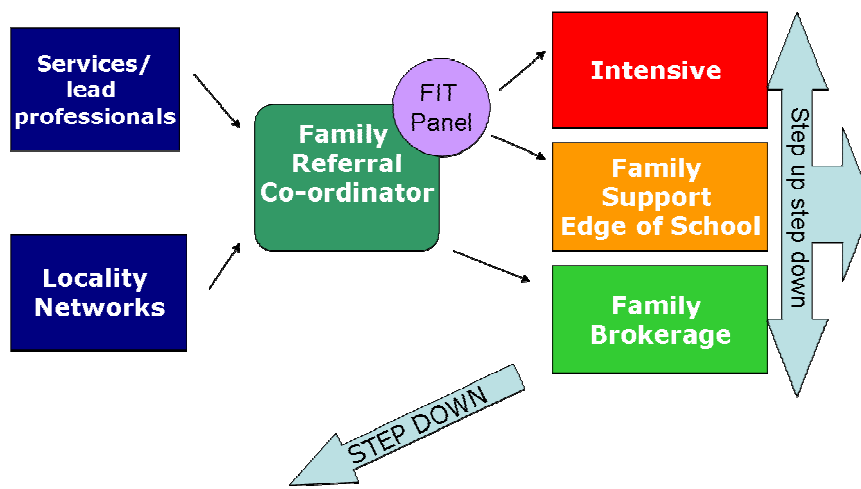
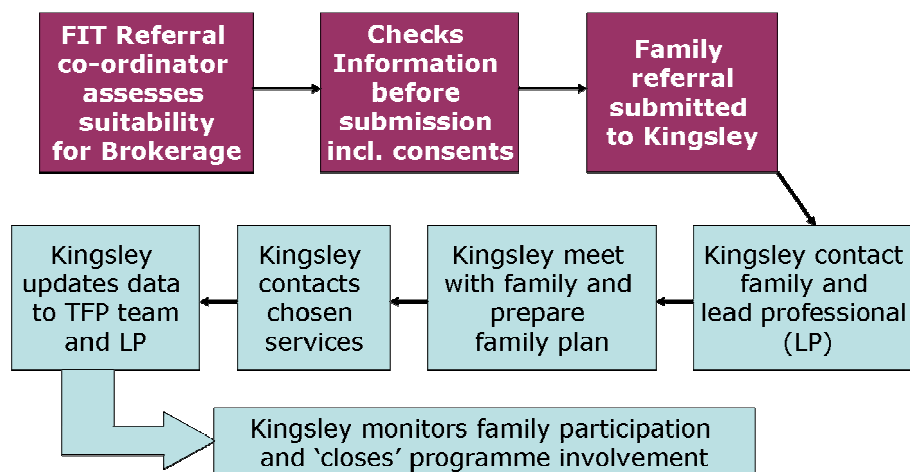


Figure 5

Family Brokerage Process*



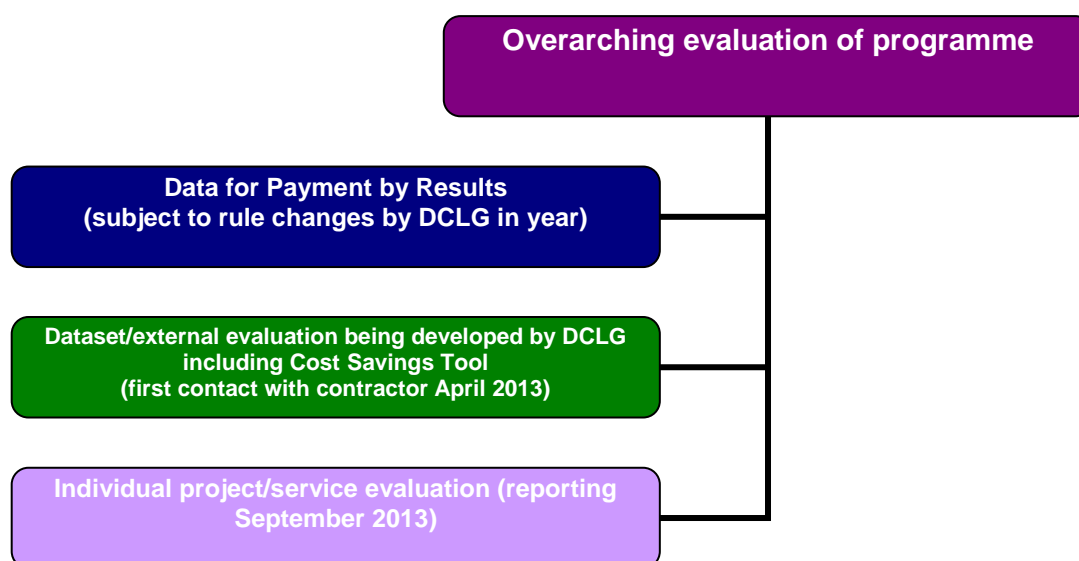
* YOT will undertake brokerage in house and this may extend to other services over time – we can evaluate the effectiveness of using a separate provider or existing key workers doing the brokerage

³ Read the full commissioning plan online on the following webpage:
<http://www.westberks.gov.uk/turnaroundfamilies>

2.4 Monitoring and evaluation activity

An overarching framework was designed for the Programme, shown in Figure 6.

Figure 6: Representation of monitoring and evaluation activity strands



Based on the requirements set out by DCLG, the following types of data are being collected on those families involved in the Turnaround Families Programme in West Berkshire:⁴

1. Number of fixed exclusions per child per family, including dates when exclusions occurred (to satisfy requirement 1).
2. Number and duration of unauthorised absences per child per family, including dates when the absences occurred (to satisfy requirement 1).
3. Occurrences of anti-social behaviour per family, including dates of when this occurred (to satisfy requirement 2).
4. Offences committed per child per family, including dates of when those offences were committed (to satisfy requirement 3).
5. Adults who have volunteered for the Work Programme, and dates of when this occurred (to satisfy requirement 4.a).
6. Adults who have been attached to the European Social Fund/DWP families Programme (locally called Progress!) and dates of when this occurred (to satisfy requirement 4.a).
7. Adults who are receiving out-of-work benefits with dates of receipt (to check satisfaction of requirement 4.b)
8. Adults who have entered continuous employment, with dates of when the employment started and (if applicable) ended (to satisfy requirement 4.b)
9. Feedback from professionals who worked with families on the Programme

At the time of writing this report the DCLG had indicated that a broader set of indicators would need to be monitored for 10% of Programme participants as part of the national evaluation and these will be explored further in Year 2. In addition a broader process, economic and impact evaluation will be part of the national evaluation and we will need to understand the implications for us in Year 2.

All organisations funded through the Turnaround Families Programme are required to produce quarterly reports and routine data generated by services will feed into our interventions evaluation. Data may include baseline, ongoing and closing qualitative

⁴ A detailed breakdown of these requirements can be found in DCLG's 'Financial Framework for the Troubled Families Programme's payment-by-results scheme for local authorities (March 2012).

and quantitative assessments from families of used as part of the Programme delivery.

Reference group members were surveyed on their views on the early impact of the programme and in Year 2 a wider and deeper stakeholder feedback process, particularly with families, will be undertaken.

The DCLG also requires our activities to be subject to internal audit and audit activity is planned for 2013, with a focus on the processes associated with results submission to DCLG.

We were not able to implement all the elements, for example cost benefit analysis due to the delays in DCLG being clear about the national requirements for monitoring and evaluation. We need to align our work with this in order to avoid establishing twin track approaches. The national evaluation, which requires data to be supplied by all local authorities, got underway in April 2013.

2.5 Communications

Due to the scope of the Programme, communications were identified as a vital component of project implementation. The appointment of a Communications apprentice supported communications activities within the Programme. These include:

- Developing a recognisable name and 'brand' for the Programme
- Production of quarterly bulletins updating on Programme progress (called Turn Bulletins – each edition indicating progress in degrees)
- Production of short videos and audio clips by service providers, young people and parents – to provide a more user-friendly way of describing programme activities to families, supported by a You tube channel for the Programme
- Attending meetings and groups to inform people about the Programme in West Berkshire
- Producing an image gallery with photographs relevant to the Programme
- Developing web pages with information on the Programme
- Providing annual reports and presenting these within the Council and to key local groups.

Section 3: Family analysis

3.1 Initial Data Collation Exercise

One of the requirements at the beginning of the Programme in March 2012 was to conduct a data collation exercise which involved identifying which families meet the national Troubled Families criteria. This was done to inform local development of the Programme and to enable the DCLG to better understand how well its target numbers for local authorities are aligned with local levels of need. Data was derived from a variety of sources, including:

- Youth Offending Team system
- Education Management system
- Thames Valley Police system
- Sovereign database
- Department for Work and Pensions
- RAISE children's information system.

Table 1 provides a breakdown of children by school who met either the absence or exclusion criteria (n=384) before the criteria were cross-referenced with the other criteria. 84 individuals met the youth offending or anti-social behaviour criteria.

Table 1: Children per school based on initial data collation exercise.

Schools with fewer than 5 children meeting criteria	Schools with 10-20 children	Schools with more than 30 children
Aldermaston C.E. Primary School	John O'Gaunt	Denefield School
Beedon C.E. (Controlled) Primary School	Community	Little Heath School
Bucklebury C.E. Primary School	Technology College	Park House School
Burghfield St Mary's C.E. Primary School	Kennet School	The Willink School
Falkland Primary School	St Bartholomew's School	Theale Green Community School
Fir Tree Primary School and Nursery	Trinity School	Reintegration Service
Garland Junior School	The Downs School	Pupil Referral Units
Hermitage Primary School		
John Rankin Junior School		
Mortimer St Mary's C.E. Junior School		
Parsons Down Junior School		
Speenhamland Primary School		
Spurcroft Primary School		
St Finian's Catholic Primary School		
St John the Evangelist C.E. Nursery and Infant School		
Sulhamstead and Ufton Nerve School		
The Willows Primary School		
The Winchcombe School		
Theale C.E. Primary School		
Westwood Farm Infant School		
Whitelands Park Primary School		
Brookfields Special School		
The Castle School		
Alternative Curriculum 14-19		

When matched with unemployment related information from the Department for Work and Pensions it was found that **119 households with 141 children** met the full Troubled Families criteria (see Appendix 2:).

With such an emphasis on working with family level data the information sharing issues associated with the Programme have been very challenging and advice and guidance from DCLG has not been clear. This has had an impact of Programme delivery pace.

One outcome as reported in Section 4: was a refresh of the local multi-agency information sharing protocol.

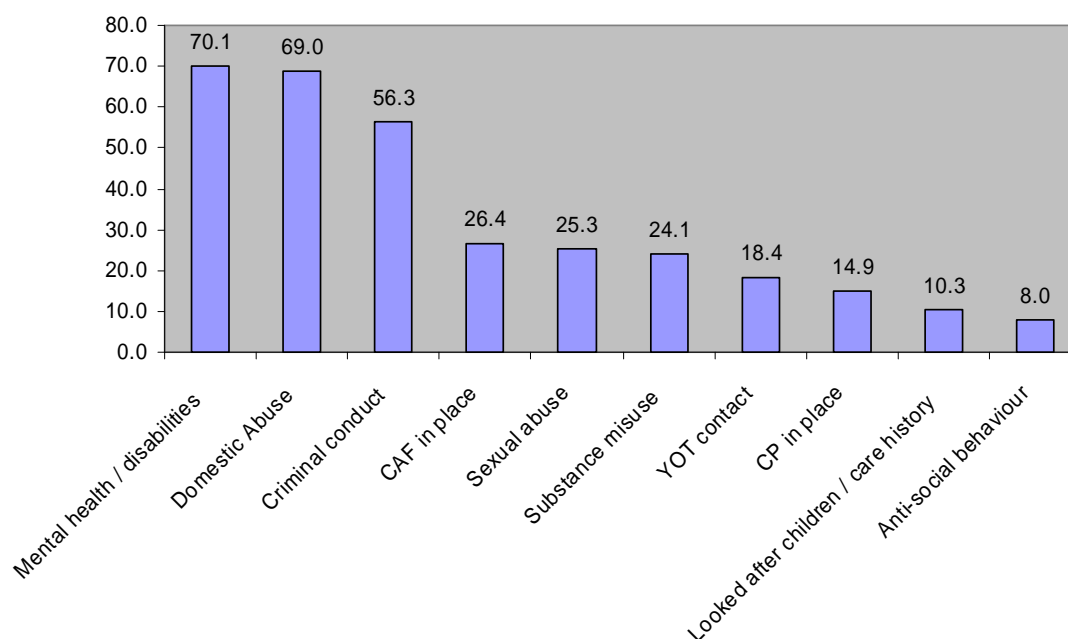
3.2 RAISE analysis of family information from initial data collation

Following the initial data collation, an in-depth analysis of the 87 cases in the family sample was conducted using West Berkshire’s children’s information system ‘RAISE’.

Key findings

Mental health and disabilities is the most prevalent characteristic found amongst the families, effecting over 70%, (see Figure 7).

Figure 7: Family characteristics from RAISE review



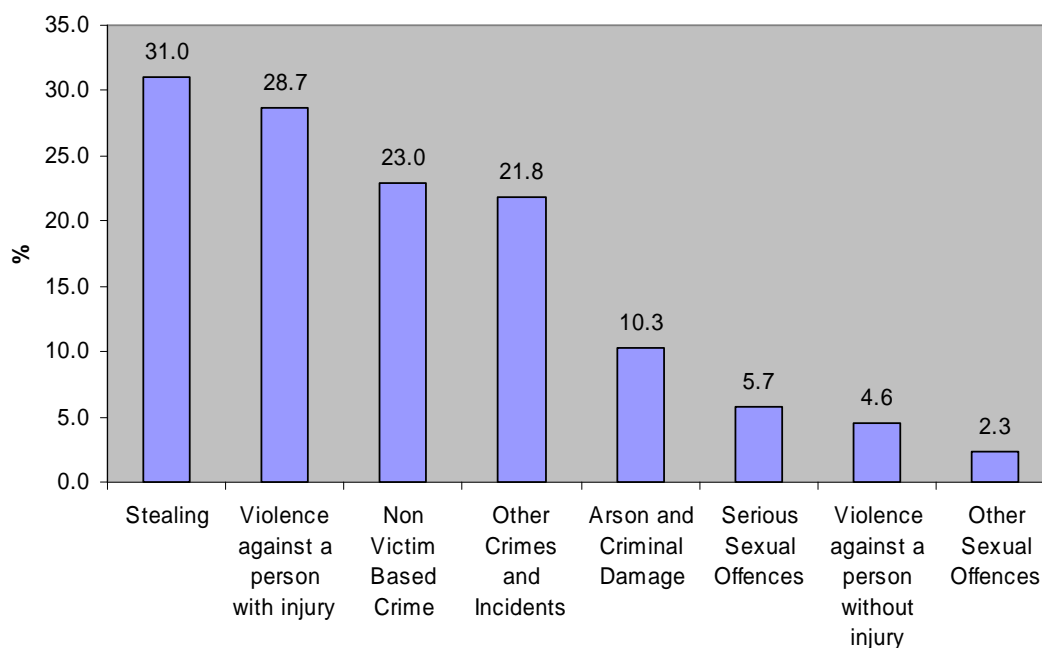
86% of the families had been involved with Children and Adolescent Mental Health Services. 18% had had contact with the Youth Offending Team.

High proportions of the families had experienced domestic abuse (69%) or are involved in some kind of criminal activity at 56% (see Figure 7).

38% of the families have a history of domestic abuse 23% of families involving a male perpetrator and 6% female. For 29% of the families, domestic abuse tends to be perpetrated by one or both parents, whereas for 14%, the perpetrators are the children.

The most common forms of criminal activity found amongst families are shown in Figure 8.

Figure 8: Criminal activity found amongst families from RAISE review based on ONS categories



Additional issues of note include experience of sexual abuse (25%) and those involved in substance misuse including alcohol, (24%) (see Figure 7).

A majority of individuals in the families had received multi-agency support (48%) but these individuals only came from 16% of the families. 31% were separated or lone parent families, with children living with their mother.

In 26% of families there was a CAF in place. We wanted to understand if families had a history of recurring social care involvement. Whilst the coding process was rather subjective, broadly it appears that approximately half had recurring and complex problems, whilst slightly fewer were first time entrants to the system due to a specific incident or set of needs. This helps us to understand whether families fit the idea of inter-generational problems promoted through the national Programme.

In terms of the services used by individuals in the families, the top 15 are shown in Table 2. These are all public sector services except Sovereign Housing.

Table 2: Top 15 services used by individual members of families (not mutually exclusive)⁵

Services received	No. Individuals
Education	124
Family Resource Service	78
Children and Adolescent Mental Health Services	70
Family Intervention Partnership	53
Education Welfare Service	48
Housing	44
Police	40
Health Visitor	37
Early Intervention Service	34
Sovereign Housing	33
Youth Offending Team	32
Family Group Conferencing	24
Young Carers	10

⁵ A full version of this analysis will be available on the Turnaround Families webpages.

Findings from the RAISE analysis

The analysis shows that within the sample presenting two or more of the national Troubled Families criteria there was a **strong association at local level with the family risk factors identified by the DCLG** in its initial and later research⁶, with mental health, domestic abuse and criminal activity being the most prevalent. So applying the local criteria *will* reach families with multiple needs.

The review attempted to capture a picture of whether families met the profile of 'Troubled Family' characterised by DCLG as being part of an inter-generational, workless culture. A report by Joseph Rowntree Foundation on this topic, published in December 2012⁷, found that '*cultures of worklessness*' was not a good explanation for unemployment and that the **evidence did not support inter-generational transmission of a non-working culture as being a common reality**.

Almost half of the families in the analysis appear to be first time users of children's social care, suggesting there is a **gap between high need families accessing social care on a repeat basis and those for who an incident triggers involvement** that may not lead to recurring involvement. This supports our approach to offering different levels of intervention within the Programme.

For first time entrants to social care, robust, needs-led intervention may divert them from further involvement. However, it may also **support the case for sustaining and working more closely with early help services**. Mention of use of community, universal and early help provision was limited in the case samples.

In turn this suggests the **need for professionals to have access to good, current information** on such services, which supports the decision to produce a service map as one of the first activities undertaken through the Turnaround Families Programme.

The review also supports the **need for wide inter-agency involvement in the Programme to address education, employment and training activity** and engagement by families who meet the criteria locally. It also shows why it may be difficult to achieve the required results. A report by DWP (2008:18⁸) states that *those who have a common mental disorder are four to five times more likely than those who have not to be permanently unable to work and three times more likely to be receiving benefits payments (Meltzer et al., 1995 and 2002)*.

With conditions such as depression, ASD, ADHD and anxiety being most prevalent, it may be appropriate to explore with local mental health services the sufficiency and effectiveness of current provision.

The findings appear to **support the decision to align and extend provision within the Family Intervention Team** (formerly the Family Intervention Project) to provide more resource for intensive, whole-family, multi-agency interventions. Involving mental health services more centrally in joint working with existing partners within the Programme appears to be crucial. The evidence from local YOT delivery backs up the **benefits of greater integration of mental health specialism in case work**. Domestic abuse, adult offending and substance misuse are other key service areas requiring engagement in the Programme based on the results of this review.

⁶ Specifically, Louise Casey's report to the Department for Communities and Local Government, 'Listening to Troubled Families', July 2012.

⁷ Shildrick, T et al (2012) *Are cultures of worklessness passed down through the generations*, JRF

⁸ DWP (2008) *Mental Health and Work report – welfare reform impact assessments*

Section 4: Outputs and Outcomes

This section examines some of the early findings resulting from the work of the Turnaround Families Programme in West Berkshire based on the different types of activities in the commissioning plan.

4.1 Delivery volumes

We aimed to work with 50 families in Year 1 and had started work with 42 (84%) by late March 2013 when we submitted monitoring information to DCLG. This ensures our eligibility for 100% attachment fees in Year 2. Data in Table 3 is for mid April 2013.

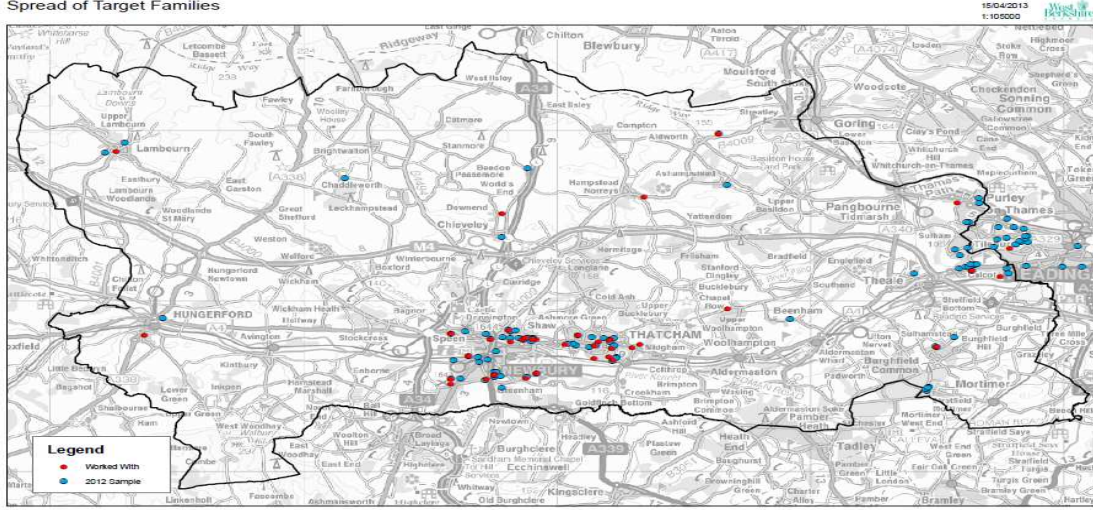
Table 3

Numbers ⁹	Characteristics	Targeting effectiveness																								
46 families	Large majority reside in areas of high socio-economic deprivation (see map in Figure 10)	All families met at least two TFP criteria – this needs to rise to 3 in 13-14. Referral sources are appropriate but need to extend in 2013-14, including to relevant adult services and children’s social care.																								
		<table border="1"> <thead> <tr> <th>Referral Source</th> <th>No.</th> </tr> </thead> <tbody> <tr> <td>PRU (Bridgeway)</td> <td>12</td> </tr> <tr> <td>PRU (Badgers Hill)</td> <td>10</td> </tr> <tr> <td>Riverside Community Centre (for Lions Quest)</td> <td>9</td> </tr> <tr> <td>PRU (The Porch)</td> <td>8</td> </tr> <tr> <td>Early Intervention Team</td> <td>7</td> </tr> <tr> <td>Family Resource Service</td> <td>4</td> </tr> <tr> <td>Domestic Abuse Referral Team</td> <td>3</td> </tr> <tr> <td>Turning Point</td> <td>3</td> </tr> <tr> <td>Family Intervention Project</td> <td>2</td> </tr> <tr> <td>John O’Gaunt School</td> <td>1</td> </tr> <tr> <td>Youth Offending Team</td> <td>1</td> </tr> </tbody> </table>	Referral Source	No.	PRU (Bridgeway)	12	PRU (Badgers Hill)	10	Riverside Community Centre (for Lions Quest)	9	PRU (The Porch)	8	Early Intervention Team	7	Family Resource Service	4	Domestic Abuse Referral Team	3	Turning Point	3	Family Intervention Project	2	John O’Gaunt School	1	Youth Offending Team	1
		Referral Source	No.																							
		PRU (Bridgeway)	12																							
		PRU (Badgers Hill)	10																							
		Riverside Community Centre (for Lions Quest)	9																							
		PRU (The Porch)	8																							
		Early Intervention Team	7																							
		Family Resource Service	4																							
		Domestic Abuse Referral Team	3																							
		Turning Point	3																							
		Family Intervention Project	2																							
		John O’Gaunt School	1																							
Youth Offending Team	1																									
62 individuals	49 children and young people 13 adult family members. 23 girls and 26 boys Age range 9 to 70 years old	15 individuals from the original cohort of families identified through the initial data collation exercise undertaken. 46 = from families who meet unemployment criteria 29 = offending or ASB criteria 46 = school absence or exclusion related criteria																								

⁹ The figures in this section are based on data available as at 16th April 2013.

Figure9

Spread of Target Families



4.2 Projects extending or adding value to existing good practice

Intensive Family Support Work – Children on the Edge of Education

Description	Extending intensive family support to families in which at least one child is at risk of permanent exclusion or disengagement.
Target activity	<ul style="list-style-type: none"> • Work to begin in September 2012 • Work with 15 families per year • Minimum contact of three times per week for up to six months
Outputs	<ul style="list-style-type: none"> • First casual worker started in December 2012. • Casual co-ordinator started in February 2013. This post is now being advertised as full-time. • Work has begun with three families

Case Study 1¹⁰

Jo is a mother of two teenagers who refuse to go to school. She wants to return to work but feels she can't until the children are sorted. The family support worker is providing practical support to get the children to school, linking with other education services whilst also provide information, support and strategies for the mother to set and maintain rules, routines and boundaries. She will focus on the employment issues when the school situation is stabilised.

Case Study 2

Annie and Chris are parents of Laura and Mia, both under 8. Chris has substance misuse issues and lost his job towards the end of last year and Annie has mental health issues. Both children are in primary school and their attendance is improving but has been very poor. Annie finds it difficult to manage the home and the worker helps with independent living skills. The worker is also helping the family access the correct services and the children to attend school. Parenting support and help with finances and benefits issues is being sought. The parents will be referred to the mindfulness course that will be running at the Children's Centre and the aim will be to focus on steps to employment when the current issues have been tackled.

Youth Offending Team's Education Support Service (annual report September)

Description	Individual mentoring for young people involved with the YOT.
Target activity	<ul style="list-style-type: none"> • To begin work in April 2013. • Have a minimum contact with young people of once per week based on individual need. • Number of target participants based on service needs.

¹⁰ All names are fictional and case studies adapted to ensure anonymity is maintained

Outputs	<ul style="list-style-type: none"> • Extension of hours of existing YOT worker. • Worked with two young people.
<p>Feedback about one young person's progress:</p> <p>Willink School - "Rachel has consistently supported Pete through his final year at the Willink. I believe we would have lost Pete's commitment to education had Rachel's support not been there."</p> <p>Pete's Mother - "I wanted to write to you regarding the mentoring my son received from the YOT. The help and support he received from both Rachel Caine and Hilary Hutchins was fantastic, both were very supportive and regularly kept me informed of my son's progress. I have seen a massive change in my son, his attitude has changed and he is now a much better person than he was before the mentoring started. Rachel worked closely with Pete at school and helped him prepare for his GCSEs. Even when the order had finished both continued to help my son. I am so grateful and appreciate everything they have both done for Pete and he feels the same."</p> <p>Other feedback:</p> <p>"Rachel has provided Jenny with superb support which has had a direct impact on the excellent progress Jenny has made. Rachel's work with Jenny has really supported and complemented the work of the teaching staff." - Lead teacher at a PRU</p> <p>Professionals on the Turnaround Families Management Group have spoken very positively of the YOT mentoring programme and are currently discussing extensions to this support.</p>	

4.3 Projects supporting new evidence-based activities

Parenting and family support for families with substance misuse issues

Description	Development and delivery of evidence-based programmes for families with substance misuse issues, with staff development enhanced by an action learning set.
Target activity	To deliver at least one Baby Incredible Years and one M-Pact Programme
Outputs	<ul style="list-style-type: none"> • In January 2013, Baby Incredible Years began targeted work with 4 substance misusing parents at North Thatcham Children's Centre and working with Turning Point. 2 families completed the Programme. • M-PACT train the trainer courses have been delivered to 2 people. • M-PACT has begun to work with 4 families. • Action Learning Set has been delivered to 8 staff.
<p>Parent Feedback for Baby Incredible Years – what worked:</p> <ul style="list-style-type: none"> • It hasn't been about drug issues • The Children's Centre has been a good place. • Partners were welcome and we were able to talk to them about what we were doing as they understood • Information about brain development was interesting, the attachment and how brains develop differently in boys and girls. Small bits of information such on the babies' development were useful and The safety quiz • It needs to have a Turning Point Worker who was qualified to recognise 	

whether someone was fit to attend – the worker should know the person as everyone presents differently

Parents' suggestions for improvement include:

- There weren't enough people, a bigger group of about 10 would be better
- Other people from other walks of life should be allowed to attend with varied experiences – not necessarily families just from Turning Point
- The Turning Point worker changed and it was assumed that the parents knew them but we didn't
- There should be honesty about why the Turning Point worker is involved
- Some of the content was too basic

Parents gave the following feedback in relation to early M-PACT sessions they attended:

"I enjoy my groups very much. I have got a lot from the group in how to deal with my alcoholism and control situations that may occur and deal with things that have happened"

"I think that these groups are good because it has given me a chance to talk things out with people if I am upset, and the activities make you look in deep at what it's about"

"I find our group very welcoming and friendly. It's very helpful and useful to know people are there for support for me and my daughter, and our communication is getting so much better".

Feedback in relation to the Action Learning Set identified the following issues:

- For specialist programmes with narrow age ranges it can be hard to reach required number of referrals
- Staff turnover is unhelpful (Turning Point)
- Managing different working cultures in children's' centres, family support with Turning Point was a challenge – the former being very structured and directive

And solutions:

- Clear links to wider referral process is needed
- Build relationships with referrers and find a way around issues with health visitors' emails
- Felt that critical to the project had been facilitators with experience with substance misuse problems emphasising the importance of MPACT working with local providers.
- Joint working led to greater awareness and accommodation of different professional and agency styles
- Ensure good written and verbal communication – the group adapted the M-Pact leaflet and this may now been adopted nationally

4.4 Evidence-informed local innovation

Adventure Family Training (residential [RAFT] and local [LAFT])

Activity	
Targets	<ul style="list-style-type: none">• To deliver one first RAFT in August 2012• Have 2 RAFTs and 3 LAFTs per annum• Work with 12 families altogether, 4 with RAFT and 6 with

	LAFT
Outputs	One RAFT was delivered in summer 2012 with 3 families. Could not identify a therapist to support the further development of the programme at that time though links were made with Wilderness Adventure in Essex - Adventure Dolphin staff visit now planned in May. Second RAFT in planning.
Case Study 1	
<p>In August 2012 a pilot Residential Adventure Family Training (RAFT) experience in Wales was provided for 3 families. This was run by Adventure Dolphin and the Family Resource Centre as a pilot for the development of a local and residential family-based adventure therapy programme. The lessons learned will contribute to design of the new programme, which will also use specialist expertise on adventure therapy programmes. For one mother who attended the benefits were clear:</p> <p>One mother said of her experience <i>Absolutely brilliant, my child has now seen me in a different light and recognises we have some thing in common especially rock climbing. We had the opportunity to talk about feelings and memories which has made us closer. Our improved relationship has helped us to maintain boundaries and rules.</i></p>	

4.5 Innovations Fund Projects

A grant call invited organisations to submit bids enhance or develop new activities targeted at families meeting the Turnaround Families Programme criteria. A number of creative projects were funded. These will not report until September 2013 but interim results are presented, for the period up to mid April 2013. The target numbers are up to September.

Start	Activity	Target Nos	Actual nos.
Jan	Berkshire Youth Berkshire Lions	10-12, Years 6 and 7	10 families

Case Study: Crafty Craft Race and involving the whole family

This is the first Lions Quest Programme to run in the UK. It is year-long structured programme and activities to engage and involve the whole family are part of it

We have entered the group in the Crafty Craft Race. At one session members were invited to bring their younger siblings and we used arts work to get them working together banners for them to wave on the day in support of the boat.

Parents were then invited to help build the craft and get involved with organisation, doing food and drinks for these sessions.

So using a community activity like this has been a great way to engage all family members and to show support for and interest in what the young people are doing.

Feedback from young people and parents via feedback forms.

The programme is at an early stage but early feedback from young people is positive *"Its fun", "like the snacks, "could be longer" "I like everything"*.

Parents reported that they were positive about the Programme, though most felt it was too early to see any behaviour changes.

Activity	Body Rocks Course by Creativity in Sport
Targets	16 families / 40 individuals
Outputs	<ul style="list-style-type: none"> • 3 families / 5 individuals completed work • PRU group of 8

	<ul style="list-style-type: none"> • work with group of up to 12 girls and 6 boys and their families in Thatcham starting in May. • support for unemployed group in Calcot under discussion with Calcot project
--	---

Activity	Creative Mindfulness workshops, East-West Detox Using practical, art and meditation based techniques the courses give children and adults a range of practical helping techniques they can use to understand, manage and change their behaviours in social situations.
Targets	2 school groups per term
Outputs	3 rd group underway (all PRUs), 4 th in Planning at Hungerford primary School and another with a Children's Centre 17 children involved

Feedback from young people on Creative Mindfulness:

"I enjoy meditation with Mike because he's a really caring person. He understands and he brings candles and different oils to chill and relax us which makes us focus on ourselves and our problems. Mike is really helpful because he used to take drugs so he knows what it is like. He makes you realise that you only have one life so make it good. The fact drugs ruin all opportunities for you is not the way to go about things."

"I enjoy doing these lessons because I've been one of those people who have been on weed and suffered a massive consequence from doing so and it was the biggest mistake I ever made. ...I want is a chance to talk to other people and tell them the horrible effects it has on them, because I've never had that chance before. I think it would be a good experience for me to be able to talk to people and help them. Also I really like to do drama and with the help of Mike I might be able to teach other people those skills and get their life back on track and find them a new hobby apart from drugs".

"I enjoy Mike's sessions because he is calm and relaxing and I'm thinking about his methods and practicing them. His lessons are interesting and different to any other lesson."

Case study: Badger's Hill PRU staff member on Mindfulness Course

Through sharing personal experience the facilitator, Mike, was quickly able to build a relationship with the group who engaged with the sessions.

The students were fully engaged in the discussions on Drug use and misuse, addiction and treatment. At the end of each session Mike demonstrated how meditation was very much part of the treatment and how it helped with allsorts of personality traits like anger and anxiety.

Mike's warm personality helped him to engage with the group. They showed him respect and always welcomed him. However sustaining the techniques shown by Mike was difficult for many of them.

Start	Activity	Target Nos	Actual nos.
Oct	Newbury Community Resource Centre	30 families / 40 individuals	13 families / 13 individuals

Case study: Bridgeway PRU on the Newbury Community Resource Centre

Chris attending the Community Resource Centre (CRC) has allowed him to have positive role modelling and an opportunity to achieve his potential to a very high standard. Students like him find education a very difficult environment and this can lead to long term negative attitudes towards learning, with the support from Joe at

CRC we have been able to discuss with Chris' future plans. The partnership working between CRC and Bridgeway has been the stable factor in his education and allowed him the opportunity to have a positive experience whilst in education.

Case study: Newbury Community Resource Centre

Jamie was initially unsure as to what he could offer as a volunteer but when he visited the project for the first time he was very drawn to the bicycle workshop. So far, Jamie has learnt new skills culminating in him building his own bicycle from scratch using re-cycled parts. Initially Jamie was uncertain due to lack of confidence however his confidence has developed enormously and he is seen as very much part of the team. Jamie's volunteer mentor said: 'Jamie has come on in leaps and bounds and if we were employing a trainee bicycle technician then Jamie would definitely be a worthy candidate'. Other users of the Slater Centre have commented to me on Jamie's politeness and helpfulness. Jamie said 'I think the project is amazing. I like meeting new people and getting on with other volunteers. I want to carry on as a volunteer as I am learning new skills too'.

Start	Activity	Target	Actual nos.
Jan 12	FRC UK Family Finance Roadshows	6 roadshows delivered by mid May	All 6 confirmed. (starting April 2013)
District wide roadshows: Calcot, Thatcham, Newbury Greenham, Newbury Clayhill, Lambourn and Hungerford. Brought together 9 organisations providing information, advice to families on benefits advice, savings, courses, etc. including Newbury College, CAB, Job centre Plus, Sovereign Housing, Credit Union, Family Information Service			
Feb 12	FRC UK Family Buddies Pilot	4 family matches by July	<ul style="list-style-type: none"> • 1 volunteer trained, and matched in April. • 2 more volunteers to be trained by mid May.

Start	Activity	Target Nos	Actual nos.
Oct 12	Adviza, Enhancing Chances	30	11
<p>Case study: Enhancing Chances with Adviza¹¹ Aidan had very low self esteem and motivation. He had a difficult home life, with both parents unemployed, and Aidan being a primary carer for one when not in school. Aidan did not see progressing to college or further training and just wanted to "get a job or something". His timetable was around 4 hours per day in school, and he avoided being inside at home wherever possible due to the environment.</p> <p>Through engaging with Enhancing Chances, Aidan was exposed to a series of experiences which drew out his strengths – he reflected on his work experience at a farm– one of the key things in his life which he felt fully engaged with and that he was making progress with. From this the Adviser was able to work with him and identify potential entry routes into post 16 education – and has now applied for Sparsholt College, with a backup plan in place with the Youth Contract and BIONIC support to engage him in agriculture and land based engineering – both of which will provide sustained training and satisfy the requirements of the Raising of Participation Age.</p>			

¹¹ Taken from the Enhancing Chances Mid-Year Report.

Having this safety net in place has given Aidan confidence in moving forwards and he is aware that he is not alone moving forwards and will be able to use this safety net – and the broader Adviza services – as they need it moving forwards into a post-16 environment. Additionally, the Adviser is working with Aidan to identify possible work experience placements in the future. Using the existing placement as a referee – and through using his own networking – we have been able to speak with a number of local farmers and agricultural contractors to nurture potential work placements to keep him engaged in positive activities on “non college days”, to build up his skills and experiences, and to offer him potential routes into apprenticeships when he feels ready for full time employment.

With trust built with Aidan we can look at possibilities of exploring wider family issues.

Start	Activity	Target nos by end July	Actual nos.
April 13	Family Support Brokerage, Kingsley	Up to 30	1 (started April 2013)

4.6 Workforce development

Outputs

1. Funded Kwango online domestic abuse awareness programme which launched in January 2013; 105 had accessed this training as at April 2013.
2. Specialist work with substance misusing families using conferences; two families have accessed this support.
3. Two places were funded on an NVQ level 4 course for complex families; two families accessed this support.

4.7 Activities not delivered for which funding was allocated

Provision	Reason for non delivery
Family Group Conferences and Individual Systemic or Family Therapy	General demand across Children’s Services for FGC reduced in 12-13 so no additional funding required. Unable to identify local therapists to support development of local adventure family training.
Adult and Family Learning	Discussions held but further funding not required in year. Plans agreed for 13-14.
Action research on poverty affecting children’s attainment	Funding was allocated to a joint Educational Psychology & School Improvement Service Project. Lack of school interest was cited as the reason the project did not start.
Place-based initiative	Discussions were held with the Calcot Project about contributory funding but not agreement reached. Further discussions are underway to hopefully agree a contribution for 13-14. However locality based support has been funded for activities in Clay Hill area and the finance roadshows. Across the district

4.8 Feedback from Innovations Fund project providers.

Some of the aspects of projects which were described as effective included:

- Working intensively with participants.
- Working closely with other professionals to ensuring the attendance of participants.
- Spending time outside of activities engaging participants informally and building trust.

Some of the techniques used to overcome barriers included:

- Leveraging community connections to identify families.
- Being persistent with schools and participants in order to achieve engagement.
- Running activities for a longer period to allow more time or participants to accept support and engage.
- Using PRU staff to help enforce discipline.

4.9 Outcomes as results submitted to DCLG

In January 2013, the first set of results to the Department for Communities and Local Government's (DCLG) as part of the payment by results model for the Troubled Families Programme. West Berkshire submitted results for 3 families, who showed the following progress:

- All families showed reduced exclusions and improved attendance to above 85% in the last 3 school terms.
- In one family, all minors showed more than a 60% reduction in offending over the last 6 months.
- In one family, there was more than a 60% reduction in anti-social behaviour over the last 6 months.

Families receive support and intervention from a wide range of agencies and interventions and the results claims show what positive changes have happened within families but not *how* these have come about. At this stage it is very unlikely that Programme activities can make any claim to making a difference as the first results submitted in January 2013 relate to periods of twelve or 6 months, before the Programme started. TFP activities will always contribute to only a part of the services received by families so any results will always be based on the contributions of many services and individuals. However in addition to the DCLG results Programme interventions will hopefully contribute to a range of hard and soft outcomes for families.

The DCLG rules about claim periods have also changed so subsequent claims will again show what has changed, but not what has caused these changes.

This is why we are trying to generate data at intervention level so that we can at least determine what difference small-scale activity can make.

It also reminds us why a partnership approach is so vital for this Programme – for understanding and tackling issues in families that so many agencies play a part in addressing.

The Government estimates that the cost to the public purse of families it wants to target through the Troubled Families Programme to be approximately £9 billion a year. Most of this is estimated to be spent on reacting to problems rather than providing lasting results and changing lives. So understanding the potential cost savings arising from Programme results is important.

Whilst we await the cost savings tool that will be adopted for the National Evaluation, we have produced an exemplar cost avoidance sum based on the above results submitted to DCLG. Table 4 illustrates some of these potential savings.

Table 4: Illustration of potential costs avoided from results achieved with families¹²

Type of cost – examples related to results above	To who	How much	Indicative TFP cost avoidance on first results
Single Arrest	Police	1,930 x 1 minor	1,930
YOT order	YOT	1,102 x 1 minor	1,102
School absence	Society	3,753 pa x 3	11,259
Anti-social behaviour warning letter	Safer Communities Partnership	66 x 1 family	66
Police call out	Police	33 per hour x 2 hours	66
Eviction for anti-social behaviour (example of ASB)	Social Housing provider	6,500 for 1 property	6,500
Total for one year			20,923

Table 5 looks at the progress of comparator and neighbouring authorities to West Berkshire in relation to the Troubled Families Programme. Of the 14 authorities, West Berkshire comes third in terms of percentage of families worked with for which results were achieved and fourth in terms of the number of families results were submitted for. We aimed to work with 51 families in the first year and actually provided provision to 46 families (90%).

As mentioned at the start of the report each authority can determine its own approach to working with families. Table 5 shows that the top two claimants are somewhat outliers in relation to all other authorities in the table, which must raise questions for DCLG about what is happening 'on the ground' and the extent to which any kind of national tracking can lead to comparative data presentation.

Table 5: Results submitted by comparator authorities in January 2013

Area	Total number of families	Number of families as identified as at Dec '12	Number of families worked with as at Dec '12	Number of families for which results achieved as at Jan '13	% of families worked with for which results achieved
Slough	330	172	99	80	81
Wiltshire	510	277	277	122	44
West Berkshire	145	119	35	3	9
Windsor & Maidenhead	140	140	38	2	5
Oxfordshire	810	516	262	9	3
Reading	345	341	59	0	0
Bracknell Forest	115	36	26	0	0
Wokingham	110	46	37	0	0
Hampshire	1590	489	236	0	0
Southampton	685	615	51	0	0
Surrey	1050	771	163	0	0
Portsmouth	555	175	51	0	0
Buckinghamshire	545	417	60	0	0
Hertfordshire	1350	1211	194	0	0

¹² These calculations were made using C4EO/DfE Family Cost Savings Calculator which is available at the following location: <http://www.c4eo.org.uk/costeffectiveness/>

In terms of meeting the matched funding criteria, West Berkshire contributed to this in year one by:

- Revenue funding into the Programme budget via a carry forward for 2012-13
- Extensive partner time in planning and servicing groups
- Collaborative delivery models with some interventions for example the M-Pact programme has involved staff from the Family Resource Service, the Edge and Turning Point as well as the Family Support Worker Edge of Care. Similarly the Baby Incredible Years has been delivered with Children’s Centre and Turning Point staff with clinical supervision support from the Parenting Support Co-ordinator.
- The Family Finance Roadshows have involved Newbury College, Sovereign Housing, Job Centre Plus, Citizen’s Advice Bureau and Newbury Credit Union
- Development of the Family Buddy scheme has involved members of the community giving them time voluntarily to be buddies.
- YOT mentoring support was given to the Programme without charge

We hope we can link contributions to amounts in 2013-14 with the aid of the national costing tool.

4.10 Impact

TFP provision should contribute to making a positive difference to the following high level outcomes prioritised by the Children and Young People’s Partnership and these will be data areas we can track more closely from Year 2 now we have the RAISE information.

Children ¹³ grow up in families without experiencing domestic violence
Children living in low-income families attain and achieve in school to the same level as their better off peers
Children have good mental and emotional well-being

4.11 Systems change

In the final part of this section we report on specific early outcomes that may inform systems level change.

Opportunities

A main opportunity that was taken in relation to service adaptation was to use the Family Intervention Project in-house transfer to create a single team and referral pathway for the TFP. Due to the transition issues, this delayed full implementation of the referral route.

The savings agenda within the Council requires us to think differently about how we can improve services to families whilst also having to reduce some aspects of provision. This gave us the chance to link the change aims of the Programme to internal developments. In particular work related to early help for families and support pathways for children.

We have been able to use the development of a set of questions related to children in adult social care assessments to build in TFP criteria to support identification of families. This will be tested from May 2013.

¹³ Children = from pre birth to 19 or 25 for those with a learning disability

During the year, closer working opportunities have arisen with Job Centre Plus, the Progress Programme (funded by Department for Work and Pensions and European Social Fund) and other adult-focused services including Turning Point and the Probation Services. These can be developed further in Year 2 to enable access to the Programme via both children's and adults' routes.

Identifying and sharing learning from the Programme is critical. Activities like the action learning set for those working with families with substance misuse and the family finance road shows has promoted and encouraged learning from inter-agency working. The latter were intended to bring agencies together working on the impact of benefit reforms to support joint working. Finding different ways to generate individual and organisation learning from the Programme is very important.

Some of the issues related to the information sharing challenges led to the decision to update the Multi-agency Information Sharing Protocol and discussions to produce a single Protocol relevant to both the Children and Young People's Partnership and Safer Communities Partnership. This has been done.

Creative space

To agitate systems thinking it was hoped that the Innovations Fund projects would bring a breath of 'fresh air' into a scenario where many services have been working a long time with families and invite us to consider new questions and to explore what might and does work with which families in which contexts.

The bids that were submitted enabled us to fund new and interesting projects including:

- Development of M-Pact Programme for families with substance misuse issues
- Delivery of the first Lions Quest Programme in the UK, a highly structured year-long community-based international programme. The stage we are funding is for young people at transition between primary and secondary school and is being delivered in the area of highest child poverty in the district.
- A Body Rocks Programme that integrates discussion, physical activity, motivational training, accredited training opportunities and a peer training model.

Stakeholder engagement

Having a core engaged and committed group of service managers helped considerably in taking the Programme forward and side-stepping some of the basic challenges of having a Programme that is called 'Troubled Families' and how to take it forward in a way that does not label families.

As shows from the service map produced below the criteria for the Programme required engagement with a very broad range of services and the need to find points to connect and to work together for mutual benefit. In year a piece of work was done to understand the 14-19 landscape as there seemed to be a number of national and local initiatives targeting the same NEET and at risk of NEET group. A workshop was run for the relevant agencies and prospectus type document was produced with information on these to share with professionals.

Figure 10: Turnaround Families Programme Service Map – many of these services cover more than one area



Implementation Group member views

A survey of Implementation Group members with regard to progress against the Programme ambitions elicited eight responses.

To turnaround service delivery to better meet the needs of local families with high needs, including through help at an 'earlier stage', respondents felt that this started through good relationships with key partners and existing services within West Berkshire. This also helped target the right families. Some of the barriers put forward include lack of clarity from Central Government, difficulties with obtaining information to identify families and the complexity of the Programme.

To turnaround the lives of 145 families who engage with the programme in a positive way, good partnership working and leadership helped towards this. Also local services helped engage target families whilst new services strengthened existing initiatives. Some of the barriers to achieving this ambition included lack of resource and capacity creating delays in programme start-up; issues with identifying families rather than individuals, the complexity of the programme, lack of clarity from Central Government and professional's lack of awareness about the Programme. Another barrier was key services, such as schools, not being involved to the level required in order to move ahead with the Programme.

One of the main factors that helped West Berkshire Council to offer both challenge (to do better) and support (to carry out a difficult task) to service providers and families was that many existing related services were already working well. Also the determination to make the Programme a success by those involved. Some of the suggested barriers to this ambition were lack of understanding of family education and learning needs and of the referral process. Also, lack of articulation about what

the Programme looked like in practice. Working through PRUs limited the Programme from working in a more family focussed manner, but also helped delivery to get up and running.

Delays in staff recruitment and decisions about where to 'host' Programme operations impacted negatively on service delivery to families, take up of Innovations Fund Projects and confidence in the Programme referral pathways by some potential referrers. A lot of work was done in the first part of the year talking to people about the Programme and engaging people and the delayed start meant momentum from this work was lost.

Section 5: Conclusions

The first year has seen mixed success, with direct family contact happening through a phased start up process. Some summary conclusions are presented next.

- **Using the Programme funding to support different types of provision** has brought funding opportunities for voluntary and third sector providers and enabled the development of new forms of support and intervention for families.
- **Indicative findings from different projects are positive** but in Year 2 more data on outcomes and impacts will be obtained, as well as family experiences. In terms of commissioning activity more attention needs to be given to a focus on early age, earlier stage help, particularly as the 'marketplace' of provision in the NEET 15-18 year old space is a relatively crowded one.
- **Taking the opportunity to integrate the Family Intervention Partnership team** with the Turnaround referral and intervention work to become a single Family Intervention Team appears to be a positive step. This has provided with a single referral entry point and a more streamlined and coherent offer to families and professionals. It also has resulted in three levels of intervention that align with the model favoured by DCLG.
- **Including a community focus** allows for local capacity building and helps to identify and grow local support for families. Further locality effort and coordination is needed to achieve this.
- **The contributions of a wide range of individuals and agencies** to the thinking and development of the Programme have ensured that the Programme gained momentum and a focus in the early days, though delivery delays offset some of these benefits.
- **The Programme has involved a heavy investment of partners' time** relative to the level of funding. It is important therefore that in Year 2 and thereafter we achieve a good return on this investment.
- **The combination of DCLG rules, which have changed over time, along with the Programme complexity** made understanding the Programme and communicating this to others a challenge.
- **Issues related to information sharing and data collation** for both national and local activity took a lot of time to understand and work through and remain complex.
- **The multi-stranded approach to Programme activity** makes it hard to see the whole picture of Programme delivery. Activity and reporting timelines for different projects mean that it will not be until the Year 2 report that this picture can be presented fully.
- **Holding the line on the referral criteria and fidelity** in relation to whole family work requires strong gate keeping and monitoring. The phased approach working through the Pupil Referral Units helped get services to young people but diluted action related to whole family economic activity.

Section 6: Priority actions for Year 2

The Implementation Group members who responded to the survey identified the following priority areas for action in Year 2 (n=8).

- Make best use of collective resources, including building on use of joint resources/knowledge to target the right families
- Increase family participation in Programme design and evaluation
- Establish the main referral and delivery route, and ensure it is
 - well promoted
 - simple
 - accessible
 - low on bureaucracy
 - co-ordinated with other relevant referral processes.
- Get a prompt, quick start to allow full year of impact
- Broaden understanding of Programme goals
- Start looking at ways in which other services can learn from the programme's work
- Closer monitoring of contact with families, looking at outcomes and impact
- Co-ordination of services and effort across a wide range of provision including services for adults such as Adult Social Care, Probation Service, Job Centre Plus and Work Programme providers and build community based networks and provision.
- Link to wider children's services pathways project.
- Greater involvement/awareness in schools – joining up with the Pupil Premium activity in schools
- Ensure learning from Programme feeds up and down
- Demonstrate front line delivery benefits.
- Undertake further needs analysis
- Assess impact and effectiveness of the various strands of the Programme
- Commission work based on learning from Year 1
- Make sure that everyone (internally and externally) is clear of their role
- Be prepared to challenge service providers for either not using the service or not adapting their practice around the programme principles and values
- Use the referral process and Family Intervention Team panel as a means of monitoring, challenging and supporting providers which will thus help them challenge and support families better.
- To set and monitor targets for referral levels from different service providers

These will be translated into action plans by the Management Group but will include the following:

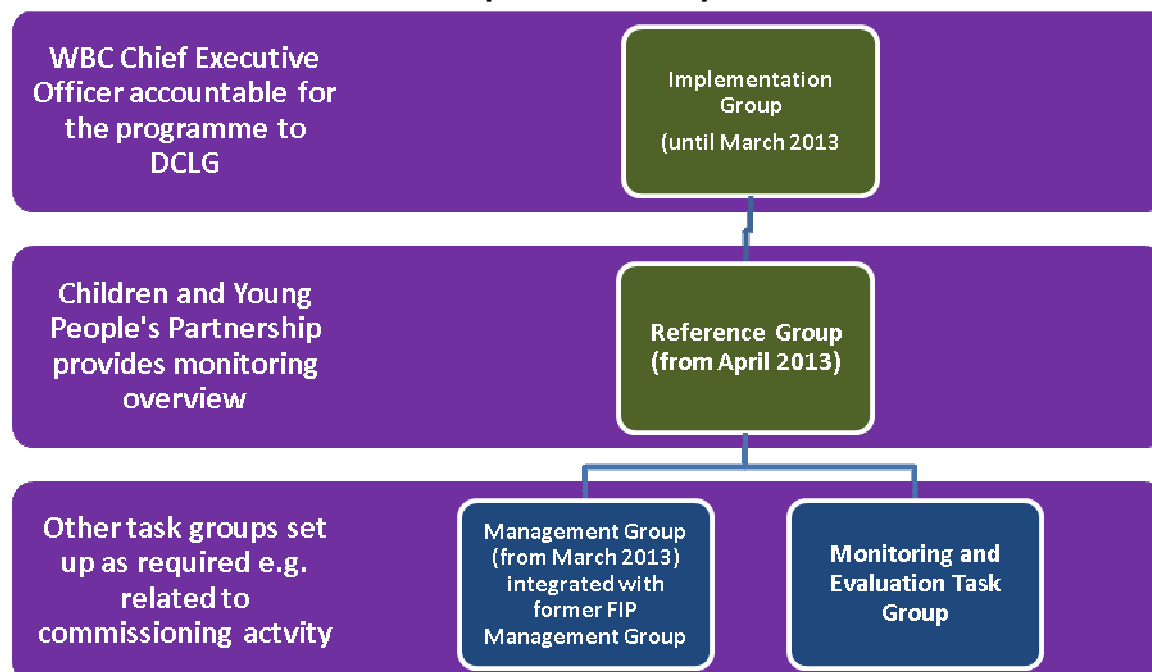
Next steps

Commissioning Plan to be agreed by Management Group when funding confirmed by DCLG	May 2013
Implementation of commissioning plan	May-July 2013
Promotion of referral pathway to relevant services and agencies	April-May 2013
Proactive work to generate referrals setting targets for YOT, Education Welfare Service, Children's Social Care and Adult Services	Mat 2012
Links with Job Centre Plus and other adult employment services to be clarified and agreed in writing and through operational activity	May 2013

Appendix 1:

Governance

Groups Membership



Reference Group Membership

Alex O'Connor	ASB Coordinator
Andrea Griffiths	Headteacher Hungerford Primary School
Angie Creed	Education Data Management Assessor
Angie Palmer	Team Leader, The Key
Cathy Burnham	Principal education Psychologist
Cathy Hunter	Family Intervention Team Lead
Davy Pearson	YOT Manager
Geoff Bush	Jobcentre Plus
Irene Neill	Portfolio Holder Children and Young People's Services
Jacque Davies	Head of PRU
Janet Scott	Service Manager (Adult & Community)
Julia Waldman	Commissioning, Strategy and Partnerships Manager (CYP)
Mark Evans	Head of Children's Services
Natalie Upton	Leaning and Services Information Manager, Newbury College
Pamela Bale	Council Member for Pangbourne Ward and Deputy Leader of the Council
Robin Rickard	Local Police Area Commander
Satdeep Grewal	Development Officer, Turnaround Families Programme

Management Group Membership

Alex O'Connor	ASB Coordinator
Carolyn Waterhouse	FRS Manager
Cathy Hunter	FIP Manager
Davy Pearson	YOT Manager
Julia Waldman	Commissioning, Strategy & Partnerships Manager
Juliet Penley	Children's Service Manager

Karen Pottinger	Principal Education Welfare Officer
Rebecca Horne	Sovereign Housing
Satdeep Grewal	Development Officer, Turnaround Families Programme
Vacant	Family Referral Coordinator
Kazem Bholah	CAMHS Service Manager Newbury

Monitoring and Evaluation Task Group

Alison Roe	Research & Information Manager
Julia Waldman	Commissioning, Strategy and Partnerships Manager (Children and Young People)
Satdeep Grewal	Development Officer, Turnaround Families Programme
Angie Creed	Education Data Management Assessor
Alison Berry	Information Officer, Children's Services

Innovations Fund Assessment Group

Cathy Burnham	Principal Education Psychologist
Alex O'Connor	ASB Coordinator
Julia Waldman	Commissioning, Strategy and Partnerships Manager (CYP)
Irene Neill	Council Member for Aldermaston Ward
Andrea Griffiths	Headteacher, Hungerford Primary School

Appendix 2:

National Troubled families criterion and payment-by-results measures¹⁴

National Troubled Families Criteria (more than one criterion may apply per person)	
1	Involvement in crime and anti-social behaviour (ASB)
1a	Households with 1 or more under 18 year old with a proven offence in the last 12 months
1b	Households where 1 or more member has an ASBO, ASB injunction, anti-social behaviour contract (ABC), or where the family has been subject to a housing-related ASB intervention in the last 12 months (such as a notice of seeking possession on ASB grounds, a housing-related injunction, a demotion order, eviction from social housing on ASB grounds).
2	Have children who have not in school (due to unauthorised absence or exclusion)
2a	Has been subject to permanent exclusion
2b	Three or more fixed school exclusions across the last 3 consecutive terms
2c	Is in a Pupil Referral Unit or alternative provision because they have previously been excluded
2d	Not on a school roll
2e	A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms
3a	Households which also have an adult on DWP out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance).

Result	Attachment fee	Results payment	Total
They achieve all 3 of the education and crime/ASB measures set out below where relevant: 1. Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; and 2. A 60% reduction in anti-social behaviour across the family in the last 6 months; and 3. Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.	£3,200 per family	£700 per family	£4,000 per family
If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the ESF provision in the last 6 months).		£100 per family	
OR			
At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the ESF Provision or Work Programme to avoid double-payment).	£3,200 per family	£800 per family	£4,000 per family

¹⁴ Taken from DCLG's 'Financial Framework for the Troubled Families Programme's payment-by-results scheme for local authorities (March 2012), p.10.

Appendix 3:

Income modelling for Turnaround Families Programme in West Berkshire

2012-15 Income	Year 1	Year 2	Year 3	
Data collation carry forward (staff costs)	20000	0	0	
Co-ordinator fee (staff costs)	75000	75000	75000	
Attachment fee for year	160000	122400	32000	
Grant carry forward		58500		
Anticipated results payment based on 40% success rate*	0	16000	32640	
Total	255000	271900	139640	
Calculations				
Attachment fee as a percentage of £4000	80%	60%	40%	
No. of families engaged	50	51	20	121
Results payment as a percentage of £4000	0	20%	40%	
Minimum no. of families likely to achieve successful results for whom results payment will be received	0	20	21	49

*This level set to provide appropriate level of challenge whilst minimising financial risk to Council of not meeting results for all families

Appendix 4:

Glossary of Terms

Acronym	Definition
ADHD	Attention Deficit Hyperactivity Disorder
ASB	Anti-social Behaviour
ASBO	Anti-social Behaviour Order
ASD	Autistic Spectrum Disorder
CAF	Common Assessment Framework
CAMHS	Children and Adult Mental Health Service
CRC	Community Resource Centre
CYP	Children and Young People
DCLG	Department of Communities and Local Government
DWP	Department for Work and Pensions
FGC	Family Group Conference
FIP	Family Intervention Partnership
FIT	Family Intervention Team
FRC UK	Family Resource Centre UK
FRS	Family Resource Service
LAFT	Local Adventure Family Training
M-PACT	Moving Parents and Children Together
NEET	Not in Employment, Education or Training
ONS	Office for National Statistics
PBR Model	Payment by Results model
PRU	Pupil Referral Unit
RAFT	Residential Adventure Family Training
RAISE	West Berkshire's children's information system
TFP	Turnaround Families Programme
YOT	Youth Offending Team

Turnaround Families Team,
West Berkshire Council,
20 Mill Lane,
Newbury,
West Berkshire,
RG14 5QU

Julia Waldman (Troubled Families Co-ordinator)
Email: jwaldman@westberks.gov.uk
Tel: **01635 519 810**

Satdeep Grewal (Development Officer,
Turnaround Families Programme)
Email: sgrewal@westberks.gov.uk
Tel: **0771 748 3582**

Elizabeth Roe (Communications Apprentice)
Email: eroe@westberks.gov.uk

