

Troubled Families

Health and Wellbeing Board

Date: 21 October 2015

Author:	Board Director Commissioning
Wards:	All
Locality Affected:	All
Parishes Affected:	All

1. Purpose and Reasons

- 1.1 Troubled Families is a national programme that has been run from the Department of Community and Local Government (DCLG) since April 2012. The first phase of the programme came to an end at the end of March with Swindon achieving outcomes for 96% (354 families) of the three year target of 370 families.
- 1.2 Swindon achieved sufficient outcome thresholds in phase one to become an early starter for phase two of the Troubled Families Programme in January 2015 ahead of the start in April 2015. Phase two of the programme will run from April 2015 to March 2020 and Swindon's target number of families is 1270 for the five years.
- 1.3 The indicators for phase two of Troubled Families have been widened and all Local Authorities are required to develop and agree their locally developed outcome plan. Troubled Families remains a payment by results programme in phase two, however in addition to the achievement of sustainable results for families being achieved there is also a requirement to comply with Family Progress Data and also Cost Calculator submissions.
- 1.4 This report sets out the achievements and learning from phase 1 of the Troubled Families Programme and outlines the requirements of Swindon Borough Council and its partners for phase 2 of the programme. The draft outcome plan for 2015 – 2020 is attached at Appendix 1 and partners are asked to give feedback and to consider their contributions to phase two of Troubled Families.
- 1.5 The delivery of Troubled Families underpins the delivery of One Swindon priorities and contributes to all partners' strategies.

2. Recommendations

The Board is recommended to:

- 2.1 Note the contents of the report regarding the shape and delivery of phase two of the Troubled Families Programme.
- 2.2 Consider partner organisation's existing contributions to phase two of the Troubled Families Programme and what additional contributions could be made.

Further information on the subject of this report can be obtained from Charmaine Tarring, 01793 465008, CTarring@swindon.gov.uk.

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- 2.3 Provide feedback on the Outcome Plan 2015 – 2020 to ensure alignment to strategic plans.

3. Detail

Troubled Families – Phase 1 April 2012 – March 2015

- 3.1 The Troubled Families Programme is a national programme led by Louise Casey and run from the DCLG. Phase one of the programme started in April 2012 and finished in March 2015. The purpose of the programme was to consolidate the numbers of workers working with a family with multiple needs and to produce sustainable outcomes through agencies working holistically with families in a coordinated way.
- 3.2 Payment by results was used by DCLG to incentivise the programme although there was also some up front 'attachment' funding attached to each family and also some annual funding for a Troubled Families Coordinator. The three indicators to identify families were as follows;
1. Children with poor school attendance and/or exclusions
 2. Youth crime and/or anti-social behaviour (ASB)
 3. Adults out of work
- 3.3 The outcomes for the families had to be sustained for six months in the case of both the crime/ASB and worklessness indicators, and for a year for the education measures. Swindon had a target of 370 families to work with across the three years of the programme.
- 3.4 The majority of the families who were identified had two of the three indicators. A Troubled Families Board was established with internal and external partners to agree the delivery model and to support and challenge the implementation. The Troubled Families Coordinator role was embedded in the Strategic Commissioner, Children and Families post and the Life Team was renamed Families First Team and its work refocused on Troubled Families.
- 3.5 The Troubled Families branding has not been used by workers when working with families. The model of delivery has been to identify who was already working with a family and for them to remain the lead professional (LP) with the additional outcomes being added to the plan they had with the family. The lead professional was then asked to meet with the other workers working with the family to agree a reduction in the number of workers and to agree a joint plan. If there was no known professional already working with a family then the family would be invited to work with the Families First Team. The Families First Team members are from a range of professional backgrounds including early years, housing and social care. The team have been very successful in their invitations to families and have had very few refusals from families to work with them.
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- 3.6 The following table shows the numbers of families worked with and identified by the end of the phase one; the last claim having been made for phase one in May 2015.

		Phase 1 2014/15		
Family Status	End of Phase 1 Position	Target	Shortfall/Excess	Achievement against Target
Active with Lead Professional	72			
Active (No Lead Professional)	36			
Claimed	354			
Total	462	370	+92	125%

Identified	26			
Total	488	370	+118	132%

- 3.7 There is an evaluation underway of those families who have not been claimed for in phase one, and therefore the outcomes not achieved, and whether they are appropriate to carry forward into phase two. The families active with no lead professional are where services have achieved their service outcome and closed the case however there still remain Troubled Families outcomes to be achieved with other members of the family. The learning from phase one regarding this will go into phase two of the programme to minimise the risk of this occurring.

3.7.1 Claims

The table below shows the final claim position for phase one. A final claim was made in May for 25 families resulting in a final claim position of 96%. This was in line with many other local authorities. The two families in the table claimed for under 'ESF' were engaged with the European Social Fund funded project Families with Multiple Problems. This project supported families to move closer to work.

		Phase 1 2014/15		
Family Status	End of Phase 1 Position	Target	Shortfall	Achievement
Claimed (All)	356	370	14	96%
Claimed (Full)	354	370	16	96%
Claimed (ESF Only)	2			

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3.7.2 Services

The majority of the lead professionals in phase one were from Swindon Borough Council, particularly from Children, Families and Community Health Services. There were some lead professionals from a range of schools who were very engaged with the programme and it was agreed that those who achieved outcomes would receive a percentage of the payment by result received.

Whilst there were a wider range of partners attending the Troubled Families Board than were working with families, this was due in part to some agencies' restructures such as the National Probation Service, the Community Rehabilitation Company and Wiltshire Police. Wiltshire Police had had a seconded post in the Families First Team, however when the post holder left a revised model wasn't fully agreed and implemented. This has been taken forward into phase two development with a new Wiltshire Police champion.

Service Team at the point of claim	Phase 1 – end position		
	Active (includes Claimed)	Claimed	% Claimed (of those Active to Service Team)
Restorative Youth Services (RYS)	30	26	87%
Youth Engagement	124	105	85%
Families First	76	62	82%
School Based Lead Professionals	36	29	81%
Localities	3	2	67%
Social Care	94	59	63%
Housing	7	6	86%
Education Welfare	11	5	45%
No Lead Professional Currently Allocated	81	60	74%
Total	462	354	

Wiltshire Fire Service were commissioned to provide two Salamander Projects a year for families and these have been very successful in enabling family members to work together to achieve outcomes. Many families could see that they could all get to the fire station early every day, that they could gain some certificates and also started to see uniformed services from a different perspective.

Job Centre Plus was very generous in aligning an adviser to phase one even though Swindon's target numbers did not warrant a Troubled Families Employment Adviser (TFEA) as defined by the Troubled Families Unit. The post holder has supported lead professionals to navigate the support for adults moving closer to work.

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3.7.3 Outcomes Achieved

The majority of the claims made in phase one have been for education and crime and very few for returning to work. Some of the children's workforce have said that they have found it difficult to support parents/carers to move closer to work. As a result of this the TFEA role will be reshaped for phase two to enable workers to become more confident and competent in this area.

Claim Criteria	No, of Families Claimed	% of Total Claims
Crime & Education	324	92%
Crime & Education and European Social Fund engagement	11	3%
Return to Work	17	4%
Attachment to European Social Fund	2	1%
Grand Total	354	

Troubled Families – Phase 2 April 2015 – March 2020

- 3.8 Swindon reached claim thresholds for phase one in the autumn of 2014 that meant that it was invited to become an early starter for phase two of Troubled Families. The requirement was to start to work with 64 families before the end of March and to comply with submissions of the Troubled Families cost calculator and Family Progress Data.
- 3.9 As a result of feedback from local authorities that the criteria in phase one were not identifying the most vulnerable families the criteria for phase two were increased as follows;
1. Parent/child involved in Crime or Anti –Social Behaviour
 2. Children who have not been attending school regularly
 3. Children who need help
 4. Adults/young people out of work, or at risk of financial exclusion
 5. Families affected by domestic violence or abuse
 6. Parents and children with a range of health problems
- 3.10 Local authorities were asked to build their own outcome framework and outcome plan with partners in response to local need as part of the revised framework for phase two. Initially phase two was only confirmed for 2015/2016 however the five year duration from 2015 to 2020 was confirmed in the Queen's Speech.
- 3.11 As with phase one identified families need to meet two of the criteria and outcomes achieved need to demonstrate having been sustained for a period of time.

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- 3.12 As can be seen in the table below for 2015/16 Swindon has a target of working with a further 216 families (280 cumulative). The 94 families currently being worked with takes us to 34% of the full year target. The target number of families for Swindon from 2015 – 2020 is 1,270.
- 3.13 The learning from phase one showed that it took approximately nine months to achieve all of the outcomes with families and so therefore it is not expected to have many claims in the first year of phase two; this was also the case in the first year of phase one.

		Phase 2 - 2014/15			Phase 2 - 2015/16			
Family Status	Current Position	Target	Shortfall/Excess	Achievement %	Current Position	Target	Shortfall /Excess	Achievement %
Active with LP (Lead Professional)	60				76			
Active (No LP)	11				18			
Claimed	0				0			
Total	71	64	+7	111%	94	280	-186	34%

Identified	1				51			
Total	72	64	+8	113%	145	280	-135	52%

- 3.14 There is still an up-front 'attachment' payment for each family and also an increased payment for the Troubled Families Coordinator to cover the need for more data analysis in phase two. The increase will be used to fund an additional capacity for the data and information analysis. The payment by results claims are subject to the completion of the Troubled Families cost calculator and the Family Progress Data which collects and collates soft outcomes for each of the families.
- 3.15 Phase two of Troubled Families will be more complex to implement, monitor and will provide some challenges in setting up effective information sharing. However phase two offers a significant opportunity to embed holistic family working in Swindon, to increase the opportunity of more effective front line working across all partners working with families and to move many parents/carers closer to work so that children have improved life chances.

4. Alternative Options

- 4.1 Swindon Borough Council has agreed to deliver phase two of the Troubled Families Programme and work with 1270 families over the five year term of the

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programme. The programme itself is not statutory however is covering both non statutory and statutory work already been undertaken with families by Swindon Borough Council and its partners.

5. Implications, Diversity Impact Assessment and Risk Management

Financial and Procurement Implications

- 5.1 Swindon Borough Council receives upfront payments of £1000 per family paid on an annual basis and £800 paid for the achievement of outcomes for each family. The payment by results payments are dependent on the completion of Family Progress Data and Cost Calculator. In additional annual payment is made of £150k to cover data analysis and the Troubled Families Coordinator role.
- 5.2 The upfront funding is used to fund the Families First Team who are working with those identified families who have no existing lead professional.
- 5.3 Whilst there has been confirmation that the five year Troubled Families programme will continue from the DCLG there has not yet been confirmation on the level of funding that will be received across the term.
- 5.4 There are no procurement implications since the programme will be embedded in Swindon Borough Council's and partners existing service delivery.

Legal and Human Rights Implications

- 5.5 There are no legal or Human Rights implications in the implementation of the programme.

Diversity Impact Assessment

- 5.6 A Diversity Impact Assessment has been completed and is available from the author on request.

Risk Management

- 5.7 An ongoing risk assessment has been maintained by the Troubled Families Project team across both phase 1 and phase 2 of the Troubled Families programme.

6. Consultees

- 6.1 All partners as indicated in the report have been consulted on the development of Swindon's outcome framework which has informed the Troubled Families Outcome Plan (attached as Appendix 1).
- 6.2 The Board Director, Resources (Section 151 Officer) and Director of Law and Democratic Services (Monitoring Officer) are consulted in respect of all reports.

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7. Background Papers

7.1 There are no background papers for this report.

8. Appendices

8.1 Appendix 1 – Swindon's Families First Outcome Plan 2015 – 2020 v1.