



Children, Environment and Leisure Policy and Scrutiny Committee

Date:	Monday 6 th February 2017
Classification:	General Release
Title:	Troubled Families – A review of progress of the 5 year programme
Report of:	Kulsuma Faiz, Troubled Families Co-ordinator
Cabinet Member Portfolio	Councillor Richard Holloway, Cabinet Member for Children, Families, Young People.
Wards Involved:	All
Policy Context:	City for Choice / Aspiration
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1. Executive Summary

The purpose of this report is to review the progress Westminster has made in delivering the Troubled Families Programme since joining Phase 2 of the National Programme in September 2015. This report will outline:

- The process to identify families experiencing multiple and complex needs against the six Troubled Families criteria.
- The work that has been undertaken to meet the 2016-17 target of engaging with 763 families and delivering Significant and Sustained Progress (SSP) for 364 families.
- Our local programme focus on ensuring Westminster meets the five year target of engaging with and delivering Significant and Sustained Progress (SSP) for 2080 families.

Westminster is making good progress against its challenging targets. Westminster submitted its first payment by results claim in September 2016 for 144 families. Our aim is to claim payment by results for a further 220 families in this financial year. Westminster need only submit a further 149 this financial year, to enable the draw down of TF funding for this year.

2. Key Matters for the Committee’s Consideration

The committee are asked to:

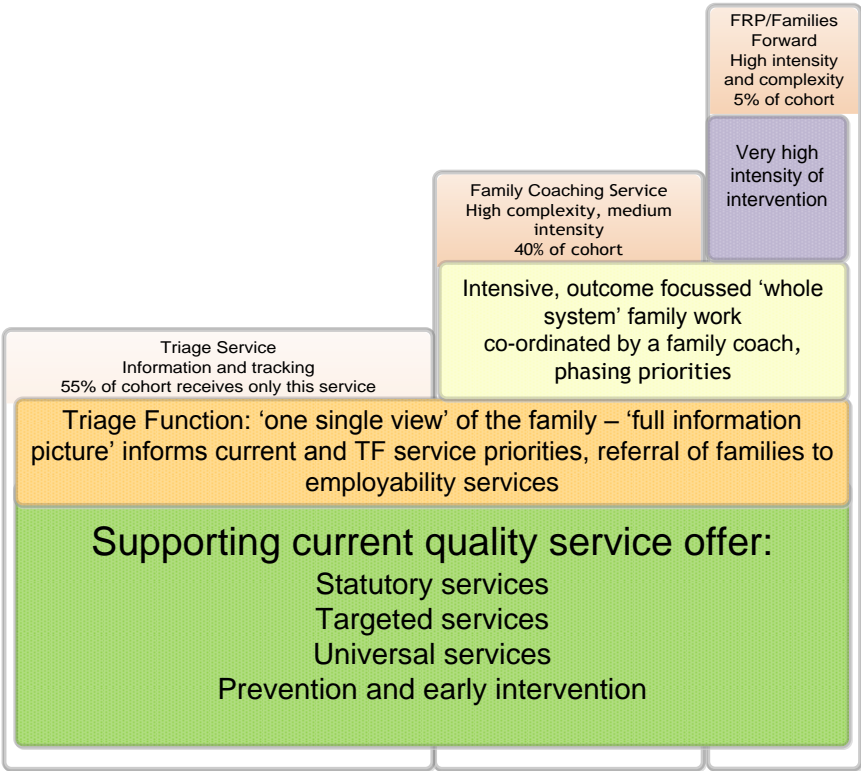
- Note the progress made to date in delivering the programme;
- Discuss the proposed developments that will help us to deliver against our 5 year target.

3. Background & Purpose

3.1 Phase 1 of the Troubled Families Programme

In April 2012, the Government launched the Troubled Families Programme: a £448 million scheme to incentivise local authorities and their partners to turn around the lives of 120,000 troubled families by May 2015. The first programme worked with families where children were not attending school, young people were committing crime, families were involved in anti-social behaviour and adults were out of work.

The programme in Westminster was delivered through three tiers of service which consisted of a triage service, family coaching service and the Family Recovery Programme/ Families Forward, which built on a number of existing services.



3.2 Phase 2 of the Troubled Families Programme - The National context

In June 2013, the Government announced plans to expand the Troubled Families Programme for a further five years from 2015/16 to 2019/20. The aim was to reach

up to an additional 400,000 families across England with an expanded criterion of need, covering 6 broad areas:

1. Crime & Anti-Social Behaviour
2. School Attendance
3. Child in need of Help
4. Worklessness and Risk of Financial Exclusion
5. Domestic Abuse
6. Health Problems

Families are attached to the programme by meeting 2 or more of the 6 criteria while success is measured by evidencing that the family have achieved Sustained and Significant Progress (SSP) against all identified criteria.

£200 million was committed to fund the first year of this five year National programme. This increased investment is being used to improve the lives of families with multiple and complex needs and at a significantly greater scale; transform public services and reduce long-term costs associated with supporting these families.

Phase 2 of the programme is more ambitious and challenging programme not just because of the expanded criteria and larger number of families being targeted. There is a clear expectation for success to be significant, sustained and measurable with a focus on partnership working to identify all relevant issues and deliver change through whole family working. Westminster, like many London authorities affected by population churn will also find evidencing Significant and sustained progress for families a challenge.

3.2.1 Westminster's Local Troubled Families Programme

Westminster joined Phase 2 of the National Programme in September 2015. It has a 5 year target to attach 2080 families to the programme and a 5 year target to achieve Significant and Sustained Progress (SSP) for the same number of families. The target for 2016/2017 is to attach 763 families and claim SSP for 364 families. The minimum number of PbR claims Westminster needs to achieve to draw down the funding allocated is 293 claims. This differs from the more ambitious targets set by the local programme originally (364) and discussed in previous P&S reports (385). However 293 reflects the progress DCLG would reasonably expect to see at this early point in the programme to indicate good progress is being made against the 5 year target. The funding is closely linked to these targets and is outlined in the table in appendix A. As the programme ends in March 2020, part of the work of the programme will be to mainstream the support being provided to this cohort of families and identify any funding requirements

4 How the Local Programme is being delivered.

Phase 2 of Westminster's Troubled Families programme is delivered through the development and funding of existing internal services and working with partner agencies. Investment has been made into Early Help, Youth Offending and Duty and Assessment services. The focus is to encourage a more joined-up approach, through

a transparent whole family plan with an assigned lead practitioner; who coordinates the support provided to the family- thereby eliminating the duplication of services.

To help attach families to the programme and outline what Significant and Sustained Progress (SSP) is for each criteria, Westminster has developed a Troubled Families Outcome Plan (TFOP). This is our local strategy based on the Pan-London TFOP outline. It has been developed and is updated regularly with internal and external partners so it is in line with local priorities and policies. The TFOP reflects the interventions undertaken against each criteria and the corresponding measures of success. A copy of the current version of the TFOP is attached in Appendix B.

The following example provides a typical journey a family may take as part of the programme. A family is brought to the attention of Early Help through referral by Police, School or self-referral requiring input to address emerging problems. The issues facing a family may include for example domestic abuse within the home, poor school attendance or relationship problems between parents and teenagers. At the time of assessment, it is identified that the parent is also out of work and seeking employment- thereby meeting the Worklessness and risk of financial exclusion criteria. This family would then be attached to the programme and the Early Help Worker would act as a lead practitioner by co-ordinating the multi-agency support provided to the family. The support may cover interventions such as a parenting programme, or employment advice sessions. After a period of time if the parent has moved closer to the job market/ sustained employment and the young person is assessed as no longer being in need of support and the then evidence of significant and sustained progress can be captured and a PbR claim can be submitted.

Working closely with the Business Intelligence team, we have developed a Data Warehouse called Business Intelligence Data System (BIDS), to efficiently evidence eligibility, monitor progress and measure SSP against the programme for families we are engaging. This system uses information from both internal and external partners such as Children's Services, Housing, DWP and the Met Police (supported by the appropriate information governance arrangements). In Appendix C, a diagram sets out how BIDS coordinates the data being received for attaching families to the programme and evidence of Significant and Sustained Progress.

5 Progress against attachment and PbR claim targets

Through BIDS, we can evidence engagement with 1205 families in Westminster to date. This means we have already achieved 58% attachment against our 5 year target for the programme and exceeded the target for 2015/2016 of 763 families. Westminster submitted its first claim of 144 cases in September 2016 for phase 2 of the programme. Our target of 184 for this claim period was ambitious but we achieved 79% against that target. Looking at performance across the London authorities, Westminster is making good progress against its PBR targets.

6 Actions being undertaken to meet remaining PbR target for 2016/2017

Phase 2 is a more challenging programme, in terms achieving and evidencing SSP for the families. This is particularly the case for the more complex cases- where

families qualify against several criteria, as SSP needs to be achieved against all criteria the family have been attached against before a claim can be submitted. It is particularly challenging to engage and achieve SSP of those families affected by Worklessness and risk of financial exclusion .

To enable Westminster to meet the remaining PbR target for this financial year and in future years, the following work is being undertaken.

6.1 Families affected by Worklessness and risk of financial exclusion

74% of Westminster's Troubled Families cohort are affected by Worklessness and risk of financial exclusion. A lack of evidence of SSP for these families has meant a significant proportion of cases closed to Children's Services could not be claimed for in the September Claim window. Therefore, our current focus is to map existing support and pathways for families affected by Worklessness and risk of financial exclusion and enable partners to work collaboratively with us, to better support families into sustained employment or to move closer to the job market.

We are ensuring practitioners are referring to the Family and Communities Employment Service (FACES) at the earliest point in order to meet our targets. We will review the co-location arrangements of Employment advisors with practice staff, to maximise our ability to engage with families.

We have been working closely with FACES who manage the seconded employment advisors from the Department for Work and Pensions, to define the employment offer; setting clear expectations on what employment support is offered and how evidence of this is collated and returned back to the Business Intelligence Data Systems. By working closely with other London local authorities delivering good TF employment support, we are developing effective ways of getting families back into employment within Westminster.

We are engaging with Early Help and Children Social Care practitioners to raise awareness of the employment support available to individuals they are working with through attending team meetings and encouraging referrals at assessment. We have focussed on Employment and Risk of Financial Exclusion in workshops with front line staff across various council departments and partner services. We are mapping the broader employment support provided by partners, to identify opportunities for better partnership working to help deliver sustained and significant progress and share good practice.

The launch of the TF European Social Fund Programme in February 2017, commissioned by the DWP, will help provide further employment support to the cohort. We will be working closely with DWP, G4S and the sub-contractors; Get Set and Citizens Trust to maximise our engagement with families.

We are working closely with Economic Regeneration in the design of the new Employment service for Westminster; Westminster Employment & Skills Service (WESS) due to go live in April 2017.

6.2 Working with Housing

A proportion of families attached to the programme at risk of financial exclusion are affected by housing issues such as rent arrears and risk of homelessness. Through Children Social Care, we have been working closely with the Housing Needs department to provide targeted support to families known to our services and who are affected by the Benefit Cap.

Both Early Help and Children Social Care representatives are part of the Children and Housing Early Help Panel. The Panel reviews cases where families are experiencing concerns around debt management, ASB and safety, rent arrears, payment plans whilst also helping the family move closer to the job market.

The joint work undertaken by the Panel helps to ensure families attached to the programme receive appropriate support in achieving significant and sustained progress.

The joint assessment pilot is a time-limited trial to test the hypothesis that a joint Children's, Housing and Employment assessment, delivered in various services and locations, will reduce the number of statutory homeless applications and families in bed and breakfast. The aim of the pilot is to increase frontline staff confidence in identifying and supporting family housing needs early on in their interaction with services. It also aims to improve the quality of data captured and reduce/eliminate 'hand over' times between the services thereby facilitating whole family working. This pilot is governed by, and reports to, the Westminster One Front Door Steering Group.

Moving forward, we will be working with Housing to identify providers/ Registered Social Landlords with the most units, and with CityWest Homes to map the housing support being provided.

6.3 Working closely with Children's Centres to identify opportunities to attach and claim cases of effective Early Intervention.

Many of the families accessing Children Centre services make sustained and significant progress as defined by the Troubled Families programme. Phase 1 of the programme had largely focused on families with adolescents but links are now developing with the centres to capture this earlier intervention.

The Children's Centres provide a variety of universal and targeted support to families attached to the programme across many of the TF criteria. Support can include English for Speakers of Other Languages (ESOL) classes, Debt Management support, Housing advice, support into employment and Parenting workshops. They also have well established links with community health services – midwives and health visitors – to help identify need very early. Similarly, the sharing of data of children eligible for the 2 year early education places is an opportunity to track and identify cohorts of children / parents and work jointly in delivering whole family working. Our focus is to ensure this information is captured and included in future returns and we are currently reviewing the privacy notices and information

governance arrangements with Children's Centres to help inform practice and deliver whole family working for eligible cases.

6.4 Development of Business Intelligence Data System (BIDS)

As part of the development of BIDS, we have reviewed our existing data sources from phase 1 and added new data sources. Westminster is part of a London data-sharing pilot with the MET police for receiving Crime and Anti-Social Behaviour data. Moving forward we should receive community resolution data as well which may help attach and evidence SSP for further families against the programme.

We have also developed the children's case management system (Framework-I) to capture data relating to Troubled families at the point of assessment and closure. Work to embed this into practice will continue and further support better data capture.

Moving forward we are also looking at ways in which we can support data sharing between partners (within appropriate powers and information governance arrangements).

6.5 Development of the Troubled Families Outcome Plan and related processes and practices

The Outcome Plan is regularly reviewed through consultation and feedback from practitioners and partners so we are able to develop awareness and buy-in to the principles of whole family working. We are also continuously reviewing our compliance with DCLG's financial framework. By reviewing the processes and practices, with the support of Internal Audit, we can ensure we are ready for when DCLG decide to spot check our claims.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Kulsuma Faiz 07739317236
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APPENDICES:

Appendix A: Outline of Troubled Families Funding

The funding for Westminster for 16/17 will equate to up to £1.3m (This will reduce in future years). The breakdown of funding for the remaining years of the programme are yet to be set with DCLG.

Grant type	Reoccurrence	Purpose and conditions
Service Transformation Grant	Annual Payment	<p>Advance payment to support the implementation of change through the programme. This funds the core resources for implementation of the programme e.g. staffing and development of the Troubled Families Data Warehouse called the Business Intelligence Data System (BIDS) used to collate evidence of attachment and PbR for families.</p> <p>For 16/17 this is £250k, For future years this will be lower.</p>
Attachment Fee	Annual Payment	<p>Advance Payment for achieving annual target of identifying and attaching families that meet two or more criteria to the programme. Investment has been made into Early Help, Youth Offending and Duty and Assessment services through this element of the funding to encourage a more joined-up approach</p> <p>For 16/17 this is £763k. For future years this will be significantly lower as the numbers left to attach will be lower.</p>
Payment by results (PbR) fee	Twice yearly	<p>Paid after claim submission for families that have achieved Significant and Sustained Progress (SSP) against the criteria they have been attached to the programme for.</p> <p>For 16/17 this will be between £207-290k</p>