Report To: JOINT MEETING OF EXECUTIVE CABINET AND OVERVIEW (AUDIT) PANEL

Date: 4 February 2014

Executive Member/Reporting Officer: Councillor Allison Gwynne, Executive Member, Children and Families
Stephanie Butterworth, Executive Director, (People)

Subject: TROUBLED FAMILIES PROGRAMME

Report Summary: This report provides a progress update on the Troubled Families programme and sets out the governments intentions for phase 2 of the programme.

Recommendations: That the Executive note the progress made locally and support the implementation phase 2 as a key element of our overall response to Complex Dependency and wider programme of public service reform.

Links to Community Strategy: Implementation of the programme continues to contribute to meeting the aims and ambitions for improvement outlined in the Borough’s Early Help Strategy, Health and Well Being Strategy and Community Strategy. It will make a significant contribution to the delivery of the corporate objectives of: Supporting economic growth and opportunity; Increasing self-sufficiency and resilience of individuals and families; and Protect the most vulnerable.

Policy Implications: Delivery of Troubled Families Phase 2 will continue to be integrated with our wider Early Help model and be delivered jointly with partners. However, strengthening our evaluation of the programme both in terms of costs and benefits will be essential to both meet the expectations of the national team but more importantly support the development of local partnership and investment approaches.

Financial Implications: (Authorised by the Borough Treasurer) The Council receives grant funding for the Troubled Families Programme via the Department for Communities and Local Government (DCLG).

The Council receives an annual co-ordinator fee and an attachment fee and also submits claims for payment by results (PbR) for wave 1 and for wave 2. The Council has been selected as an earlier adopter of phase 2 which is currently in the early stages. The Council has been allocated £313,000 which covers 313 families. In addition to this the Council has been allocated £58,000 for service co-ordination. However, Greater Manchester (GM) is retaining 15% of this funding (£8,700). This is to support evaluation requirements of the programme across the region, which will reduce the duplication of processes.

The associated expenditure incurred on the programme includes staffing costs and payments to partner agencies e.g. New
Charter. The related expenditure is closely monitored to ensure it remains within resources available.

Legal Implications: (Authorised by the Borough Solicitor)

It is important that there is a wide understanding across the public sector how such new models impact across all public services and where the benefits are understood as set out in paragraph 2.8 so that the relevant investing funding can be allocated appropriately to deliver key priorities.

Risk Management:

Impact assessment and evaluation will be an integral part of phase 2. In addition, a robust governance, performance and risk management framework is in development and will underpin the implementation of our broader Complex Dependency work with partners.

Access to Information:

Background papers and information can be obtained by contacting Jane Forrest, Head of Strategy and Early Intervention

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✉️ E-mail: jane.forrest@tameside.gov.uk
1. TROUBLED FAMILIES PHASE 1 PROGRAMME UPDATE BACKGROUND

1.1 In 2011 the Prime Minister confirmed his intention to ensure that 120,000 troubled families nationally are ‘turned around’ by the end of this Parliament. These Families have been characterised by central government as having a combination of needs, which are likely to include there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour.

1.2 The priority was to help families who were stuck with many problems, often responsible for causing problems, and also costing society a large amount of money in terms of the myriad of services that dealt with them without getting to the root causes.

1.3 The Government provided estimates of the number of ‘troubled families’ in each local authority area. Tameside was provided with an estimate of 620 troubled families with which it expected to work over three years (2012 to 2015).

1.4 Planning our approach to working with Troubled Families was not done in isolation or viewed as an ‘add-on’ to work we undertake with families. Our ambition has been to integrate within a wider early intervention approach for families and be the “linchpin” of our wider reform programme, including transforming justice and early years.

1.5 We recognised, therefore, that the approach needed to be built on a strong partnership model, which would help us reform public services in Tameside in the longer term and sustain the model.

1.6 We developed a whole-family intervention model delivered by “key workers” across a range of services to provide interventions, which addressed varying levels of need within a family:-
- Local Authority Early Help teams (including early years)
- New Charter Housing
- Probation Service

1.7 To date, our approach has achieved results that have placed us as one of the top performing Local Authorities in the Country and GM but more importantly has allowed us to work with a significantly higher number of families who have “complex” issues and place high demand on many public services, but who do not meet the national criteria of the troubled families programme.

1.8 The table below shows the total number of families that have been worked with over the three year programme.

1.9 **Table 1 Number of complex families attached to a key worker**

<table>
<thead>
<tr>
<th>Attachments</th>
<th>New Charter</th>
<th>Early Help &quot;Troubled Families&quot;</th>
<th>Probation</th>
<th>Early Help wider &quot;Complex Families&quot;</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year 1</td>
<td>69</td>
<td>43</td>
<td>20</td>
<td>320</td>
</tr>
<tr>
<td>Year 2</td>
<td>137</td>
<td>87</td>
<td>20</td>
<td>320</td>
</tr>
<tr>
<td>Year 3</td>
<td>137</td>
<td>87</td>
<td>20</td>
<td>320</td>
</tr>
<tr>
<td>Total</td>
<td>620</td>
<td>960</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1.10 The table below shows the number of results claimed by Tameside as at September 2014, broken down by each claimable outcome.
1.11 Table 2 Number of families worked with and results claimed by Tameside as at September 2014

<table>
<thead>
<tr>
<th>Total Number of Families</th>
<th>Number of Families attached or worked with as at the end of September 2014</th>
<th>Number of families achieving crime/antisocial behaviour/education result as at the end of August 2014</th>
<th>Number of families achieving continuous employment result as at the end of August 2014</th>
<th>Total number of families turned around as at the end of August 2014 (3)</th>
<th>Number of families achieving progress to work outcome as at the end of August 2014 (4)</th>
<th>% 'Turned Around'</th>
</tr>
</thead>
<tbody>
<tr>
<td>620</td>
<td>620</td>
<td>427</td>
<td>146</td>
<td>573</td>
<td>122</td>
<td>92%</td>
</tr>
</tbody>
</table>

1.12 Table 3 Performance Ranking at Q3 2014

<table>
<thead>
<tr>
<th>Performance Ranking Qtr 3 2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Area</td>
</tr>
<tr>
<td>Greater Manchester</td>
</tr>
<tr>
<td>National</td>
</tr>
</tbody>
</table>

1.13 Tameside’s Troubled Families programme has been a catalyst for change and reform across public services and as a result we have begun to align a number of integrated delivery models dealing with Complex Dependency. This includes Women Offenders, Integrated Offender Management and Intensive Community Orders. Our Public Service Hub, sitting within the local authority Children and Adults Early Intervention service area is central to progressing this work further and supporting a whole place approach to reducing demand. The table below shows the number of families we are currently working with per year across these delivery models.

1.14 Table 4 Number of complex families worked with per year across all delivery models

<table>
<thead>
<tr>
<th>Agency</th>
<th>Number of Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Charter</td>
<td>264</td>
</tr>
<tr>
<td>New Charter None TF (Wider complex Issues)</td>
<td>132</td>
</tr>
<tr>
<td>Early Help TF</td>
<td>264</td>
</tr>
<tr>
<td>Early Help (Wider complex Issues)</td>
<td>320</td>
</tr>
<tr>
<td>Women Offenders (Probation)</td>
<td>44</td>
</tr>
<tr>
<td>ICO (Probation)</td>
<td>19</td>
</tr>
<tr>
<td>IOM (Probation)</td>
<td>156</td>
</tr>
<tr>
<td><strong>Total Complex Dependency Per Year</strong></td>
<td><strong>1199</strong></td>
</tr>
</tbody>
</table>

2. TROUBLED FAMILIES PHASE 2 BACKGROUND

2.1 In April this year Greater Manchester collectively submitted an expression of interest to become an Early Starter for phase 2 of the national Troubled Families programme (TF2). By May Greater Manchester met the target set for Early Starters by the Troubled Families Team, 50% of phase 1 families turned around, with eight areas meeting the target. Recently all ten Chief Executives received a letter of invitation for GM to become an Early
Starter, to work with 4,080 families in 2014/15, bringing them into the programme between September 2014 and March 2015.

2.2 Alongside the commitment to work with 4,080 families as Early Starters GM are committed to working with the Troubled Families Team to develop the expanded programme ahead of the national roll-out in 2015, as well as continuing to work with our remaining phase 1 families, aiming to turn them all round by May 2015. For Tameside this means working with approximately and additional 400 families during this time.

**Families and criteria**

2.3 The criteria for a family to be included in the expanded programme will be broader and less rigid than phase 1, allowing for more local discretion and flexibility. It is expected that every family will have at least 2 of the six headline problems:

1) Parents or children involved in crime or anti-social behaviour
2) Children who have not been attending school regularly
3) Children who need help
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

2.4 The national Troubled Families team expect that the families will have a broad range of these issues; there should be no particular focus to the families chosen for inclusion. This fits entirely with the established delivery model in Tameside.

2.5 In phase 2 of the programme it is expected that ‘significant and sustained’ outcomes should be achieved with families before a PbR payment is made, there will be guidance on what this means from the national team however it will be for local areas to define and monitor progress through audit mechanisms. There will be an opportunity for Early Starters to develop this further. Where worklessness and low attendance are issues in a family it is expected that outcomes should be achieved on these issues as a minimum for outcome payment.

**Evaluation and Cost Benefit Analysis**

2.6 Demonstrating the impact of the programme is an important element of Troubled Families phase 2. The national Troubled Families team are keen to understand the outcomes that are achieved for families, as well as the impact of this on reduction in demand and cost for public services, and how this enables service transformation. The programme will be a key strand of the wider GM devolution conversation with government and will contribute to our commitment to 50,000 GM residents back to work.

2.7 Tameside’s approach to the Troubled Families programme has been chosen as broadly representative of the Greater Manchester TF2/complex dependency delivery model, and used to model the costs of delivering the programme across GM and understand where the benefits will be realised across the public sector.

2.8 The pie chart below illustrates the fiscal benefits that will fall to a range of partner agencies using this modelled data. Benefits to the local authority will be as a result of a reducing the number of children needing a safeguarding response. Other outcomes include reduction in anti-social behaviour and crime, improved school attendance and improved health.
2.9 Early Starters are expected to provide Family Monitoring Data (FMD) for 10% of TF2 families, as well as for phase 1 families as requested. We will also be required to complete the Cost Savings Tool, which has been developed based on the GM Cost Benefit Analysis methodology, for 25% of Early Starter families by June 2015.

3. TRANSITION FROM PHASE 1 TO PHASE 2

3.1 The Troubled Families Team still have a target of 120,000 turned around phase 1 families by May 2015 and it is expected that Early Starters will continue working towards this target locally. Tameside is on track to achieve the local target, Q3 monitoring shows that we have supported ('turned around') 573 (92%) of the 620 families. The remaining 47 families are attached to a key worker and working towards positive outcomes.

3.2 Families meeting the criteria for inclusion in phase 2 can be identified from September 2014, this can include current 'open' cases which don’t meet the phase 1 criteria, as can be seen from Table 1, in Tameside we are already working 320 families that will fall into this category and do not envisage any issues in maintaining our current performance.

4. RECOMMENDATION

4.1 As stated on the report cover