
Cabinet Member for Children and Young People

27 July 2015

Name of Cabinet Member:

Cabinet Member for Children and Young People – Councillor E Ruane

Director Approving Submission of the report

Executive Director of People

Ward(s) affected:

All

Title:

Update on the Troubled Families Programme

Is this a key decision?

No

Executive Summary:

Phase 1 of the Troubled Families Programme was completed in May 2015 with Coventry achieving 100% success in turning around 905 complex families. Coventry was invited by the Department of Communities and Local Government to be an 'Early Starter' in Phase 2 of the expanded programme. This report provides an update of progress and performance to date and challenges in going forward with Phase 2 of this Government Programme through to 2020

Recommendations:

Cabinet Member for Children and Young People is requested to:

- 1) Note the progress achieved to date on the Department of Communities and Local Government (DCLG) Troubled Families Programme within Coventry and acknowledge the challenges faced for phase 2 as outlined in section 4 of this report.

List of Appendices included:

Appendix 1: Troubled Families Delivery Model
Appendix 2: Phase 2 Expanded Troubled Family Programme
Appendix 3: Case Study 1
Appendix 4: Case Study 2 'Our Story'

Background papers:

None

Other Useful Documents

Financial framework for the expanded Troubled Families programme, Department of Communities and Local Government, March 2015, available from:
<https://www.gov.uk/government/publications/financial-framework-for-the-expanded-troubled-families-programme>

Has it been or will it be considered by Scrutiny?

No

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: Update on the Troubled Families Programme

1. Background

- 1.1 In April 2012 the Government Launched the Troubled Families programme as a result of the 2011 civil disturbances. The £448 million scheme aimed to incentivise Local Authorities and their partners to turn around the lives of 120,000 troubled families by May 2015. The national criteria for the programme was families where children were not attending school, young people who were committing crime and involved in anti-social behaviour and finally families with intergenerational worklessness. The programme uses a Payment by Results process, where the Local Authority receives an attachment fee, and claims the remainder of money through working with families to achieve positive outcomes.
- 1.2 Phase 1 of the programme started in Coventry in November 2012. The over-arching objective for this programme was to embed a '**whole family**' approach to working with troubled and problematic families, through the assertive keyworker model and intensive intervention.
- 1.3 In Coventry the programme was positioned within the Local Authorities Early Intervention Services, predominantly managed within Children and Families First. The expectation under phase 1 of the programme was to work with 905 families meeting at least 2 of the 3 national criteria. Coventry's delivery model within Early Intervention and Prevention aligned seamlessly with the Department of Communities and Local Governments proposed 3 tier model of intervention: 'Intensive', 'Light' and 'Super Light' (Appendix1).
- 1.4 The Programme has so far successfully supported 905 Coventry families to turn their lives around, helped them to secure a better future for their children and in the long term improve their communities by lifting them out of poverty and empowering them to take control of their future.
- 1.5 **Impact on Families Phase 1:**
- 1.6 The impact of Phase 1 of the programme on families is as follows:

632 families have children with improved attendance and behaviour at school, 334 families have committed at least 60% less anti-social behaviour, and youth offending has decreased by at least 33% in 76 families. Additionally, 31 families have seen at least 1 adult move off out of work benefits and into continuous employment, while another 37 achieved the 'progress to work' outcome by voluntarily accessing the work programme or European Social Fund Support for Families project.
- 1.7 The Programme was supported by a grant of £3.2m. We have not only successfully claimed sufficient payment by result to cover all of our expenditure for the three years but have also funded interventions/contracts within the early help arena.
- 1.8 In real terms, the impact of the programme goes far beyond the collection of data; early intervention services have worked with families to resolve a range of issues including poor parenting, neglect, poor housing conditions, debt and benefit issues, substance misuse, poor mental health, and domestic abuse in order to achieve the outcomes.
- 1.9 The Troubled Families agenda cuts across strategic pathways and service delivery areas including Health, Children's Social Care, Adult services, Mental Health, Probation Youth Offending, Community Safety, Policing and Social Housing provision and Education.

1.10 Additionally the third sector organisations play a crucial role in working with families in ways that they can feel safe to engage. During the last three years the partnership working arrangements have strengthened through:-

1. The integration of a seconded post from the Department of Work & Pensions (DWP) into the troubled families keyworker team
2. Co-location of the TF/ CAF coordinator post into the YOS with Police and Probation representatives.
3. The European Social Fund funded Support for Family project, CSV Volunteer programme, Coventry Law Centre for debt and financial advice for families.
4. Community Safety Partnership also contributed towards the funding of the Systemic Family Therapist working with the families and their keyworkers.
5. The co-location of a Primary Mental Health worker into the keyworker team and integrated work within the Intensive Family Support Case Panel meetings.
6. The development of the Acting Early Programme (0-5) combines Health Visitors, Midwives and Children's Centres, Children & Family First Teams and the Social Care Referral and assessment Team. This integrated model compliments phase 2 of the Troubled Families programme

1.11 The programme has been a catalyst for the transformation of services, it has supported greater collaboration, integration and co-location and has made joined up working a reality. For families, it provides a 'One Stop Shop' approach where services can be easily accessed. All of this is not only good news for Coventry, but has provided the promised platform to continue the full transformation of services highlighted through Phase 2 of the programme which will include the full alignment of partner agencies to provide a holistic way of working in delivering services to families. This approach challenges traditional service delivery and allows families to be met at their point of need without requiring escalation to crisis point or referrals into statutory services in order to manage risk and need.

2. Phase 2 - Expanded Troubled Families Programme

2.1. In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years to reach an additional 400,000 families across England (Coventry – 3,130 families). £200m has already been committed by Whitehall to fund the first year (2015-2016) of this five year programme. Due to the significantly greater scope and scale of the programme, the Government expects the expanded programme to stimulate the transformation of local public services in order to deliver the programme and reduce the costs in the long term.

2.2. The expanded programme retains the current programme's focus on families with multiple high cost problems and continues to include families affected by poor school attendance, youth crime, anti-social behaviour, and unemployment. However, the programme will also reach out to families with a broader range of problems, including those affected by domestic violence and abuse, with younger children who need help, where crime and anti-social behaviour problems may become intergenerational and with a range of physical and mental health problems. Under Phase 2 the Government has committed to pay £1,800 per family (45% of phase one funding). To be eligible for the expanded programme, each family must have at least two of the following six problems:

1. Parents and children involved in crime or anti-social behaviour
2. Children who have not been attending school regularly
3. Children who need help: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan

4. Adults out of work or at risk of financial exclusions or young people at risk of worklessness
5. Families affected by domestic violence and abuse
6. Parents and children with a range of Physical and mental health problems.

2.3 The expanded Troubled Families Programme has ambitious service transformation goals and therefore differs from Phase 1 in how it will measure, and pay for success. Rather than focusing on a small number of relatively tightly defined national results to be achieved with each family, it asks local authorities and its partners to measure success in three main ways for which funding is available:

1. Demonstrating either **'significant and sustained' progress or continuous employment**. Each family's achievement of 'significant and sustained' progress will be assessed against a locally defined Troubled Families Outcome Plan, which can be updated to reflect changing local priorities over the life time of the programme.

Funding is available for each family who achieves success and will be paid in two parts: an upfront attachment fee of £1000 per family and a results-based payment of £800 per family.

2. Capturing a richer understanding of the progress achieved with a representative of families across a broader range of outcomes (Family Progress Data) sample and National Impact Study.
3. Developing a much better understanding of financial benefits achieved through the programme and by stimulating on-going service transformation through transparent local accountability for these benefits. This will be done through the use of the online troubled families **cost savings calculator**

2.4 The Expanded Troubled Families Programme extends the current programme both in terms of scale and reach, and has ambitious service transformation goals. The scope of the extended programme means that the troubled families approach will encapsulate the whole of the Early Intervention and Prevention agenda, as well as extending into Social Care (Level 4). The 'Troubled Families' approach of supporting the whole family, understanding what interventions have the greatest impact, needs to shape future workforce development, in order that this change can be felt for families before they reach this level of complexity, which aligns with the Early Help Strategic Framework in Coventry. This brings new and more complex challenges, and will require services to transform the way they work with service users. To support this work there is also a new Financial Framework which outlines the need for an Outcomes plan for the City which is currently under development: this will enable us to:

- a) Lay out what Coventry City Council aims to achieve with each family with regard to the six problems the programme aims to tackle; and how this supports our wider service transformation objectives.
- b) Provide a basis against which Coventry City Council can determine when significant and sustained progress has been achieved and, therefore, a results claim may be made for the family.
- c) Provide a framework against which our internal auditors (and DCLG spot checks) may establish whether a result is valid.

2.5 The Expanded Troubled Families Programme needs to be viewed very differently from Phase one. Whilst it is still about 400,000 families with complex needs and with problems that we all want to address to improve their lives and thereby reduce demand on local services, the Government are clear that the expanded Programme has an additional expectation, to mainstream the Troubled Families (Family Intervention) approach throughout the local authority and public sector, This includes all other Public Sector services changing the way they work (Whole family approach) not just the Local Authority; every agency needs to be responsible and accountable for the work that they do with families. We need to be clear about why we and other local services are spending money on a family and what we/they are seeking to achieve with that family in understanding which services are effective and which less so in achieving our agreed outcomes. All of this supports the transformation of our services and begins to join up departments internal and external to the Council.

3. Governance

3.1 The Coventry Troubled Families Programme has dedicated governance functions via the Troubled Families Strategic Board. Governance will be strengthened by making the existing Troubled Families Board accountable to the Joint Commissioning Board, which will have responsibility for the overall achievement of the aims of the programme and the delivery of key outcomes. In addition, we're exploring links with the Early Help Strategic Group.

4. Challenges facing the Programme:

- 4.1 The main challenges facing the Expanded 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 the Expanded programme given that 3,130 families will need to be identified and worked with over the next 5 years.
 - b) The likely number of families to be turned around is highly challenging and the resources available from Central Government to support delivery are less per family than available during phase one.
 - c) Once the final details of the expanded programme are fully available from government, there is a clear need for the City Council and its partners to develop an adequate delivery and financial model to support the programme
 - d) Collecting baseline data from partners in a timely manner to support PBR process
 - e) The Troubled Families Strategic Board to continue to build upon the good sign up of partners, and drive the service transformation expected through phase 2.

5. Timetable

- 5.1 Department of Communities and Local Government announced plans for the Expanded Troubled Families Programme in June 2013. The programme was in place and rolled out nationally in April 2015, with delivery expected to start as soon as possible thereafter (with the exception of early starters). For Coventry, this started on 1st January 2015, four months ahead of the national roll out. In reality this meant that from January to May 2015 we were running both phase 1 and phase 2 parallel to each other with the remaining 30% (274) of families from phase 1 and 5% (156 families) of our families from phase 2 (as requested by The Department of Communities and Local Government). Additionally we will have to work with a further 532 families to bring us up to our target of 688 families claimed for by March 2016.
- 5.2 Coventry's structure for Early Help is robust and viewed by the Department of Communities and Local Government as a good model with many strengths, because of this we are now in a very strong position starting phase 2 of the programme given that we currently have

490 families open to Children and Families First teams at level 3 CAF who meet the phase 2 criteria, we also have a cushion of 318 closed cases from January 2015 which also fit the criteria. This places us in a really strong position to work with our partners at level 2 e.g. Acting Early- children's Centres, Health, Education, Youth Offending Service and others to capture these families for phase 2 of the programme.

To support Phase 2 of the programme Coventry is currently finalising the Early Help Strategy which identifies the Troubled Families Outcomes Plan as key to aligning and supporting how services need to work in the future in order to achieve the greatest impact for families across the city. The Troubled Families Board has been involved in developing the draft-outcomes plan. The timetable for the Outcomes Plan is to submit a first draft to the Department of Communities and Local Government by 31st July 2015 and a final draft by 31st August. There will be opportunities for partners and internal Audit to continue to the various sections of the plan prior to final submission. The Outcomes plan will not be written in stone-the Department of Communities and Local Government expect outcomes to evolve as our programme develops and local circumstances and priorities change. Moving forward, in September this 2015 we are planning to deliver a road show of support structures and pathways for partners who will be part of this new way of whole family working.

- 5.3 Moving forward, in September this 2015 we are planning to deliver a road show of support structures and pathways for partners who will be part of this new way of whole family working.
- 5.4 This is part of the government's radical reform agenda that was set out in the 2013 Spending Round, the £200 million funding for 2015 to 2016 includes new incentives for local services such as the Police, Health and Social Care to work more closely together in order to reduce costs and improve outcomes for families.

6. Comments from Executive Director of Resources

6.1 Financial implications

6.2 Grant Conditions:

- 6.2.1 The Department of Communities and Local Government grant has been made available for the purposes of achieving the Expanded 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.
- 6.2.2 The Payment by Results will be based on self-declarations of results by Coventry City Council verified by the Councils Internal Audit Team against the Local Outcomes Plan. The following table includes the forecast income and expenditure for the Troubled Families Programme Phase 2 – this is based on information provided by the Department of Communities and Local Government, and an assumed Payment by Result rate of 70%. This has been updated from the last report provided on 10th February to include the final carry forward figure from phase 1 plus an increase in the Service Transformation grant.
- 6.2.3 It is expected that Coventry works with 3,130 families during phase 2. The target number of families for 2015/16 has been defined by Department of Communities and Local Government and the remaining balance profiled over time in line with expectations.

Phase 2 Forecast	2015/16	2016/17	2017/18	2018/19	2019/20	Totals
<u>Coventry's Target</u>	No.	No.	No.	No.	No.	
Families per year	688	626	626	626	564	3,130
<u>Income</u>	£000's	£000's	£000's	£000's	£000's	
Carry Forward Phase 1	-769					
Attachment fee	-688	-626	-626	-626	-564	
Service Transformation Grant	-225	-200	-200	-200	-200	
Up-front income	-1,682	-826	-826	-826	-764	
(based on 70% phase 2)	-385	-353	-353	-353	-316	
Total income	-2,067	-1,179	-1,179	-1,179	-1,080	-6,684
<u>Expenditure -</u>						
Staff Costs	976	1,012	1,049	1,086	1,123	
Other costs	283	285	287	289	294	
Total Expenditure	1,259	1,297	1,336	1,375	1,417	6,684

6.2.4 This includes some additional posts in relation to data management, programme support and social worker support. This will need to be reviewed throughout the delivery of the programme in light of levels of Payment by Result delivery, any changes to the national programme and levels of funding, and any changes in expenditure levels.

6.3 Legal implications

None

7. Other implications

None

7.1 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)?

7.1.1 The Expanded Troubled Families Programme contributes towards the Council's key objectives through the Troubled Families Outcomes Plan which is closely linked to the Council's corporate priorities 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.

7.2 How is risk being managed?

7.2.1 Risks associated with the Expanded Troubled Families programme relates to under achievement of the contract in terms of number of families participating and achieving the outcomes. This will mean that 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.

7.3 What is the impact on the organisation?

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

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

7.4 Equalities / EIA

7.4.1 Equality impact assessments have been undertaken regularly across the Council's 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.

7.5 Implications for (or impact on) the environment

7.5.1 There are no specific environmental implications.

7.6 Implications for partner organisations?

7.6.1 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 Children's Services, Adult Services, Coventry Community Safety Partnership and Economy and Communities Division to deliver specialist services to families with multiple problems.

7.6.2 Some partner agencies will be required to exercise their tools and powers to engage families that are reluctant to participate on the programme.

7.6.3 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, Department of Work and Pensions, housing and Job centre Plus, Partners are also an integral part of the challenge and support packages to turn around the troubled families.

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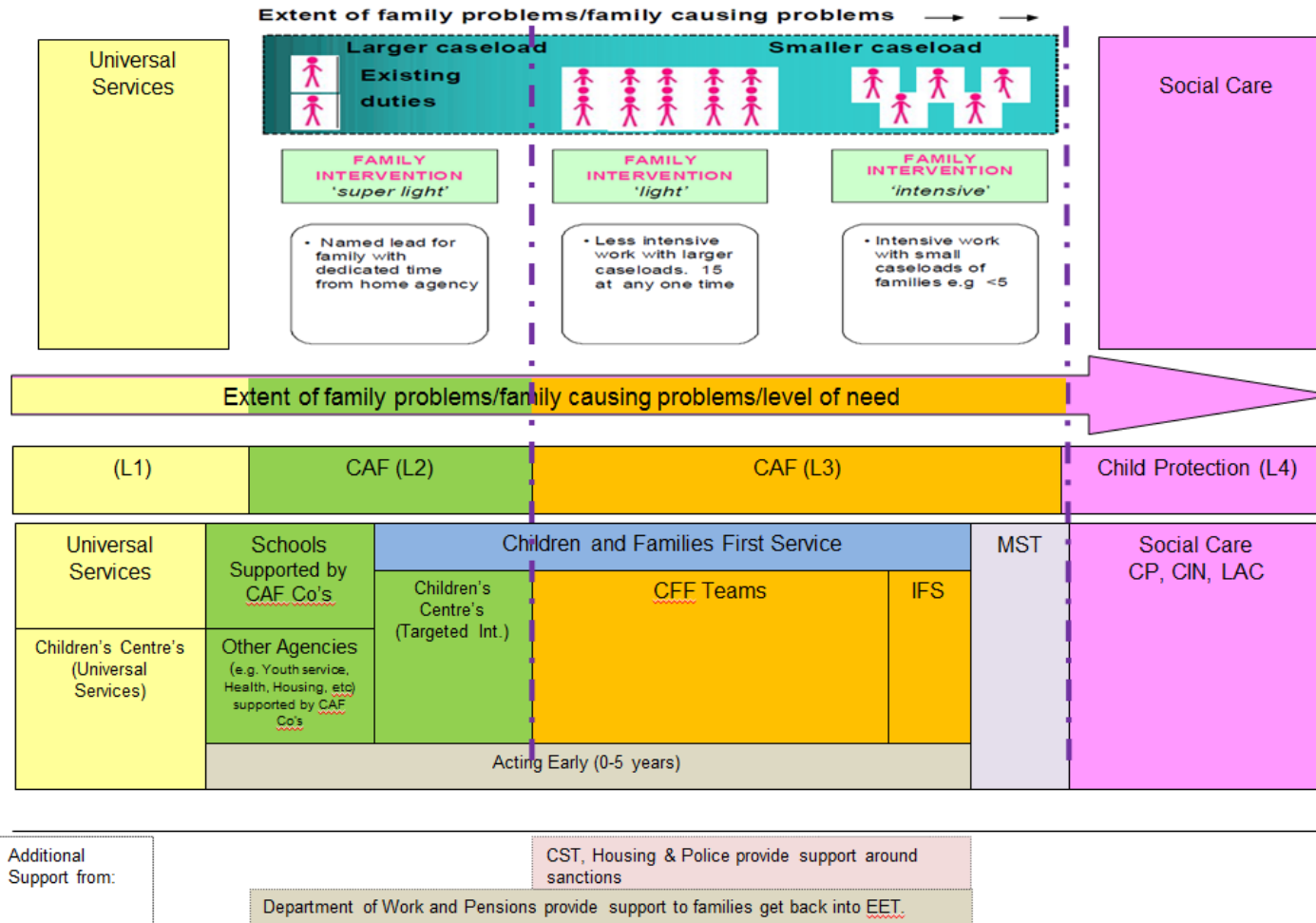
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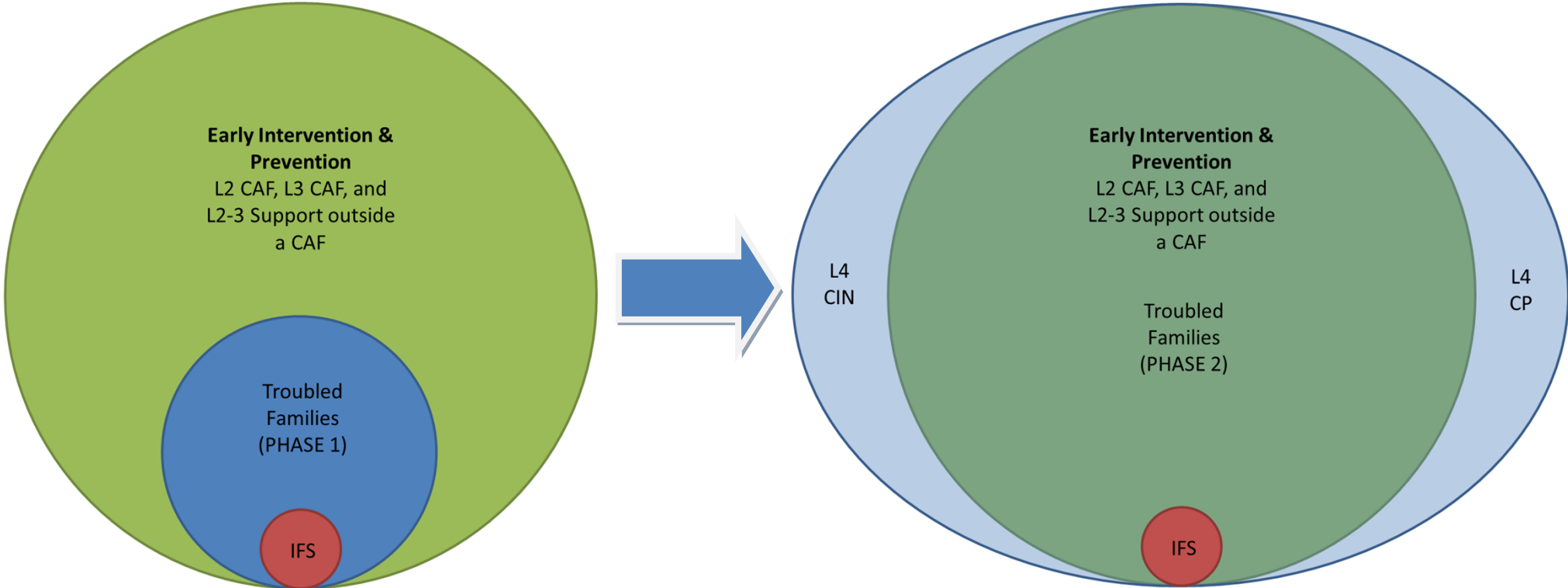
Appendix 1 – Troubled Families Delivery Model

Coventry Early Help Delivery Model



Updated 18th June 2015

Appendix 2: Phase 2 Expanded Troubled Family Programme



Phase 1: Troubled Families is part of EIP, they are cohort of families that have characteristics that meet at least 2 of the 3 national criteria. The Intensive Family Support (IFS) team work intensively with a small cohort of highest risk families.

Phase 2: The Expanded Troubled Families criterion extends the programme across the whole of EIP and into Social Care. The programme aims to stimulate service transformation, leading to both internal and external partners working differently and adopting a whole family approach