



Cabinet Meeting

15 April 2015

Report title	Troubled Families Programme Phase Two	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Val Gibson Children and Families	
Key decision	No	
In forward plan	No	
Wards affected	All	
Accountable director	Linda Sanders, Strategic Director, People	
Originating service	Children and Young People	
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Report to be/has been considered by	People Leadership Team	23 March 2015

Recommendation(s) for action or decision:

The Cabinet is recommended:

1. To approve Wolverhampton's involvement in phase two of the Troubled Families initiative and agree in principle Wolverhampton's commitment to turn around 2,840 families between April 2015 and March 2020, attracting up to £5.1 million additional investment.
2. To endorse the proposed phase two service delivery to embed this work as 'business as usual' within Public services.
3. To reflect on the longer term commitment required within the city to be successful in phase two and ensure that resources are targeted at the right families in order to contribute to the citywide aim of preventing and reducing looked after children.

1.0 Purpose

- 1.1 Following the national launch of the Troubled Families Programme in 2011 Wolverhampton City Council entered into a contract with Department for Communities and Local Government (DCLG) to 'turn around' 810 families by significantly improving school attendance, reducing anti-social behaviour and getting parents back into work . The clear expectation from DCLG was that Wolverhampton would achieve 100%. Work on phase one commenced in April 2012 and ended in March 2015. In February 2015 Wolverhampton successfully completed phase one of the programme by achieving the 100% outcome target. This has resulted in Wolverhampton being included in the expanded programme (phase two).
- 1.2 Phase two is a five year programme that is aimed at further embedding the 'whole family' approach to supporting families. Over the duration of the programme this work will be embedded into every day practice and become 'business as usual'.
- 1.3 In phase two, Wolverhampton City Council needs to work in an effective partnership with representatives from the police, health, housing, education, Department for Work and Pensions) DWP and the voluntary sector to ensure that over the next five years significant and sustained change is brought about for 2,840 families. Regular data exchange between partners will ensure that support is targeted at the right families and this will support the further development of the Council's Early Help Services to ensure that families are provided with the right support, at the right time and that we prevent families having to access specialist services, including Social Care and the Youth Offending Team.

2.0 Background

- 2.1 The Troubled Families programme was launched by the Prime Minister in 2011. The programme is led by Louise Casey CB.
- 2.2 A Troubled Families Team, based in the Department for Communities and Local Government (DCLG) was established and was given the responsibility to co-ordinate efforts across the whole of government and to provide expert help to English Local Authorities to ensure the programme's success.
- 2.3 Government data collected in October and November 2011 estimated that £9.0 billion is spent annually on troubled families. This equates to an average of £75,000 per family each year. Of this, an estimated £8.0 billion is spent reacting to the problems these families have and cause with just £1.0 billion being spent on helping families to solve and prevent problems in the longer term.
- 2.4 In July 2012, a report was published highlighting the types of issues these families face and present. The government made a commitment to turn around the lives of 120,000 troubled families by 2015.

- 2.5 An evaluation report by the National Centre for Social Research shows that intensive intervention to support and challenge troubled families is effective in turning round their lives – a family getting intensive support and challenge is twice as likely to stop anti-social behaviour as one not getting the intervention.
- 2.6 In December 2012 the Troubled Families Team published a report which looked at the academic evidence underpinning family intervention techniques and how effective they can be.
- 2.7 Based on evidence gathered from a number of government departments that looked at worklessness, anti-social behaviour, crime, school attendance and exclusions each Local Authority was given a target number of families to turn around by May 2015. The target for Wolverhampton was 810. Wolverhampton was also given the opportunity to provide a third local criterion if only two of the national criteria were met. Local criteria included domestic violence, mental health, substance or alcohol misuse, police priority area, non-engagement with pre-school provision, child at risk of entering care, gang involvement, at risk of sexual exploitation, and criteria for preventing youth crime.
- 2.8 The contract agreed with the Council in phase one was to turn around 810 families and this attracted additional funding. The funding comprised a management fee, an attachment fee for families that were identified and a Payment by Results Fee (PBR) paid once evidence was provided demonstrating progress to work, reduced crime and anti-social behaviour, and reductions in exclusions and unauthorised absence.
- 2.9 For the three years of phase one DCLG provided £100,000 per year coordination fee, £3,200 attachment fee for each family and a potential £800 PBR. The maximum funding therefore available was £3,540,000.
- 2.10 In February 2015 Wolverhampton submitted a payment by results claim that led to the phase one target to turn around 810 families being achieved. Due to the successful completion of phase one, the Council are now involved in phase two of the programme. Throughout phase two there needs to be a focus on ensuring the resources are focussed on the right families and that we achieve significant and sustained progress with families which will raise aspirations, improve life chances and prevent the need for specialist service intervention.

3.0 Progressing Into Phase Two

- 3.1 In phase one, Wolverhampton did not set up a separate 'Troubled Families' team to provide support to families. This decision was taken in an attempt to make the work more sustainable. The model of delivery was for support to be delivered within existing services, both internally and externally, and via the third sector. Organisations were given the attachment fee (£3,200 per family) to work with an agreed number of families. This model did present some challenges especially for smaller providers who did not have the required infrastructure to key work families.
- 3.2 In phase two, the reduction in the attachment fee from £3,200 to £1,000 per family means that it will not be possible to give large sums of money up-front to providers. In particular, this may impact on the capacity of some of the smaller third sector

organisations to deliver key working support. There needs to be on-going commitment to partnership working and opportunities will be explored for how the skills and experience in the third sector can be best utilised. Finance for phase two is guaranteed for the first financial year 2015/16. A guarantee cannot be provided for the following years but the funding has been profiled for five years by central government.

- 3.3 Data from phase one payment by results claims indicates that 77% of the claims were following intervention from Early Help Services. This provides a strong basis for why phase two should be a key priority for Early Help and this fits with the service vision to develop intense targeted family support. The key driver for this is to contribute to the prevention of children coming in to care by ensuring that families are provided with the right support and at the right time. A vital area for development in phase two is to ensure that help and support is targeted at the right families and in the right areas of the city. To achieve this we need to develop a better understanding across council services and other partner agencies to enable the appropriate targeting of our troubled families.
- 3.4 The ability to analyse a wide range of data is therefore critical to the success of this programme both in terms of identifying eligible families and being able to evidence outcomes. In phase one data was analysed on approximately 3,000 families to identify eligibility criteria and PBR outcomes. With the increased target for phase two requiring 2,840 families to be turned around this will require additional resource for data management.
- 3.5 To assist with the identification of phase two families the national criteria for involvement in phase two has been widened to include the local criteria that Wolverhampton identified in phase one:
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 exclusion and young people at risk of worklessness;
 5. Families affected by domestic violence and abuse;
 6. Parents and children with a range of health problems (including physical and mental health).
- 3.6 To be eligible for the expanded programme, each family must have at least two of these six problems. This widened criteria will enable services to identify troubled families that they have on their existing caseload and going forward, the focus needs to be on embedding this work with families and making it 'business as usual'. We need to realise public transformational change and a specific focus is required on getting health colleagues involved.
- 3.7 Further, emphasis in phase two needs to be on getting more families back into work. This requires much more than a keyworker being identified for these families. Early discussions have already taken place with employees within City Economy regarding European Social Fund (ESF) funding opportunities. Although in phase one we managed

to achieve employment outcomes for 127 families, worklessness is a central theme to this programme and we need to explore where we can improve upon this outcome.

3.8 The cost savings calculator is a tool to enable Local Authorities to identify the benefits that derive from the Troubled Families programme. It will enable us to identify changes in behaviour across the cohort of families thus reducing the need for reactive services, such as Police, Accident and Emergency (A&E), Social Work interventions and Court interventions. Costs can be attached to all of these reactive interventions. This tool will assist us in calculating the benefits of other Early Help and specialist services going forward.

3.9 Measuring the success of phase two will be determined locally and Wolverhampton are underway developing an Outcomes Plan that will evidence significant and sustained progress. The Council will need to work closely with decision makers in health, economic regeneration and schools to ensure that we fully explore all opportunities to support these vulnerable families.

4.0 Financial implications

4.1 Phase one has attracted £865,000 through payment by results (PBR) in 2014/15.

4.2 Of the PBR received, £162,000 has offset savings targets for 2014/15 on Early Help 0-5 Service, the balance of £703,000 PBR will be utilised to enhance family support and embed the Troubled Families intensive model of working across the Early Help Services.

4.3 Moving into Phase two, it is planned that funding of £162,000 will be used to support the Early Help 0-5 Service as above in paragraph 4.2, along with £328,000 to support eight additional Parent Support Advisers within the Early Help 5-18 Service to continue to enhance family support and embed the Troubled Families intensive model.

4.4 DCLG have confirmed that Wolverhampton will need to engage 2,840 families for inclusion in the five year expanded programme from 2015/16.

4.5 The amount of funding offered will be £1,000 attachment fee for each family identified plus a sustained and significant turnaround fee of £800 PBR. On this basis, Wolverhampton could attract a further £5.1 million over the five year period.
[NM/23032015/D]

5.0 Legal implications

5.1 There are no direct legal implications arising from the report.
[TC/27032015/D]

6.0 Equalities implications

6.1 There are 'Troubled Families' in all communities and we need to ensure that identification and progress penetrates all vulnerable groups. Long term unemployment does impact

more upon those with multiple issues and it is important that we identify where work and progress to work opportunities can be made available to these groups.

7.0 Environmental implications

7.1 No significant environmental implications have been identified.

8.0 Human resources implications

8.1 There will be a need to recruit an additional Data Analyst in order to manage the high level of data in phase two. There are no other human resource implications as all other staff required to deliver on this programme are already in post.

9.0 Corporate landlord implications

9.1 No additional property will be required and no alterations to existing property is anticipated.

10.0 Schedule of background papers

None