



Cabinet Member (Children and Young People)

Time and Date

2.00 pm on Wednesday, 4th September, 2013

Place

Committee Room 3 - Council House

Public Business

1. **Apologies**
2. **Declarations of Interests**
3. **Minutes** (Pages 3 - 4)
 - (a) To agree the minutes of the Cabinet Member (Children and Young People) meeting held on 8th August, 2013
 - (b) Matters Arising
4. **Update on Progress of Troubled Families Programme** (Pages 5 - 24)

Joint report of the Directors of Children Learning and Young People and Community Services
5. **Outstanding Issues Report**

There are no outstanding issues to report
6. **Any Other Business**

To consider any other items of business which the Cabinet Member decides to take as a matter of urgency because of the special circumstances involved.

Private Business

Nil

Chris West, Executive Director, Resources, Council House Coventry

Tuesday, 27 August 2013

Note: The person to contact about the agenda and documents for this meeting is Usha Patel
Tel: 024 7683 3198

Membership: Councillor: G Duggins (Cabinet Member)

By invitation: Councillors Innes (Deputy Cabinet Member) and Lepoidevin (Shadow Cabinet Member)

Please note: a hearing loop is available in the committee rooms

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OR if you would like this information in another format or
language please contact us.

Usha Patel

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Agenda Item 3

Minutes of the meeting of Cabinet Member (Children and Young People) held at 11.00 am on 8th August, 2013

Present:

Cabinet Member: Councillor Duggins

Shadow Cabinet Member: Councillor Lepoidevin

Employees (by Directorate):

Children Learning & Young
People: A. Parks, A. Pepper

Customer & Workforce Services: U. Patel

Apologies: Councillor Innes (Deputy Cabinet Member)

Public business

6. Minutes

The minutes of the meeting held on 16th July 2013 were agreed as a true record. There were no matters arising.

7. Declarations of Interest

There were no declarations of interest.

8. Report requesting endorsement of launch of public consultation on proposals to restructure the Youth Service

The Cabinet Member considered a report of the Director of Children, Learning and Young People which sought endorsement to the launch of a public consultation on proposals to restructure the Youth Service.

The Youth Service has been asked to draft proposals to redesign and decommission some aspects of its delivery for young people in Coventry. This was in response to required budget savings and to identify monies which could be made available to reinvest in other providers to deliver targeted and universal services, moving towards a mixed economy model. This would leave the Youth Service in a better position for the future, whilst maintaining specialist delivery “in house” to the most vulnerable young people in the City.

Consultation with young people who currently used youth services was underway and meetings had taken place with some key partners, including schools where youth workers were currently based.

In order to enable the consultation to be as inclusive as possible and taking into account the impact of school holidays on the consultation period, the consultation period for staff and young people would be extended and a wider public consultation would be launched that would run from 9th August to 19th September 2013.

RESOLVED that the Cabinet Member (Children and Young People):

- 1. Endorses the proposal to extend the initial staff and user consultation period until 19th September 2013 to run in parallel to the public consultation.**
- 2. Endorses the proposal to launch a public consultation on the redesign of services starting on 9th August 2013 and ending on 19th September 2013.**

9. Outstanding Issues

There are no outstanding issues to report.

10. Any Other Public Business

There were no other items of public business.

(Meeting closed at: 11.05am.)



Public report Cabinet Member Report

Education and Children's Services Scrutiny Board (2)
Cabinet Member (Children and Young People)

29th August 2013
4th September 2013

Name of Cabinet Member:

Cabinet Member (Children & Young People) - Councillor Duggins

Director Approving Submission of the report:

Director of Children Learning & Young People
Director of Community Services

Ward(s) affected:

All

Title:

Update on Progress of Troubled Families Programme

Is this a key decision?

No

Executive Summary:

Establishing a Troubled Families Plan in Coventry

The Troubled Families programme based within Early Intervention and Prevention will be used as a platform to help Coventry transform how services are delivered into families with a range of defined needs which might also but not exclusively, be combined with complex needs. The approach will challenge traditional service delivery models, which some families experience as unresponsive and difficult to access at time of greatest need. The programme will provide families with timely access to co-ordinated and integrated services, and will work with families to define their individual needs in order to help them achieve positive and sustainable outcomes by increasing their resilience and opportunities.

The Children, Learning and Young People's Directorate will set out how agencies will work together, differently to deliver the Troubled Families Programme in Coventry. In Coventry, the Troubled Families programme will be called the "Children & Family First (CFF) Intensive Family Support Programme. The programme defines greater collaboration and integration between services. A whole family approach will be employed, with services taking account of the needs of each family member as well as the wider family context. Families will identify the support and the services they require and plans will be developed around these specific set requirements.

Troubled Families programme aims to 'Grip' the families and 'Grip' agencies, change the trajectory for these families and also the way services are delivered to them. Troubled Families are characterised by households who:

1. Are involved in crime and anti-social behaviour (ASB)
2. Have children not in school
3. Have an adult on out of work benefits.

4. Cause high costs to the public purse

The Government estimates that the average unit cost of intensive interventions is around £10,000, and will fund 40% (£4,000 per family) of the cost of dealing with these families. The remaining 60% (£6,000 per family) should be raised by the Local Authority and partner agencies in cash or kind. This £4,000 consists of an upfront attachment fee of plus payment by result (PbR). (see appendix 1).

Recommendations:

The Education and Children's Services Scrutiny Board (2) are recommended to:

- 1) Note the progress achieved to date on the Department of Communities and Local Government (DCLG) Troubled Families Programme within Coventry known locally as the Children & Family First Intensive Family Support Programme.
- 2) Forward any recommendations to the Cabinet Member (Children and Young People).

The Cabinet Member (Children and Young People) is recommended to:

- 1) Consider any recommendations made by the Education and Children's Services Scrutiny Board (2).
- 2) Endorse the progress achieved to date on the Department of Communities and Local Government (DCLG) Troubled Families Programme within Coventry known locally as the Children & Family First Intensive Family Support Programme and acknowledge the challenges faced.

List of Appendices included:

Appendix 1: The Troubled Families Programme (Financial Framework)
Appendix 2: The Troubled Families Delivery Model
Appendix 3: Challenge and Support Process Flow Chart
Appendix 4: Integrated Offender Management (IOM) pathway
Appendix 5: Keyworker Diagram
Appendix 6: Examples of Direct Work

Other useful background papers:

None

Has it been or will it be considered by Scrutiny?

Yes, the Education and Children's Services Scrutiny Board (2) on 29th August, 2013.

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Troubled Families Programme update:

1. Context (or background)

1.1 Progress:

- 1.1.1 Government has estimated that there are approximately 900 Troubled Families across Coventry, of which 753 have already been identified for the Troubled Families Programme and are eligible for funding from the payment by result (PBR) framework (see *appendix 1*).
- 1.1.2 The successful delivery of the Troubled Families programme is dependent upon internal directorates and partners moving out of their silos and working together to transform the way we co-ordinate and deliver services to these families, whilst building on the body of evidence around what works.
- 1.1.3 A Troubled Families Strategic Board has been established to oversee the strategic development of the programme. Specifically the board will monitor delivery of the Service Delivery Plan, inform service re-design, address unmet needs in service provision, monitor performance, adopt a 'Think Family' approach across agencies and address any barriers to the achievement of the aims of the programme. The board will report progress to the Prevention and Early Intervention Board.

1.2 Delivery Model for Troubled Families

- 1.2.1 Early Intervention and Prevention (EIP) Services in Coventry have recently undergone a fundamental service review (FSR) in 2012 to enable these services to be more efficient and effective in the discharge of their duties. The new streamlined Children's services including Childrens Centres are designed to provide a 'One Stop Shop' approach where support will be accessible in one place in an easy to access format. This will include specific information about parenting support, children centres, health and family support. Families with higher needs will have a key worker allocated to them with case-holding responsibilities. The key worker will take a more family-focused approach which we know from the Family intervention project (FIP) is more effective. There will be an increased focus on empowerment of families including work with fathers and building on successful volunteer work, implementation of the healthy child programme and investment in more speech and language support. This new EIP model supports the service restructure needed to accommodate the Troubled Families programme and fits easily with the Troubled Families National 3 tier model as outlined in Appendix 2 and will enable us to work seamlessly with Coventry's 905 troubled families across the spectrum of need.

a) 'Intensive' Family Intervention – (Troubled Families Team provides Intensive Family Support)

- 1.2.2 The intensive intervention element of the programme will be delivered by the Troubled Families Team (Intensive Family Support). Each keyworker will hold no more than 5 complex cases, delivering intensive support in line with the Family Intervention Project (FIP) and National model. Cases will be worked through the support and challenge model of intervention (see *appendix 3*), with Community Safety conducting 'Challenge visits' to ensure that families are clear about expectations on behaviour change and available support before cases are allocated to a named keyworker. Keyworkers then complete thorough whole family assessments, genograms, chronologies, developing whole family delivery plans and behaviour contracts, coordinating support services (see *appendix 5*), chairing Team Around the Family (TAF) Meetings and delivering practical family support, parenting and direct work (see *appendix 6*). Within this delivery model is also Law Centre

who from the onset become involved with families to address debt, finance and benefits issues (benefit cap in particular). Job Centre Plus have also seconded a manager into the troubled families team who works with the keyworker and families to get adults in households back into work and the ESF work project also works with family members 16+ to prepare them for the job market. All of this is worked into the family plan so families are clear about expectations on them.

- 1.2.3 Where families are not engaging, the Family therapist would work to unblock the issues but where it is clear that sanctions are needed (Acceptable Behaviour Contract, ASBO, Demoted tenancies, harbouring notices, etc) Community Safety and/or other partners will provide either Civil or statutory sanctions to progress the family plan. The capacity of the Troubled Families is 14 keyworkers, however, there are currently 10 Troubled Families Keyworkers in the team (maximum case capacity of 50 families), who will hold cases for approximately 12 months. The team is currently carrying 4 vacancies.
- 1.2.4 Thorough and regular supervision structures have been implemented to support, challenge and performance manage Troubled Families workers to ensure that families are progressing and the right approaches are in place.
- 1.2.5 Where statutory agencies (Probation, Police, Youth Offending Service (YOS), Housing etc) are already involved with individuals who pose high risk of harm, have high need and are high cost to the public purse (e.g. prolific and priority offenders), the Integrated Offender Management (IOM) pathway should be used. This allows the Troubled Families programme to add value by addressing the overlaps with IOM thereby reducing duplicity and allowing the whole family approach to recognise protective factors within families and also identify and work with the family to reduce trigger factors which may contribute to re-offending. This in turn will support the reducing re-offending pathway at many levels. This pathway has been developed by Coventry in partnership with the IOM central team and will be adopted across the West Midlands region (see appendix 4).
- 1.2.6 In order to support the Intensive Family Support element of the Troubled Families programme, a Troubled Families Case Management Forum (TFCMF) has been established to ensure early identification and management of potentially problematic families before they reach crisis point. There is also a TF Panel established which manages the prioritisation of the TF list and keep it dynamic, ensure verification of new referrals and operationally is used as the vehicle to unblock cases that become stuck. Members of the TFCMF and panel will 'champion' the Troubled Families programme within their organisations. The TFCMF will report to the Troubled Families Strategic Board

b) 'Light' and 'Super Light' Family Intervention – Children and Families First Service

- 1.2.7 The 'light' and 'super light' element of the Troubled Families programme will be delivered by the Children and Families First (CFF) Service through Level 2 and Level 3 CAF, these families possibly will only meet one or two of the national Troubled Families criteria so are not eligible to go onto the intensive programme, but might still need a high level of support; this can be achieved through the Common Assessment Framework (CAF) where lead professionals (level 2) and keyworkers (level 3) support these families across the windscreen of need. The Children and Families First Service comprises of three Children and Families First Teams across the city (Level 3 CAF) and Children's Centres/schools (Level 2). There will also be other agencies such as housing, health, police, probation, YOS etc who will be involved with families across the spectrum of need. The majority of the 900 Coventry Troubled families will be keyworked through the CFF Teams. These teams have approximately 48 FTE key-workers who have the capacity to casehold around 575 families. Within these teams supporting the work are, CFF Schools keyworkers (Education Welfare officers), CFF Early Years workers, CFF Children & Families (CAF) keyworkers, Parent

Mentor volunteers, Parenting Senior practitioners, ESF employment advisor, and Law Centre workers.

1.3 Identification of Families

1.3.1 300 Year 1 families have been identified, we are currently working with 252 families both in the Troubled families and CAF arena with the remainder being worked through MST, the ESF work project and Job Centre Plus (JCP). 453 families have been identified for year 2 against the national criteria and the local filters and are in the process of verification. The Coventry Troubled Families Strategic Board has agreed the local filters as domestic violence, police priority areas and mental health.

1.3.2 The national criteria used to identify families concerned crime and antisocial behaviour, education, and worklessness. The associated data items are prescribed by government:

Criteria	Data Items
Anti-social behaviour	Households with one or more person under the age of 18 who has a proven offence during the previous 12 months
	Households where one or more members has an anti-social behaviour (ASBO, ABC, or antisocial behaviour injunction)
	Households subject to a housing-related antisocial behaviour intervention during the previous 12 months
Education	Households in which a child has been subject to a permanent exclusion or three or more fixed-term exclusions during the previous three terms
	Households in which a child is in a Pupil Referral Unit or alternative provision because they have previously been excluded, or is not on a school roll
	Households in which a child has more than 15% unauthorised absences during the previous three consecutive terms, or has a pattern of attendance that causes the Head Teacher concern.
Worklessness	Households in which an adult is in receipt of DWP out-of-work benefits.

1.3.3 Any family which meets all three national criteria qualifies for the intensive element of the programme. In addition, any family which meets two of these criteria (Anti-Social Behaviour and Education or Worklessness, plus one local 'filter' can be included in the programme. Additionally, the level of criteria should be considered when deciding what level of intervention should be put in place.

1.3.4 Families exiting the programme will have a planned exit strategy which will include attachment of a Parent Mentor Volunteer through our CVIP programme or Family Group Conferencing. If no ongoing support is needed then the family will be signposted into universal services.

1.4 Governance

1.4.1 The Coventry Troubled Families programme will have dedicated governance functions via the Troubled Families Strategic Board. The Strategic Board will be accountable to the Prevention and Early Intervention Board for the overall achievement of the aims of the programme and the delivery of key outcomes.

1.4.2 The Strategic Board will receive reports and performance monitoring information from the Troubled Families Intensive Case Management Forum.

1.5 Workforce Development

1.5.1 The Department of Communities and Local Government (DCLG) have identified a style of working specific to workers who can effectively deliver the Troubled Families programme. This includes the following:

- Clear, honest, authoritative, persistent and assertive working styles
- Specialists in family functioning

1.5.2 The keyworkers undertake five key roles: engagement, assessment, development of Family plans and contracts and provision of support and exit strategies.

1.5.3 This may require some of the workforce to develop new skills and capabilities. The Key Worker and Lead Professional role will require a broad range of skills that will need to be developed through workforce development. Alongside this they will require effective management supervision and support, which is flexible to meeting their needs when working outside of core office hours.

1.6 Challenges facing the Programme:

1.6.1 The main challenges facing the Troubled Families programme and the ability to claim payment by result (PBR) are:

- a) The recruitment and retention of staff for the programme has been particularly difficult given the specialist skill sets needed and the temporary nature of the keyworker posts. This will be even more pronounced in year 2 of the programme given that 453 families have already been identified but yet to be worked with.
- b) Collecting baseline data from partners in a timely manner to support PBR process
- c) Understanding the various databases used by partners such as the Police, Youth Offending service (YOS), Education and Community Safety partnership which will enable us to provide the essential evidence to support our PBR claims.
- d) Understanding the expectations of the Audit team and developing an audit tool to make this process of claiming results easier
- e) Not having a dedicated case management system for the Troubled Families work has been particularly problematic, we are now in the process of developing the E.CAF database and case management system to incorporate the Troubled families information and data. This case management system will be operational from mid-September but not fully populated for the October Claim. By January 2014 this system will enable us to run the relevant reports to support the PBR claim.
- f) It has been particularly difficult to engage Health in the programme. Given the introduction of CCG governance structures for health, securing appropriate representation at the Strategic Board has been problematic. It is hoped that this will be resolved in the near future.

2. Options Considered and recommended proposal

2.1 Cabinet member to endorse the progress of the DCLG Troubled Families Programme.

3. Results of consultation undertaken

- 3.1 Internal consultation has taken place within the Children & Family First Teams within CLYP, with Employment Advisors within the Economy & Jobs Team of City Services and Development Directorate (CSD), with Coventry Community Safety Partnership, with Social Care, Children's Centres and Education, with the Police Integrated Offender Management, the Probation Trust, Youth Offending Service, Parenting Strategic Board, Law Centre, Health and Third sector. This consultation continues to shape our understanding of the needs of Coventry families outlines the gaps in service provision and informs the development of Coventry's proposed delivery model.
- 3.2 Also used in the development of this initiative is parenting evaluations and the regular customer insight and feedback undertaken by families who have received family support and interventions provided by the Children & Family First Teams (CFFT) who routinely support vulnerable families within the community.

4. Timetable for implementing this decision

- 4.1 DCLG announced plans for the Troubled Families Programme to be in place by April 2012, with delivery starting as soon as possible thereafter. For Coventry, this was November 2012 in line with the FSR and implementation of the new Children and Family First Service. However, on June 24th 2013 government took the decision to extend the Troubled Families programme into 2016 with further funding of £200 million from Whitehall; endorsing their combined commitment to the programme
- 4.2 This additional funding will extend intensive help to 400,000 high risk families to get to grips with their problems before they spiral out of control.
- 4.3 This is part of the government's radical reform agenda that was set out at the Spending Round, the £200 million funding for 2015 to 2016 includes new incentives for local services such as the police, health and social services to work more closely together in order to reduce costs and improve outcomes for families.
- 4.4 At present it is unclear what this extended programme looks like but this will become clearer as the government releases further information over the next few months.

5. Comments from Director of Finance and Legal Services

5.1 Financial implications

5.1.2 The Government estimates that the average unit cost of interventions for "troubled families" is £10,000. Through this scheme, the DCLG will make available up to £4,000 per family, with an upfront payment (attachment fee) plus payment by results (PBR), enabling new ways of working to reduce costs and improve the effectiveness of interventions. The remaining investment is matched funding from the CLYP Multi Disciplinary teams existing budgets.

5.1.3 The payment structure of this programme assumes that Coventry City Council is already taking advantage of existing schemes to help turn around the lives of troubled families, such as the DWP/ESF work programme and the MST pilot. Therefore in order to avoid double payments, funding is available for 5/6ths of the families identified. Coventry City Council has agreed to work with 300 families per year, and will therefore receive funding for 5/6ths of this total, i.e. 250 families per year.

5.1.4 The funding is organised as follows in table 1:

Year	% of payment offered as upfront attachment fee	% of payment offered as a results-based payment in arrears
2012/13	80%: £3,200	20%: £800
2013/14	60%: £2,400	40%: £1,600
2014/15	40%: £1,600	60%: £2,400

In addition to this funding, £100,000 per year for 3 years is being offered for the recruitment of senior posts, enabling engagement in both local and national strategy.

Table 1 – Updated Financial model with current expected spend and income

1 Grant Determination		number of families	2012/13 £	2013/14 £	2014/15 £		
DCLG Offer per family							
Attachment fee (upfront contribution)			(3,200)	(2,400)	(1,600)		
Results payment - without worklessness result			(700)	(1,400)	(2,100)		
Results payment - with worklessness result			(800)	(1,600)	(2,400)		
2 Coventry's Target		No.	No.	No.	No.		
Families per year - GROSS		900	300	453	147		
Total Success Rate at 55%		495	165	249	81		
Families per year - PBR success rate (55% of gross of the 5/6 ths)		413	138	208	67		
3 Financial Implications			2012/13 Actuals	2013/14	2014/15	2015/16	Total
			£000	£000	£000	£000	£000
Income						till 31/01/16	
Attachment fee - 5/6ths payable			(800)	(907)	(195)	-	
Co-ordinator grant			(100)	(100)	(100)	-	
Up-front income			(900)	(1,007)	(295)	-	
Results payments (assumes 12 month delay):							
Past Claim - July 2013 (20 families)				(12)			
Future PBR claims:							
Assume 55% success - 5/6ths paid (75% @ lower rate i.e no worklessness)			0	(63)	(218)	(106)	
Assume 55% success - 5/6ths paid (25% @ full amount i.e with worklessness)				(25)	(83)	(40)	
Total income			(900)	(1,107)	(597)	(146)	(2,749)
Expenditure -							
Lead professional salary contribution			6	11	11	8	
2 x G8 team managers			21	90	89	74	
1 x G3 development officer			9	19	19	17	
6 x G6 CAF co-ordinators			71	190	201	172	
10 x G5 family support workers			62	236	258	220	
1 x systemic therapist (consultant)			4	20	20	17	
CSV VCiP programme			48	95	95	48	
Training			50	0	0	0	
Running costs / Overheads			34	68	68	68	
Total expenditure			305	729	761	624	2,419
Net Position - success with 495 families			(595)	(378)	164	478	(330)
Plus							
Potential additional PBR payments if optimum families/financial benefit			0	(100)	(303)	(147)	(551)
Net position - success with 900 families (5/6s)			(595)	(478)	(139)	331	(881)

5.1.5 The table above shows that a surplus of £595k has been carried forward from 2012/13. Added to this, the expected in-year surplus for 2013/14, based on the current predicted PBR success rate of 55%, is £378k. Overall, and accounting for expected shortfalls in 2014/15 and 2015/16, there is an expected surplus of £330k at the end of the current phase of the programme. Since the programme started in August last year costs have been established as less than expected, while income, based on PBR results to date, has also reduced.

5.1.6 PBR results for the July 2013 claim (first claim for Coventry)

20 cases claimed – 5/6’s payment resulting in income of £12,400, analysed as follows:

- 18 were included based on education and worklessness and 18 paid on meeting the Education criteria (18*5/6s * £700) = £10,500
- 3 of the 18 also met the worklessness criteria and got an additional £100 on the progress to work criteria (3*£100)= £300
- 2 got the off out of work benefits (2 x £800) = £1,600

5.1.7 It was expected that there would be PBR success for 216 (72% of gross 300) of the total number of families in 2013/14 (claim being 5/6ths of this), and the original financial model reflected this achievement. The first PBR claim in July 2013 captured only 20 cases (gross) is therefore a disappointing result, suggesting that the 72% success rate should be revised.

The below table shows the numbers of families claimed in January and July PbR windows across Midlands Authorities. Our claim was on par with 10 of the 14 authorities.

	Total number of Families	Target Year 1	Worked with as at March 2013	January 2013 Number Claims	July 2013 Number claimed
Birmingham	4,180	2,090	1,603	0	722
Coventry	905	300	250	0	20
Dudley	740	250	194	0	38
Herefordshire	310	103	278	91	0
Sandwell	1,115	372	228	0	84
Shropshire	455	152	69	0	1
Solihull	355	118	62	0	12
Staffordshire	1,390	450	276	0	0
Stoke	835	278	129	0	6
Telford and Wrekin	365	122	74	0	3
Walsall	795	260	270	0	13
Warwickshire	805	300	130	0	46
Wolverhampton	810	270	157	0	16
Worcestershire	900	300	187	0	34
Totals	13,960	5,365	3,907	91	995

no data available

5.1.8 Several issues have been identified for resolution from the first PBR claim:

- Lack of understanding of which families are eligible for the programme in the 1st place (e.g. ASB, muddling of adults and children)
- what could be claimed as PBR (e.g. lack of previous offences – youth data)
- what was required under the PBR criteria (education, worklessness)
- Data missing – worklessness and ASB
- Incomplete records providing evidence

Further work will be needed in the coming weeks to ensure that there is complete understanding of the PBR criteria and the system for claiming results.

5.1.9 The next opportunity to claim PBR will be in October 2013. The model above now assumes a revised 55% success rate based on current performance – i.e moving from 216 to 165 for the current year. Given that we have already successfully claimed for 20 cases, a balance of 145 cases will therefore need to be claimed in the next round. Timings for achieving the deadline for this claim have been agreed through the Steering Board.

5.1.10 If the PBR results fall short of expectations in the future, this will impact on funding available to support the current staffing levels, and therefore the success of the programme. This position will be closely monitored through the monthly Steering Group meetings to ensure prompt corrective action may be taken.

5.1.11 Grant Conditions

5.1.12 DCLG grant has been made available for the purposes of achieving the Troubled Families programme outcomes. The offer of future grant will be subject to agreement between the Troubled Families team and the Chief Executive of each local authority on an annual basis. It is expected that the local authority takes full advantage of all other initiatives, working closely with partners to ensure that the remainder of families are supported through the ESF programme, MST etc

5.1.13 The PBR payments will be based on self declarations of results by Coventry City Council verified by the Councils Internal Audit Team.

5.2 Legal Implications

None

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

The Troubled Families Programme contributes towards the priority of developing a more equal city with cohesive communities and neighbourhoods, reducing the number of NEETs and Looked after children by tackling school absenteeism and exclusion thereby reducing antisocial behaviour and offending. Working with families and empowering parents to make

a positive contribution to the City through the Jobs Strategy, the Sustainable Community Strategy and the Local Enterprise partnerships priorities around skills and employment.

6.2 How is risk being managed?

Risks associated with the Troubled Families programme relates to under achievement of the contract in terms of number of families participating and achieving the outputs. This will mean that in years 2 & 3 part or all of the attachment fees can be withheld and Troubled Families Co-ordinator fees will not be paid. The Troubled Families fund a large number of staff within the Troubled Families Team and Children and Families First Service on fixed term and permanent contracts and this will need to be managed, particularly if there are challenges in terms of fulfilling the requirements of the contract. These risks will be managed through the Troubled Families Strategic Board and the Prevention and Early Intervention Board.

6.3 What is the impact on the organisation?

A large number of staff in the Troubled Families Team and Children and Families First Service are employed through Troubled Families funding on a mixture of fixed-term and permanent contracts.

Failure to successfully deliver the Troubled Families programme will also have an impact on the reputation of the Coventry City Council.

6.4 Equalities / EIA

Equality impact assessments have been undertaken regularly across the Council's employment work. These show that the Council's work reaches all sections of the community and helps address problems of inequality and disadvantage. The Troubled Families initiative is specifically aimed at supporting the most vulnerable families with the most complex needs. Resources will be prioritised where there is greatest need and will also provide support in the most disadvantaged neighbourhoods, as delivery will be on an outreach basis.

6.5 Implications for (or impact on) the environment

There are no specific environmental implications.

6.6 Implications for partner organisations?

This opportunity to deliver services to some of the city's most vulnerable families will have a positive impact on individuals, families, neighbourhoods and communities. Partner organisations including some voluntary sector organisations will have access to additional services for some of their clients and many of these organisations are already working in partnership with CLYP, Coventry Community Safety Partnership and Economy and Communities Division to deliver specialist services to families with multiple problems. Some partner agencies will be required to exercise their tools and powers to engage families that are reluctant to participate on the programme.

Delivery of the troubled Families programme is heavily reliant on the contribution of partner organisations, this is evident in the family identification and the payment by results processes which rely upon pre and post intervention data from the police, community safety, youth offending service, DWP, housing and Job centre Plus and ESF, partners are also an integral part of the challenge and support packages to turn around the troubled families (see appendix 5).

Report author(s):

Name and job title:

**Louison Ricketts
Integrated Service Manager (Family Support Service)**

Directorate: Children, Learning & Young People

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Enquiries should be directed to the above person.

Contributor/approver name	Title	Directorate or organisation	Date doc sent out	Date response received or approved
Contributors:				
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Members: Councillor Duggins		Cabinet Member	15.08.13	20.08.13
Members: Councillor Innes		Cabinet Member	20.08.13	20.08.13

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www.coventry.gov.uk/councilmeetings

Appendix 1 – Financial Framework

1) Percentage of Attachment Fee and PBR payment per year

Total funding available per family = £4000		
Year	% of payment offered as upfront attachment fee	% of payment offered as results-based payments in arrears
2012/13	80%	20%
2013/14	60%	40%
2014/15	40%	60%

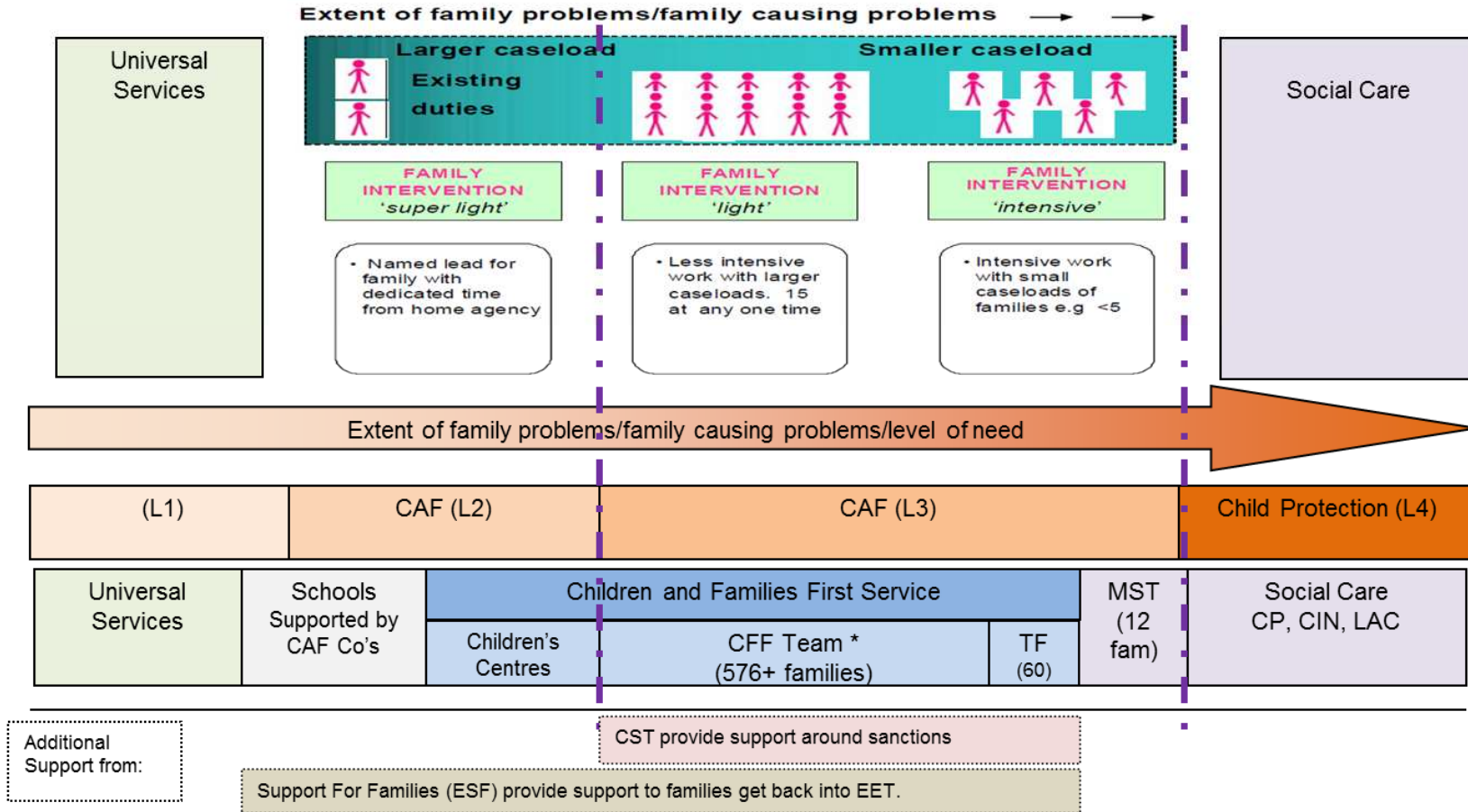
2) Year 1 PBR Framework

Result	Attachment Fee	Results Payment	Total
<p>They achieve all 3 of the education and crime/anti-social behaviour measures set out below where relevant:</p> <ol style="list-style-type: none"> 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 (NB. This is an entire School Year); 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 33% in the last 6 months 	£3,200 per family	£700 per family	£4,000 per family
<p>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 European Social Fund provision in the last 6 months).</p>		£100 per family	
OR			
<p>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 the European Social Fund Provision or Work Programme to avoid double payment)</p>	£3,200 per family	£800 per family	£4,000 per family

Appendix 2 – Troubled Families Delivery Model

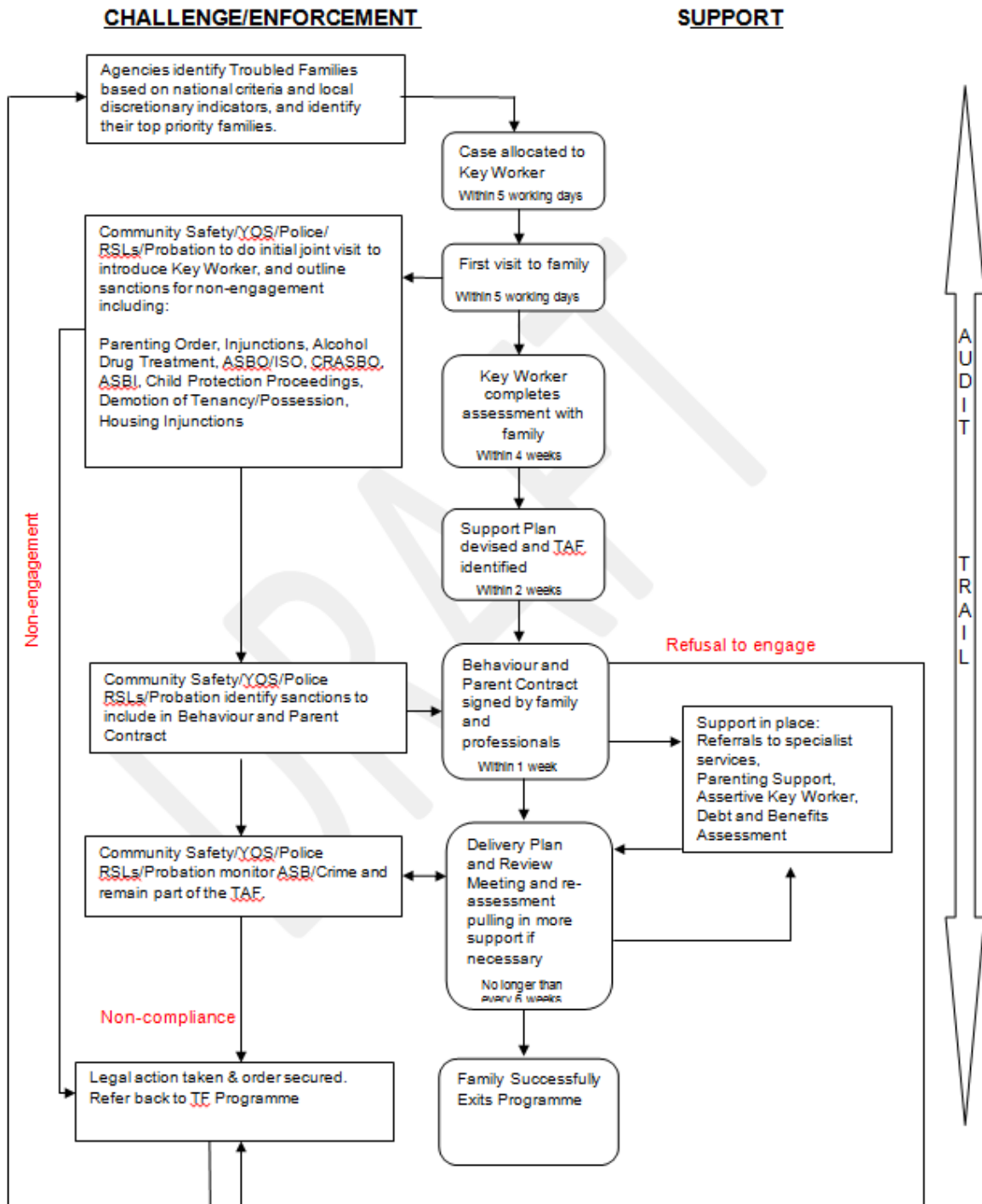
Coventry Delivery Model

How does the Coventry Model fit with National Troubled Families three tier model for working with troubled families based around the degree of complexity?



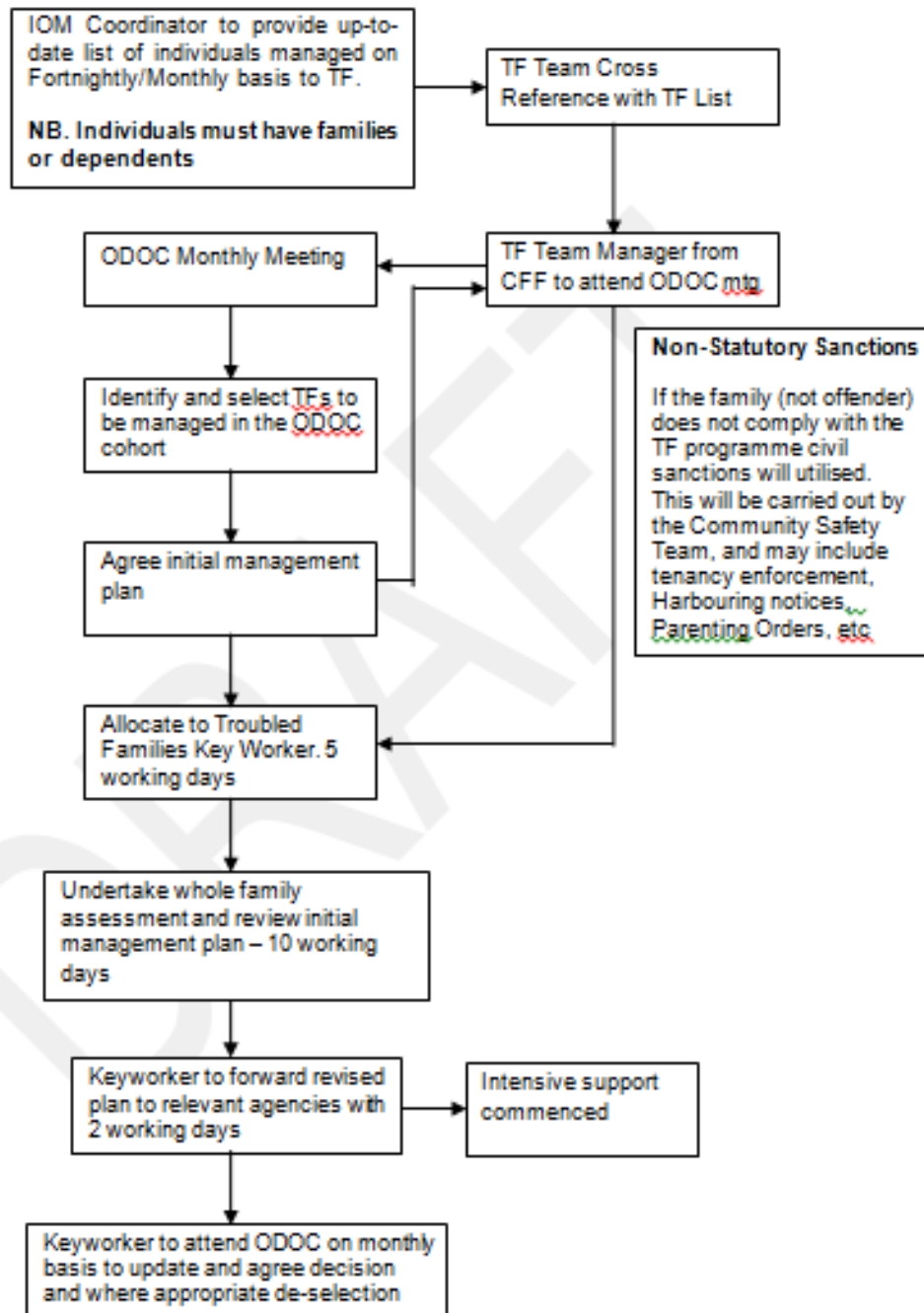
Appendix 3 – Challenge and Support Process Flow Chart

Challenge and Support Process Chart



Appendix 4 - Integrated Offender Management (IOM) Pathway

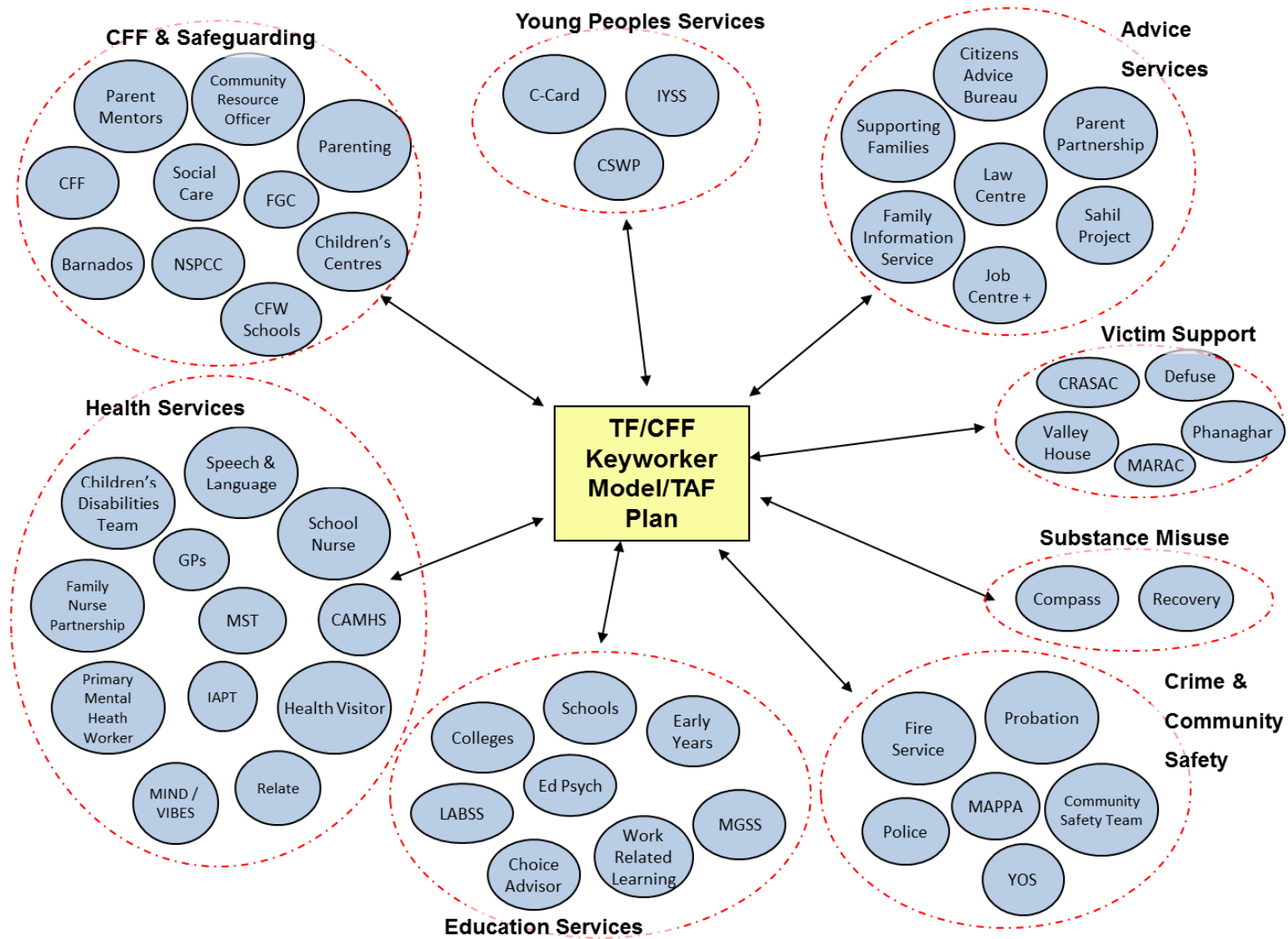
Troubled Families: IOM Pathway



Key:
 ODOC – One Day One Conversation IOM - Integrated Offender Management TF – Troubled Families
 CFF – Children and Families First Service

Produced by Louise Ricketts, Integrated Service Manager for Children and Families First Service (North East) and Troubled Families Coordinator. Louise.ricketts@coventry.gov.uk, (024) 7678 6808 and Dalbir Badaaha, Probation Lead (IOM Central Team) probation.badaaha@West-midlands.pnn.police.uk

Appendix 5 – Key Worker Diagram



Appendix 6 – Examples of Direct Work

Structured and Accredited Programmes/Interventions	
Intervention	Description
Protective Behaviours	A 10 session programme aimed at empowering personal safety for children and young people.
Intensive Triple P	Intensive 10 week accredited parenting programme
Three Houses	A tool used with children and young people to understand their experience of their home environment and worries/fears. Used as part of the assessment process to inform direct work and support needed (2 sessions)
Home Inventory	4-5 week programme, looks indepth at the home situation (e.g. routines and boundaries, home facilities and circumstances). This is used to inform the assessment and family support plan.
Signs of Safety	Safeguarding tool used to identify the safety of the child within the home and family setting, identify risks and needs and unknown factors. This is used with the family and services who input and scale the associated risks.
Cycle of Change	Assesses the ability of the family to change negative behaviours. (2-3 sessions)
Family Star	Assessment tool that measures parental outcomes and capacity to change (3 sessions)
WellCom	Early Years speech and language assessment and intervention tool, which gives age appropriate examples of direct work modelled by a professional so that the parent can continue the intervention (4-6 weeks)
Parent Assessment Manual (PAMs)	Wide-ranging functional and multi-dimensional evidenced-based parenting assessment aimed at vulnerable families particularly those with learning difficulties, their children and their needs. (no specific timescale)
Parent Mentor Programme	Trained volunteer are attached to families when they exit the Troubled Families programme (9-12 months)
Miscellaneous	
School Routines, ensuring families keep statutory or funded appointments, advocacy at appointments (e.g. YOS, Court, counselling, etc), supervised shops (i.e. pro-social modelling), housing and benefit issues, school mediation.	

This is not an exhaustive list of direct work and practical support. These can be delivered at any point in the intervention process.



To: Cabinet Member (Children and Young People)

Date: 4 September 2013

Subject: Update on Progress of Troubled Families Programme

1 Purpose of the Note

- 1.1 To inform the Cabinet Member (Children and Young People) of the outcome of the Education and Children's Services Scrutiny Board (2) discussion on the update on progress of the troubled families programme. This item was discussed at their meeting on 29th August 2013.

2 Recommendations

- 2.1 The Scrutiny Board noted the progress achieved to date on the Department of Communities and Local Government (DCLG) Troubled Families Programme within Coventry known locally as the Children & Family First Intensive Family Support Programme and endorsed the report to Cabinet Member.

Victoria Castree, Scrutiny Co-ordinator, 024 7683 1122

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