

<b>Title</b>	Applying Data Standards to a Troubled Families Programme.
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<b>Author</b>	Paul Davidson, LeGSB Director of Standards, and CIO Sedgemoor District Council
<b>Purpose</b>	To propose the benefits of applying data standards to a Troubled Families programme.
<b>Type</b>	LeGSB White Paper

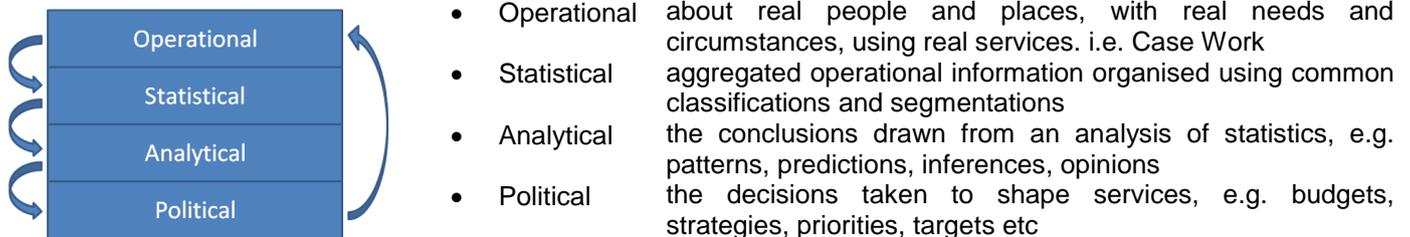
Revision	Date	Author	Notes
1	22/01/2013	Paul Davidson, for LeGSB	
2	04/03/2013	Paul Davidson	Include 'Risk Factor' as operational data.

### This document

1. This LeGSB<sup>1</sup> White Paper proposes how data standards can be applied to a 'Troubled Families' program so that.
  - Case work is supported with information
  - Evidence is provided to support local policy making
  - Good practice is shared on 'what works'.
  - Open Data is published to enable local and national scrutiny of value for money.
2. This document is drawn from information provided by Trafford Council during January 2013.

### Contexts of Public Sector Information

3. Public Sector Information can be considered over four contexts.

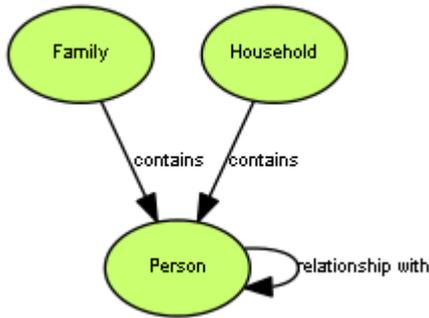


4. Applying this to a 'Troubled Families' program ...
  - Operational Data referring to each identified family. Multi-agency data flows.
  - Statistical Aggregating and categorising information arising from operational information. Linking to Statistics about demographics, services etc to provide context and comparison.
  - Analytical The conclusions and assumptions that public sector agencies have made.
  - Political The objectives, targets, resources, and so on that have been set. How these are observed via Operational data.

<sup>1</sup> <https://knowledgehub.local.gov.uk/group/localegovernmentstandardsbody>

## Operational Data for ‘Troubled Families’

### 5. Person, Family, Household.



Family	A group of people affiliated by consanguinity, affinity, or co-residence. ( <a href="http://en.wikipedia.org/wiki/Family">http://en.wikipedia.org/wiki/Family</a> )
Household	A group of people who either share living accommodation, or share one meal a day and who have the address as their only or main residence ( Financial framework for the Troubled Families programme’s payment-by-results scheme for local authorities )
Person	

It is important to distinguish between a ‘Family’ and a ‘Household’. For the purposes of ‘Troubled Families’ ...

		Standards
<b>Person</b>	A person, identified using one or more internal and external reference numbers depending on the role that the person takes.	Biographical information such as <ul style="list-style-type: none"> <li>• Gender</li> <li>• Ethnicity</li> </ul>
<b>Household</b>	A group of people identified as a ‘Troubled Family’ in a local programme, living at the same accommodation. The ‘payment by results’ criteria apply to this group of people. The make-up of the household can change over time as people join or leave the accommodation.	
<b>Family.</b>	A group of people who have a relationship. The extended family may contain people not in the same accommodation. A Person may consider themselves to be in more than one Family.	
<b>Relationship</b>	The nature of the relationship between two people.	A standard list including terms such as <ul style="list-style-type: none"> <li>• Father</li> <li>• Mother</li> <li>• Brother</li> <li>• Sister</li> <li>• Carer</li> </ul> <p>Some more complex relationships may be of interest. E.g.</p> <ul style="list-style-type: none"> <li>• Step Father</li> </ul>

#### How is this recorded at Trafford?

Trafford record ‘People’ in their eCAF computer system, together with

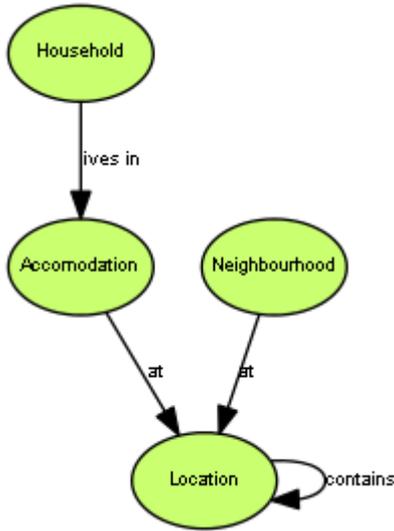
- A unique ID for the Person
- Biographic data such as gender, age.
- The address that they reside at
- Relationships to other people
- Links to Key Professionals

The eCAF system holds a single record per property which is then attached to each ‘Person’.

They are then able to identify

- Households by a common Property Address
- Families via combinations of Relationships

6. Accommodation, Location, Neighbourhood.



Accommodation	<p>Examples of what is clearly living accommodation are houses, flats, houseboats, holiday villas and apartments.</p> <p>By contrast it does not cover accommodation in a hotel room, other forms of board and lodging and non-residential accommodation such as a workshop, garage or office. These items are all accommodation (other than living accommodation).</p> <p><a href="http://www.hmrc.gov.uk/manuals/eimanual/eim11321.htm">http://www.hmrc.gov.uk/manuals/eimanual/eim11321.htm</a></p>
Location	<p>A particular geographic place or position described as a point, area, or volume. 'Locations' can be contained in 'Locations'.</p>
neighbourhood	<p>The 'People' in a particular area 'Location', surrounding a point.</p>

For the purposes of 'Troubled Families' ...

		Standards
<b>Accommodation</b>	<p>The property at which a household resides identified using</p> <ul style="list-style-type: none"> <li>• An address</li> <li>• A property reference number</li> </ul> <p>It may be useful to record information about the characteristics and condition of the property such as</p> <ul style="list-style-type: none"> <li>• Property Type</li> <li>• Number of Bedrooms</li> <li>• Tenancy Type</li> </ul>	<p>UPRN from National Land and Property Gazetteer.</p> <p>Vocabularies to describe attributes of a property.</p>
<b>Location</b>	<p>The coordinates of the point where the 'Accommodation' is located.</p> <p>Other defined locations that contain that point. e.g. Ward, Parish, LSOA, Health Authority Area, Housing Estate.</p> <p>Many 'Metrics' can be associated with defined 'Locations', e.g.</p> <ul style="list-style-type: none"> <li>• Demographics</li> <li>• Incidents</li> </ul>	<p>Coordinates system.</p> <p>Administrative Geographies</p> <p>Combinations of small geographies to form 'Settlements'.</p> <p>Types of 'Metrics' that can be associated to a Location.</p>
<b>Neighbourhood.</b>	<p>A Troubled Family may be having an impact on a Neighbourhood, in which case it is useful to be able to highlight incidents that occur to those people or places.</p>	

**How is this recorded at Trafford?**

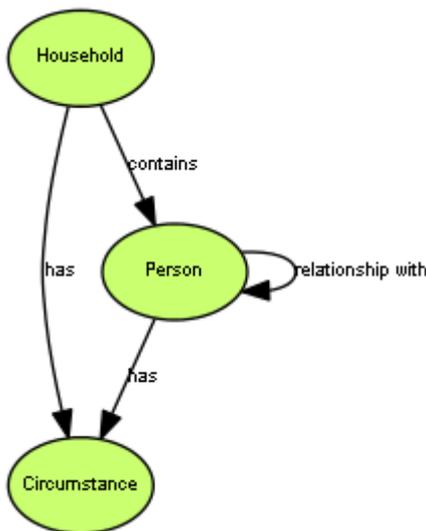
The eCAF system holds a single record per property which is then attached to each ‘Person’.

The properties that contain a Household that is in the ‘Troubled Families’ program are indicated, and the UPRN is bring added.

The UPRN links to the Local Land and Property Gazetteer, which in turn links to the GIS system to provide coordinates for the Location.

From those coordinates, the geographic areas that contain the point can be found.

7. Circumstances.



Circumstance	The ‘State’ of an Entity at a point in time, that can be changed over time and/or by an ‘Event’.
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For the purposes of ‘Troubled Families’ ...

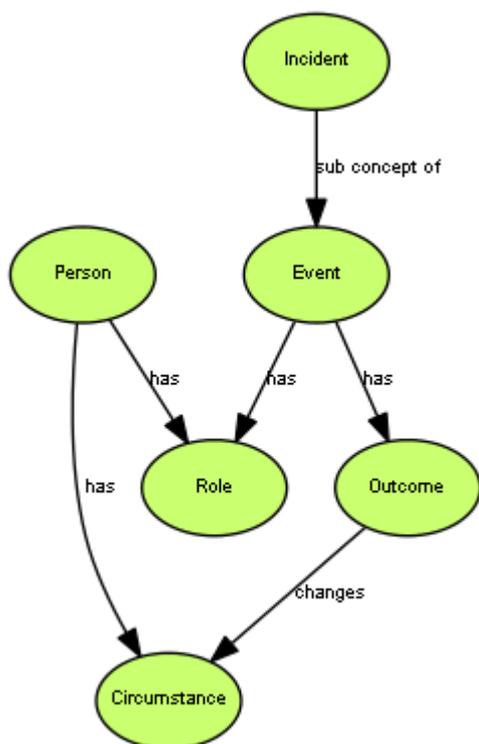
		Standards
<b>Circumstances of a Household.</b>	<p>A Household may have many Circumstances. As a minimum these should include the indicators that are being monitored to measure the effectiveness of the programme.</p> <p>e.g. “Youth Crime or Anti-Social Behaviour in the family”</p>	DCLG to provide a list of circumstances.
<b>Circumstances of a Person</b>	<p>A Person may have many Circumstances. As a minimum, these should include the indicators that can be brought together to evidence the Circumstances of a Household.</p> <p>For example, if a Person has a circumstance of ‘in receipt of workless benefit’ from a date, then if all People in the Household have that circumstance, then the Household will have a Circumstance of ‘No Adults in employment’.</p>	List of Personal Circumstances that effect the Household circumstances being monitored.

**How is this recorded at Trafford?**

The eCAF system records the circumstances of people.

A separate spreadsheet is periodically updated from data from the eCAF system that lists each Household. The circumstances of the Household is then derived from the circumstances of each person in the Household.

8. Events change Circumstances.



Event	An occurrence
Incident	An unplanned Event
Outcome	The change of a Circumstance caused by an Event.
Role	The way in which an entity takes part in an Event. Entity is typically a Person or Organisation.

For the purposes of ‘Troubled Families’ ...

		Standards
<b>Event</b>	<p>Events will occur that can change the Circumstances of People. Tracking types of events can be useful to determine which Interventions result in useful Events. Events might be categorised using a list including entries such as:</p> <ul style="list-style-type: none"> <li>• Apply for a Job</li> <li>• Interviewed for a Job</li> <li>• Got Job.</li> <li>• Made redundant</li> </ul>	A National List of ‘Event’ types.
<b>Incident</b>	<p>Some Events will be unplanned, and may require a reactive Service from a Public Sector Organisation, for example</p> <ul style="list-style-type: none"> <li>• Excluded from School</li> <li>• Noise Complaint</li> <li>• Injury</li> </ul>	A List of types of Incident.
<b>Role</b>	In many cases the ‘Role’ of a person in an Event is obvious e.g.	A List of Roles as

	<p>Event – Apply for Job Role – Applicant</p> <p>But in others this will need to be stated</p> <p>Event – Burglary Role – Victim</p>	they may apply to Events.
<b>Circumstance</b>	<p>Some Events may change the Circumstances of a Person, from a date.</p> <p>For example</p> <p>Event: Got Job Circumstance: Employed.</p> <p>A Circumstance may change where an external agency advises, but may not provide information about the event that caused the change. For instance, the DWP may advise that a person is now in receipt of a workless benefit.</p>	

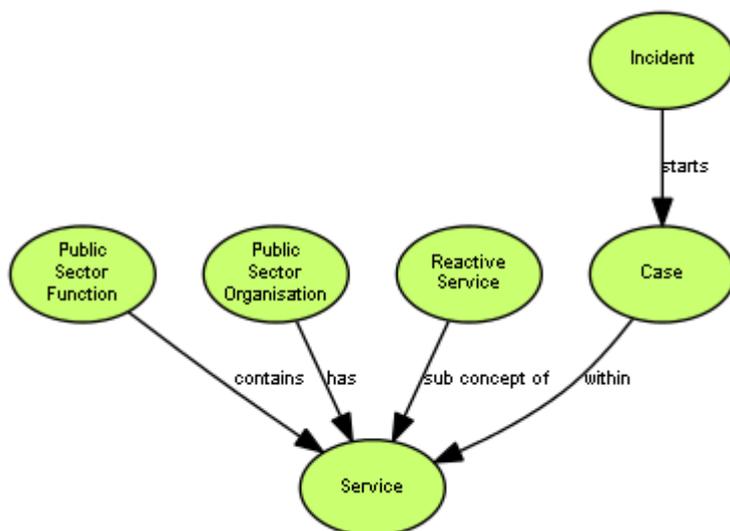
### How is this recorded at Trafford?

The eCAF system records events against each person.

Events can be recorded by various participating organisations.

A list of people that the council is tracking is routinely send to the DWP who are asked to reply indicating which are in receipt of a workless benefit.

### 9. Incidents raise Cases for Reactive Services



Case	A collection of 'Events' for a single service demand.
Service	The capacity to carry out a procedure.
Reactive Service	A type of service that responds to an 'Incident'.
Public Sector Function	A group of Services provided by the Public Sector.
Public Sector Organisation	

For the purposes of 'Troubled Families' ...

		Standards
<b>Reactive Service</b>	Some types of ‘Service’ will have been selected as of interest to the ‘Troubled Families’ programme. For Example <ul style="list-style-type: none"> <li>• Accident and Emergency</li> <li>• Noise Complaint</li> <li>• Exclusions from School</li> </ul>	Selected from a national list of public sector services, such as the esdToolkit’s Services List.
<b>Case</b>	Where a Case is raised that is about a Person contained in a Troubled Family, the ‘Events’, ‘Outcomes’ and changes of Circumstances can be highlighted.	

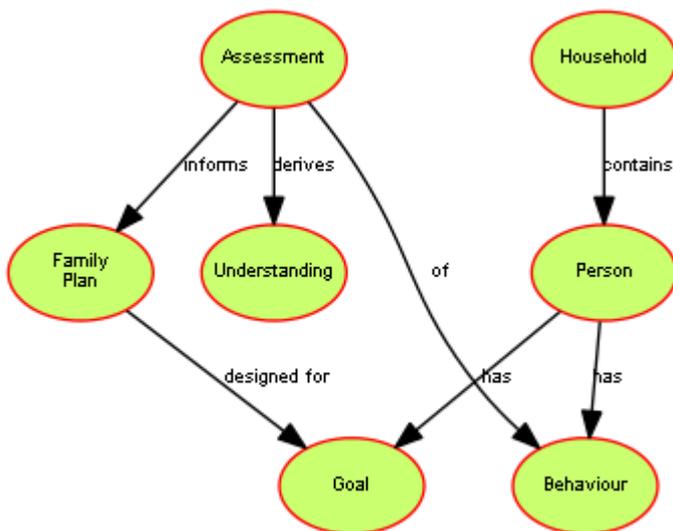
**How is this recorded at Trafford?**

A set of Services from each Partner Agency is drawn up, which are relevant to the Troubled Families programme. These include services that are likely to change the Circumstances of a Person in the programme.

Each partner organisation is provided with a list of people that are within identified Troubled Families.

If a Service raises a Case is raised for a relevant Person, the partner organisation updates the eCAF system to record the Events.

10. Setting Goals for a Troubled Family

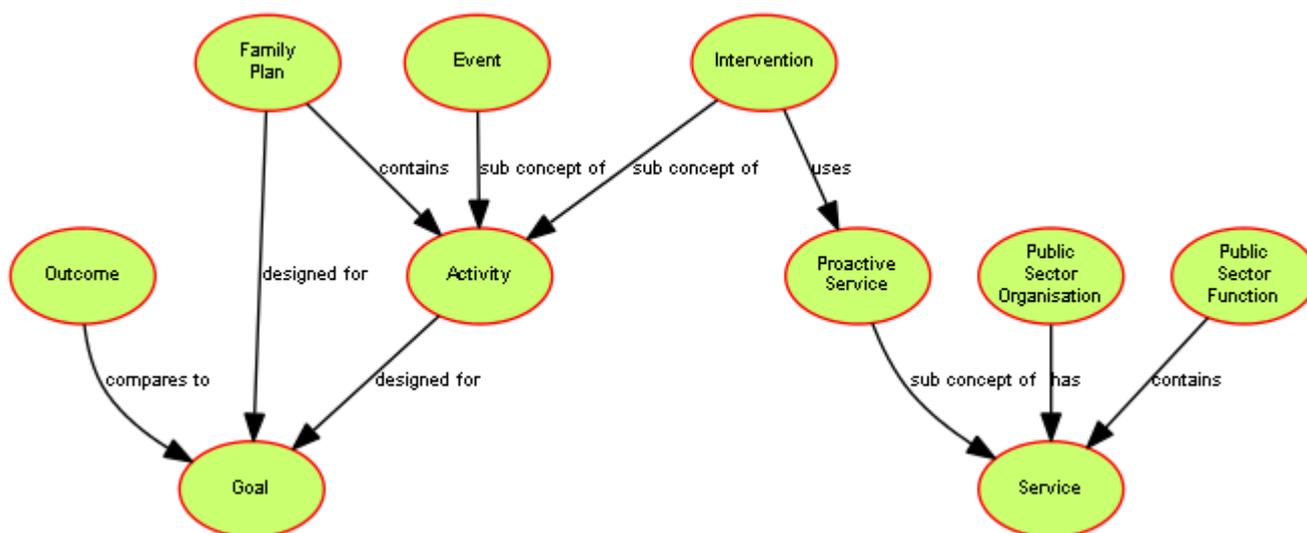


Assessment	The result of an activity to draw conclusions from available information.
Understanding	Insight derived from an Assessment
Behaviour	A recurring characteristic of a Person.
Goal	An outcome desired by a Person.
Family Plan	A set of agreed planned actions designed to achieve goals.

For the purposes of ‘Troubled Families’ ...

		Standards
<b>Assessment</b>	Working with the family, an assessment will highlight behaviours that lead to current and future circumstances.	List of Risk Factor Types. ( See later for examples )
<b>Goal</b>	Goals are personal to each individual, and agreed with the programme as relevant to the programme’s objectives.	Coarse category of Goal Types. ( See later for examples )
<b>Family Plan</b>	A Plan agreed with the family that contains activities that are designed to achieve goals.	

### 11. Intervening to achieve Goals



Activity	A planned Event
Intervention	An Activity that is designed to alter the likelihood of future events.
Proactive Service	A type of service that is designed to achieve positive outcomes.

For the purposes of ‘Troubled Families’ ...

		Standards
<b>Activity</b>	<p>Activities will be contained in the ‘Family Plan’</p> <p>Information can be recorded to show if an Activity took place, the ‘Outcome’, and the change of circumstances as a result.</p>	
<b>Intervention</b>	<p>These are activities initiated by the programme whose effectiveness is of particular interest. This could be a consideration of</p> <ul style="list-style-type: none"> <li>• Events that followed an Intervention, e.g.               <ul style="list-style-type: none"> <li>○ Number of Job Applications made, following support on applying for a job</li> </ul> </li> <li>• Achievement of personal goals, e.g.               <ul style="list-style-type: none"> <li>○ Person gets a Job, following support on applying for a job</li> </ul> </li> <li>• A significant change to a Household Circumstance e.g.               <ul style="list-style-type: none"> <li>○ Household has an adult in employment, following support on applying for a job</li> </ul> </li> </ul>	<p>A coarse list of ‘Types of Intervention’ that could be applied nationally so that the effectiveness can be compared.</p>
<b>Proactive Service</b>	<p>Some Interventions will make use of existing Public Sector services.</p>	<p>Selected from a national list of public sector services, such as the esdToolkit’s Services List</p>

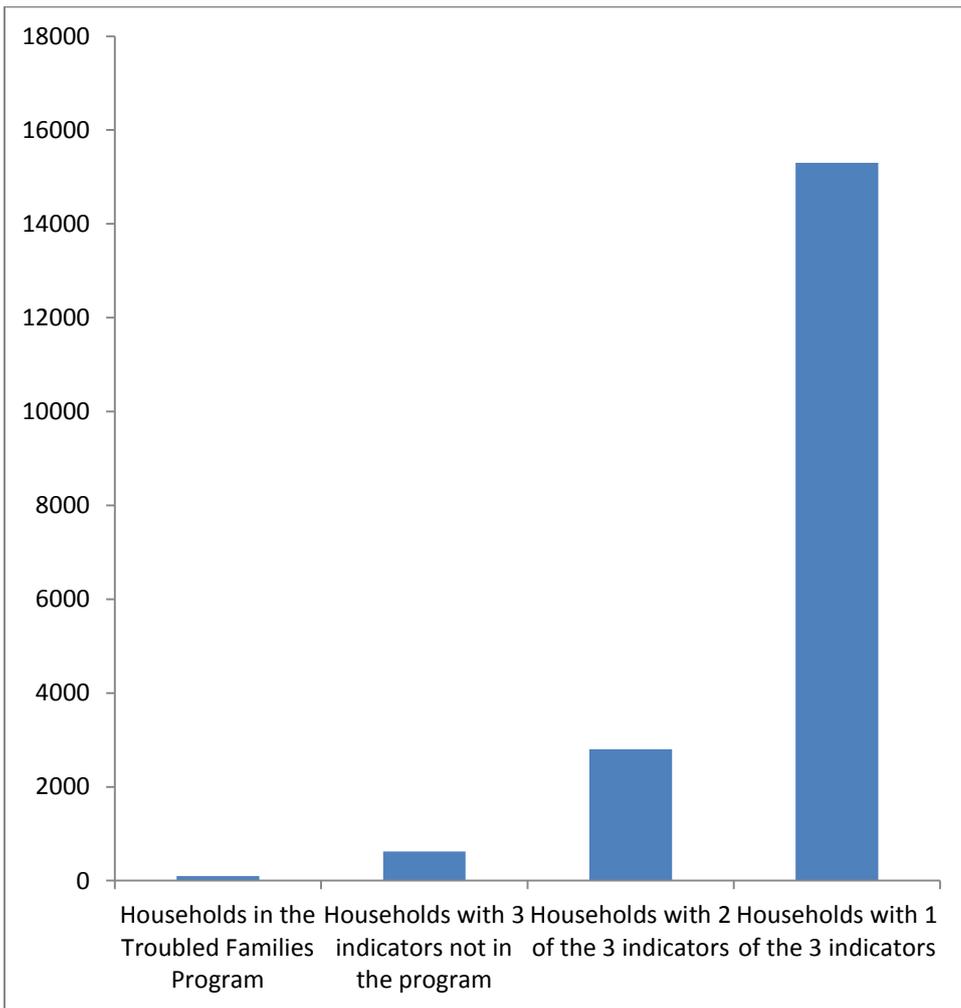
### Statistical Data for ‘Troubled Families’

12. Comparing the number of types of ‘Family in Difficulty’, to all Households in an area.

By

- Defining certain ‘Communities’, in particular
  - All Households in the Council Area
  - Households in the Troubled Families programme
  - ... and other categories of ‘Families in Difficulty’
- Creating Metrics for the number of each type

... then useful statistics can be derived for the number of households in each category, as compared to the total number of households in an area.



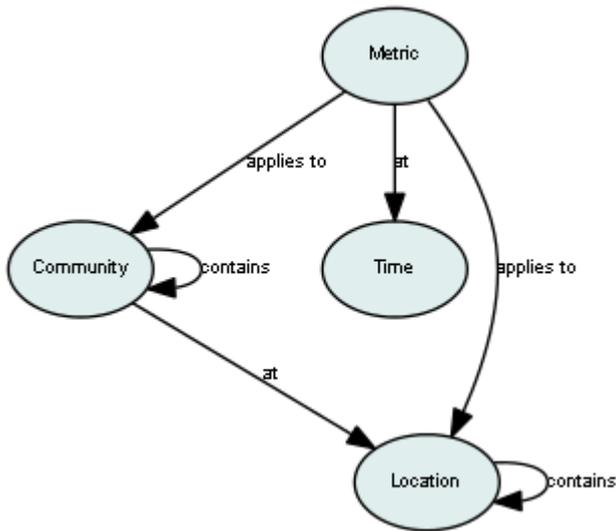
This can further be broken down by locations such as

- Lower Super Output Area
- Ward

... so that other statistics such as

- Deprivation Levels
- Employment Rates
- Geodemographic segmentation

... can be incorporated.



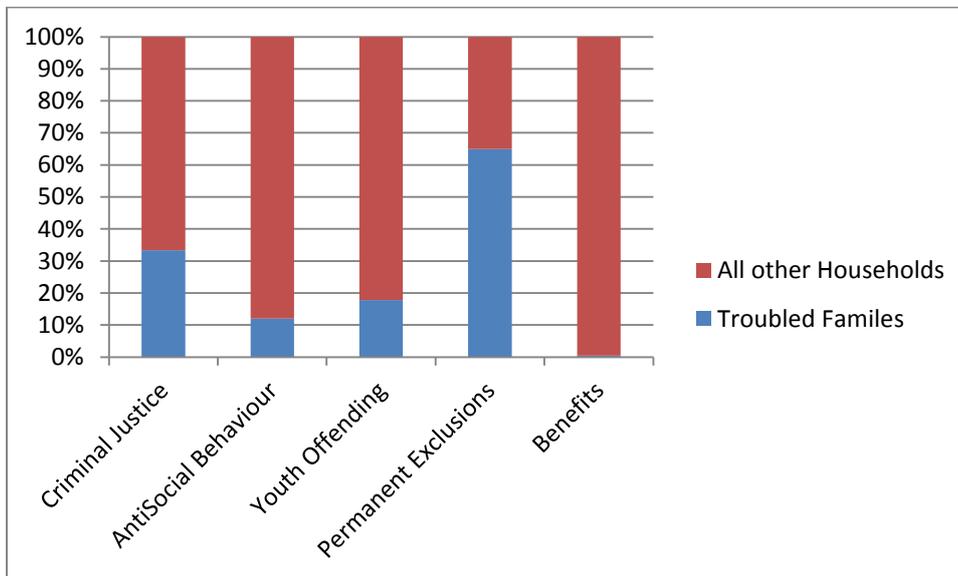
Community	Definitions of groups of People, such as <ul style="list-style-type: none"> <li>Households in a Local Authority area</li> <li>Households in a Troubled Families program.</li> </ul>
Location	A administrative geography such as <ul style="list-style-type: none"> <li>Council Area</li> <li>LSOA</li> <li>Ward</li> </ul>
Time	An Instant
Metric	The number of households in each community and location at that time.

### 13. The proportion of certain local ‘reactive’ services used by Troubled Families.

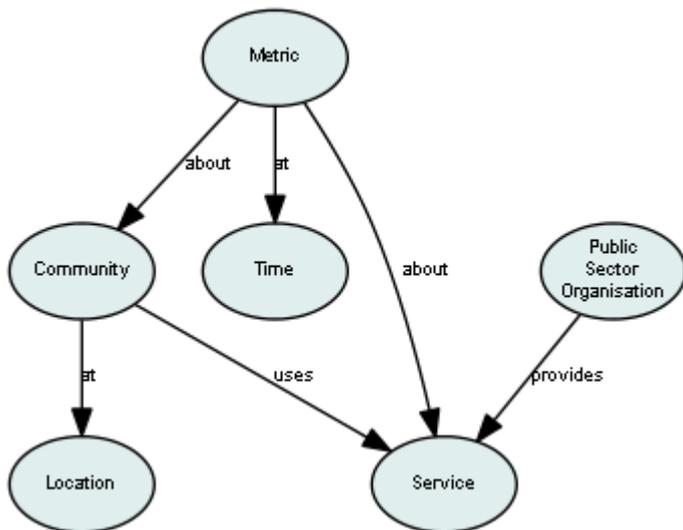
By

- Selecting certain local reactive services
- Defining certain Communities, in particular
  - All Households in the Council Area
  - Households in the Troubled Families programme
- Creating Metrics for the number of cases that are attributable to each community.

... then useful statistics can be derived for the proportion of cases that are attributable to households in a Troubled Families program.



To find the number of cases that are attributable to Troubled Families, an approach is to query the Case Management system for each Service to find cases at an ‘Accommodation’. This would be most usefully achieved via the UPRN.

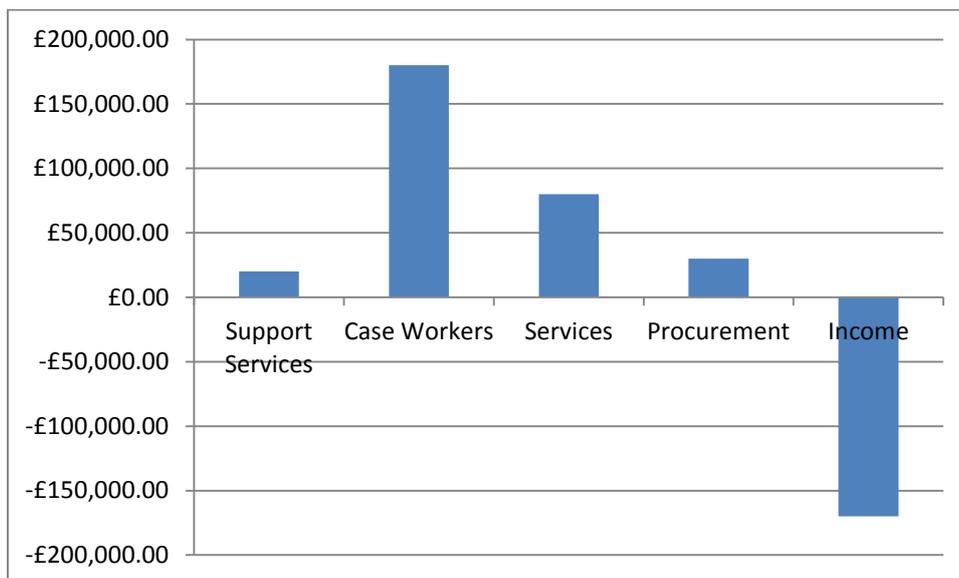


Metric	Number of Cases raised for each Service
Metric	Number of Cases raised due to a Household in the Troubled Families programme.
Community	All households in a council area.
Community	All household in the Troubled Families programme.
Service	Selected 'reactive' services.

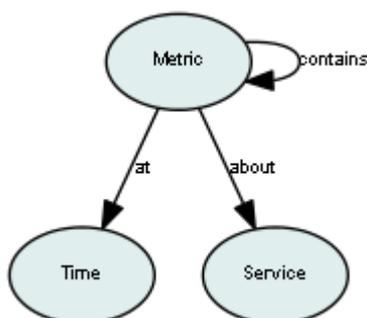
This could be repeated for each of the other related 'Communities', i.e.

- Households with 3 indicators not in the program
- Households with 2 of the 3 indicators
- Households with 1 of the 3 indicators

#### 14. Cost of Intervening in the programme.



This is simply about understanding the costs of the program for a year.



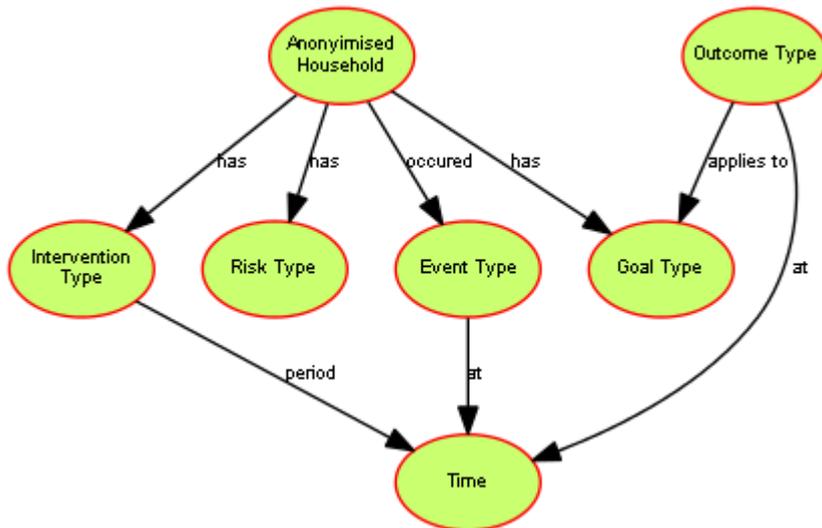
Service	A Troubled Families programme
Metric	Various categories of Cost

## 15. Effectiveness of Interventions.

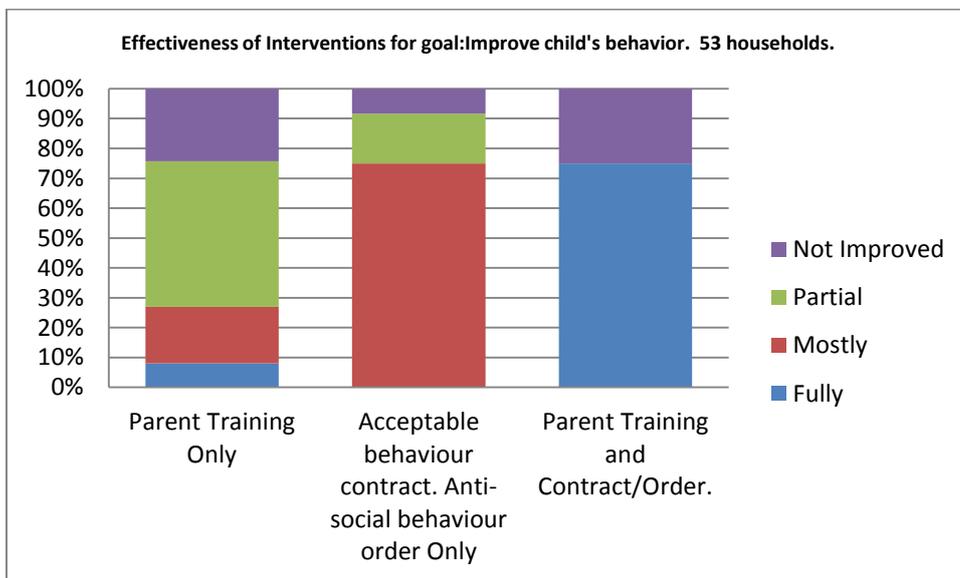
The operational data can contain lots of information about the interventions applied to each household. If these pieces of information are given a ‘type’, they can then be aggregated, for example...

Data Type	Examples
<b>Intervention Types</b>	<ul style="list-style-type: none"> <li>• Counselling</li> <li>• Family Support</li> <li>• Parent-training</li> <li>• Education programmes in the management of children with conduct disorders</li> <li>• Health visiting and reducing post-natal depression</li> <li>• Childcare</li> <li>• Acceptable behaviour contract. Anti-social behaviour order</li> <li>• SureStart</li> </ul>
<b>Personal Goal Types</b>	<ul style="list-style-type: none"> <li>• Improved Parenting</li> <li>• Avoiding Eviction</li> <li>• Improve child’s behaviour.</li> <li>• Not engaging in Ant-social behaviour</li> <li>• Improve Health</li> <li>• Living peacefully and participating in their communities.</li> <li>• End substance and alcohol dependency</li> <li>• End Domestic Violence</li> </ul>
<b>Household Risk Factors</b>	<ul style="list-style-type: none"> <li>• being a poor lone mother</li> <li>• living in bad social housing</li> <li>• having mental health problems</li> <li>• having a child with schooling problems</li> <li>• learning disabilities</li> <li>• unregistered with GP</li> </ul>
<b>Event Types</b>	<ul style="list-style-type: none"> <li>• Accused of offence</li> <li>• Neighbours reporting ASB</li> <li>• Receiving court sentence</li> <li>• Family Breakdown</li> <li>• Applying for a Job</li> </ul>
<b>Outcome Types</b>	<ul style="list-style-type: none"> <li>• Fully achieved</li> <li>• Mostly achieved</li> <li>• Partly achieved</li> <li>• Not achieved</li> </ul>

The combination of this information as it applies to Households can give useful statistics about which interventions are effective in a scenario. That information could be published at the operational level, for each anonymous household.



From which statistics such as



... could be derived.

### Analytical Data for 'Troubled Families'

#### 16. Publishing Conclusions and Forecasts.

A public sector body may maintain a set of assumptions, that it has derived from statistics. For example.

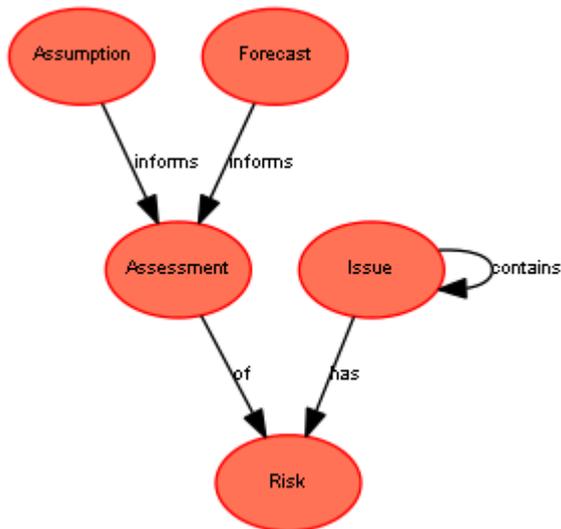
Assumptions	Value
Number of Households in the Council Area	80000
Number of Troubled Families	450
%age of 'Troubled Families' to Households in the council area.	0.56%
Number of Households in Difficulty	2100

%age of Households in Difficulty to Households in the council area.	2.62%
Average Annual Cost of a Troubled Family to local reactive services.	£37,000
Average Annual Cost of a Family in difficulty to local reactive services.	£6,500
Total annual cost of Troubled Families.	£16,650,000
Total annual cost of Families in difficulty.	£13,650,000
Success Rate of the Troubled Families Programme in 'turning around' a family.	44%
Annual Cost of the Troubled Families programme per 100 families.	£340,000
Number of Families in the Troubled Families programme per year	£100
Potential saving per Household in the Troubled Families program	£13,420

A set of forecasts may also be published.

**Forecasts**

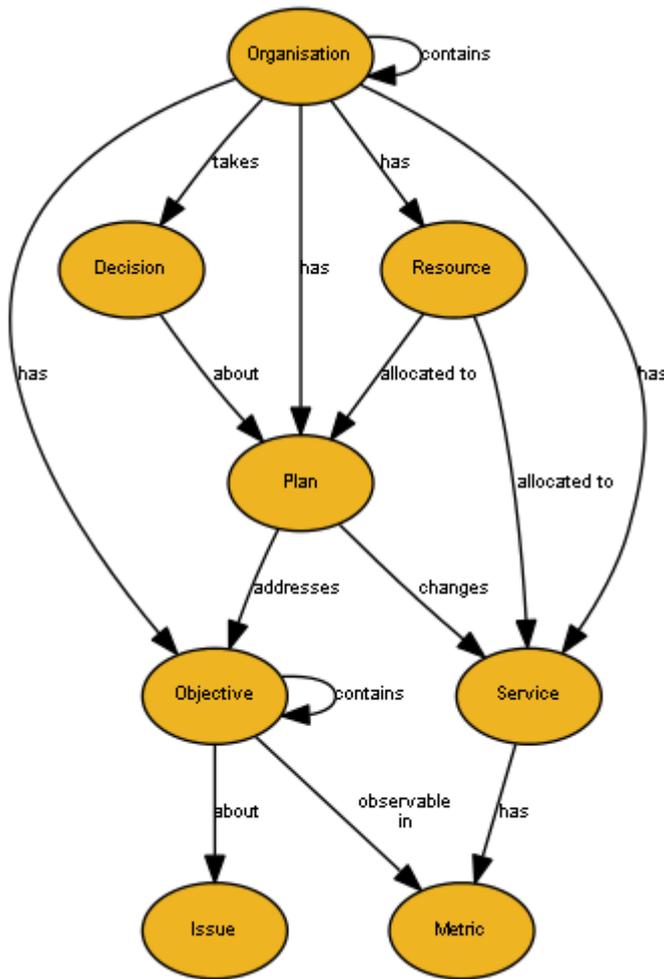
Annual Savings on reactive services from the Troubled Families programme.	£1,002,000
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Assumption	A conclusion that has been arrived at from observations, which when combined with others, are the basis of describing, and quantifying an Issue.
Forecast	Prediction by analysis of assumptions.
Assessment	Appraisal of risks, and options to mitigate risks.
Issue	An important topic or problem
Risk	The likelihood and impact of a set of circumstances occurring.

### Political Data for ‘Troubled Families’

A public sector body will set objectives for issues, and allocate resources to plans and services to achieve them. The outcome will be observable in published metrics.



Organisation	Could refer to partnerships, single organisations, a committee, and sub-units within an organisation.
Objective	A goal that an organisation intends to achieve. Could be broad headings, through to measureable targets.
Plan	A proposal for achieving an objective. Contains planned activities.
Resource	An asset that can be drawn on by an organisation.
Decision	A resolution reached by a process in an organisation.

Which, over simplified, can look like ...

Organisation	Objectives	Issues	Plans
Utopia District Council	Be an efficient and effective council	Troubled Families	Troubled Families Program
	Reduce cases for reactive services by 12%		
	Improve outcomes for Families in Difficulty	Troubled Families	Troubled Families Program
	Achieve a 60% success rate in Troubled Families cases.		

The achievement of objectives, and costs can then be found from further links.