

Children and Young People Overview and Scrutiny Committee

3rd June 2014

Priority Families Programme

Recommendations

That the Children and Young People Overview and Scrutiny Committee:

- 1) Notes and comments on the current position and progress made by the Priority Families programme in relation to Phase One of the national Troubled Families programme; and
- 2) Makes such recommendations as it thinks fit to the Priority Families Programme Board (6th June 2014) and Cabinet (22nd July 2014) regarding the Programme and its future operation.

1.0 Introduction

1.1 This report has been prepared in response to a number of questions raised by the Committee about the Priority Families Programme (known nationally as the Troubled Families Programme) as follows (this report is also being considered by the Communities Overview and Scrutiny Committee on 3rd July 2014):

- How many families are involved and how are families identified?
- What funding is available to support this initiative?
- How will it make a difference?
- How has it made a difference so far?
- How is the initiative being monitored and evaluated?
- How does the initiative link with the Child Poverty Strategy and the support provided by Children's Centres?
- How can the Programme be sustained beyond 2015?

1.2 The report aims to address each of these questions in turn and also sets out a number of key issues / challenges that the Programme currently faces. Additionally, we are including the information that is currently available about the Government's intention to extend the national Troubled Families Programme beyond its original end-date of 31st March 2015 (Government calls this extension 'Phase 2' of the Programme).

- 1.3 It should be emphasised that, at the time of preparing this report, we are waiting for clarification from Government on a number of matters relating to Phase 2 and that we hope that this information might be available by the time of the Committee meeting. We also need to make clear that the information which has been included from Government represents current thinking and is subject to ministerial approval.

2.0 Background to the Priority Families Programme

- 2.1 We have now started the final year of this three year Programme which started on 1st April 2012 and is due to finish on 31st March 2015.
- 2.2 The main Programme (which provides the focus for this report) is administered by central government via the Department for Communities and Local Government (DCLG). There it is overseen by a national team 'The Families Team' which is headed by Louise Casey CB, the Director General Troubled Families (formerly the 'Homelessness Czar' and 'Victims Commissioner'). Ms Casey took up her position in November 2011.
- 2.3 The immediate context for the national programme was in the aftermath of the 2011 English Riots, following which the Prime Minister made clear his personal ambition to change what he perceived to be repeating generational patterns of poor parenting, abuse, violence, drug use, anti-social behaviour and crime.
- 2.4 Warwickshire County Council, along with all 151 other upper tier authorities and after much consideration and debate, agreed to join the DCLG Programme with effect from 1st April 2012.
- 2.5 The Department for Work and Pensions (DWP) developed a separate and non-connected Programme which was launched in December 2011 and funded through the European Social Fund aimed at providing employment related support for 'families with multiple problems'. This Programme is delivered via procured contractors and is also now set to continue until the end of March 2015. It is recognised both nationally (via the Public Accounts Committee) and locally that the DWP Programme has not been an effective Programme and that the failure by central government to jointly plan the DWP and DCLG provision is the root cause of this.
- 2.6 In its report, the Public Accounts Committee praised the "commitment" of those involved in each scheme, but questioned why they had been designed and set up separately, describing this as 'baffling' and arguing this had resulted in 'confusion and a lack of integration'.
- 2.7 In Warwickshire and elsewhere, extensive efforts have been made by local authorities and their partners to make the DWP Programme as effective as possible but with only limited success. For this reason, this report focuses on the DCLG administered Troubled Families Programme, known locally as the Priority Families Programme.

2.8 Although the DCLG Programme is due to finish at the end of March 2015, the coalition government announced in the Spending Review 2013 that it would be extended for a further year to 2016 and its intention, if re-elected, to further extend until 2019/2020. However, the criteria for the extension to the Programme remain unclear (see paragraph 9 of this report).

2.9 In Warwickshire, the Priority Families Programme has deliberately been developed in such a way as to complement and enhance a range of existing services, as opposed to starting up a new service. These include the Youth Justice Service's Family Intervention Project (introduced in 2009-10 and funded via a combination of LAA Reward Grant and partnership funding), the Attendance Compliance and Enforcement (ACE) Team, and a number of other services in the People Group's Early Intervention and Targeted Support Business Unit including Family & Parenting Support and Family Group Conferencing.

3.0 How many families are involved and how are families identified?

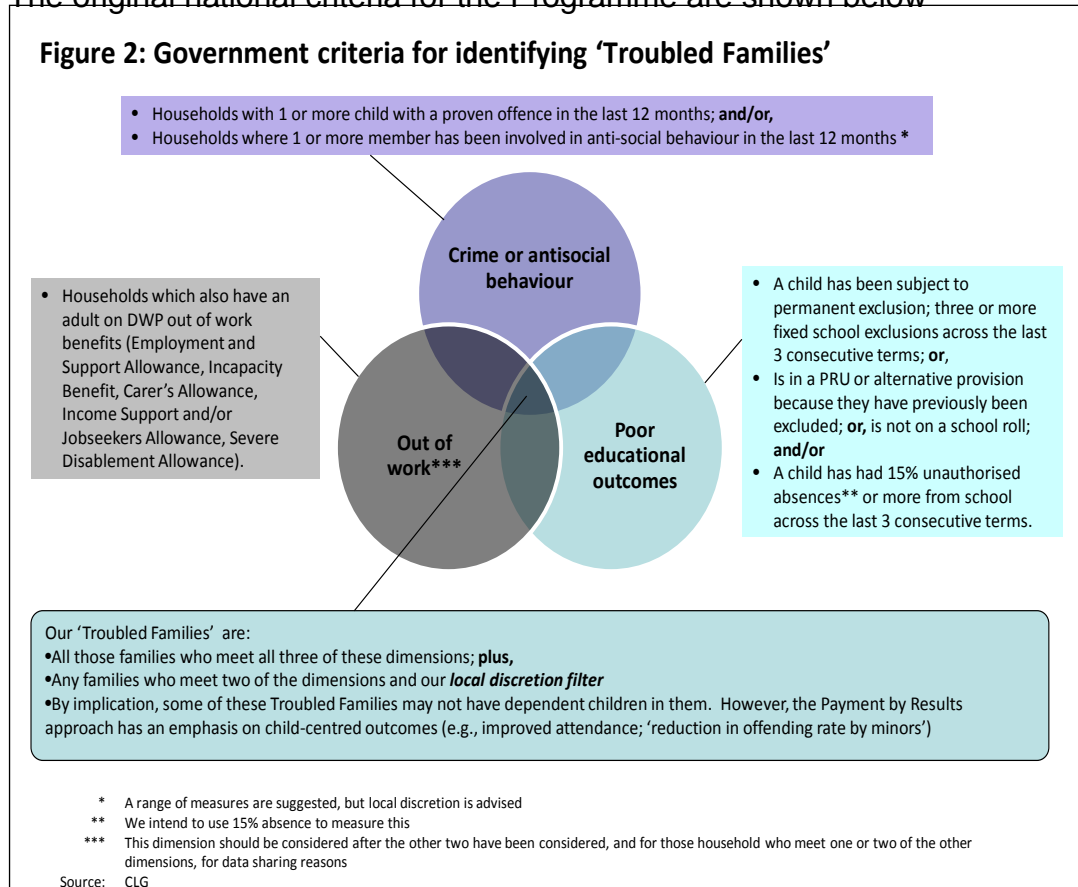
3.1 Over the three year DCLG Programme, Warwickshire's target is to identify and 'turn round' 805 families (0.67% of 120,000 families nationally). This target was given to Warwickshire by the Department of Communities and Local Government and was not negotiable.

3.2 The national (and therefore local) targets were extrapolated by the previous Government's Cabinet Office and Social Exclusion Unit from an assessment of the numbers of families affected by multiple and entrenched problems. This was done using a set of criteria that is very different to the criteria that applies to the Priority Families Programme.

3.3 For the Priority Families Programme, families are identified through three national criteria: (1) Crime / ASB, (2) Education, and (3) Worklessness. All three must be present for a family to be deemed eligible (or two of them plus a local criterion – see 3.6 below).

3.4 The diagram below illustrates the national criteria:

The original national criteria for the Programme are shown below



3.5 A significant change was made to the Education criterion in April 2013 which enables the inclusion of a child whose attendance levels exceed 85% “*where a Head Teacher certifies that the pattern of behaviour relating to that child is of 'equivalent concern.'*”

3.6 Local criteria are developed independently by individual local authorities but must relate to the high cost of service delivery to families affected by the issues that are defined. In Warwickshire we have developed the following list of local criteria:

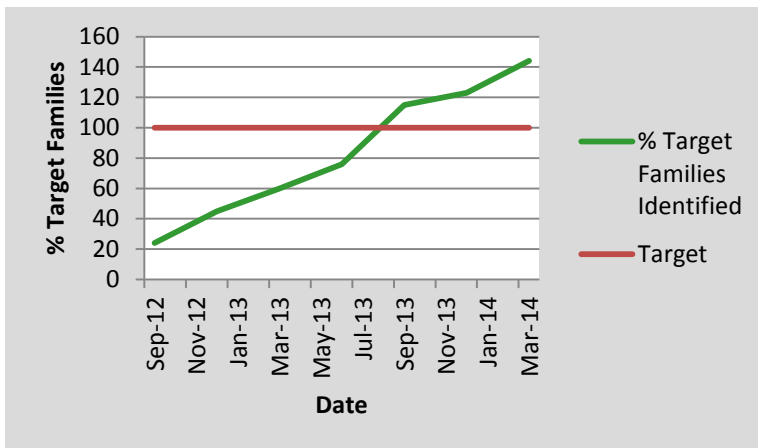
	CRITERIA	EVIDENCE
LOCAL	(1) Child Protection / Safeguarding	<ul style="list-style-type: none"> Families with a child/children on a Child Protection Plan OR Families which have had a CPP in the previous 3 years OR Families who have had a child / children looked after in the last 3 years
	(2) Health/Emotional / Physical Wellbeing	<ul style="list-style-type: none"> Families with a child / parent / carer with mental health / emotional wellbeing needs OR Families affected by drug / alcohol misuse OR Families affected by domestic abuse OR Families with Young Carers (a child or YP whose life is affected by their caring role or at risk of taking on caring responsibilities that would normally be expected of an adult)

	(3) Financial Inclusion/ Housing	<ul style="list-style-type: none"> • Where a family is homeless / living in inadequate accommodation or where security of accommodation is at risk OR • Families affected by Poverty / Low Income / Debt OR • Where a 16-18 year old in the family who is NEET and a member of one of the defined vulnerable groups / or a child under 16 at risk of NEET (RONI)
	(4) Reduce Crime/ ASB/ Promote Rehabilitation	<ul style="list-style-type: none"> • Families with a child/ children that include a member who is subject to the Integrated Offender Management Programme OR • Families living in areas defined as one of the 10% most deprived nationally or as a Warwickshire Police Partnership Priority area OR • Frequent police call outs / District Council call outs to nuisance families OR • District Council frequent call outs to nuisance families / Housing ASB/ Environmental Health ASB OR • Fire related ASB OR • Where a family member is currently serving a prison sentence or otherwise in custody

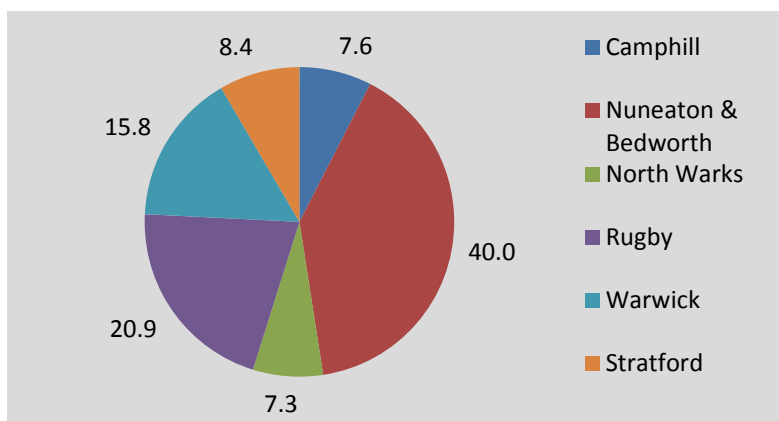
3.7 The latest information for families identified (March 2014) shows that we have now identified 1,165 families (360 more than the DCLG target figure).

3.8 The two charts below illustrate respectively the percentage of families identified as eligible for the Programme and families identified by area:

Percentage of Families Identified as Eligible for the Programme



Percentage of Families Identified as Eligible for the Programme by Area March 2014



- 3.9 Data is updated at least once every year and we estimate that the data refresh currently underway is likely to produce a further 200 families (estimated total 1350) which would mean that we would have exceeded our families identified target by about 60%.
- 3.9 At every data refresh, we produce a ward by ward table of priority families, the latest version of which is attached as Appendix One. This is accurate as at October 2013 and will be update following the current data refresh. Whilst the overall number of families will be larger, we anticipate that the proportionate ward by ward split is likely to remain more or less the same.

4.0 What funding is available to support this initiative?

- 4.1 The table below illustrates the composition of the DCLG funding in terms of the numbers of families that we have committed to work with each year, attachment fees and potential Payment by Results (PbR) payments over the three years of the Programme:

Year	Families WCC committed to work with (NB1)	Attachment Fees Maximum £ (NB2)	PbR Maximum £ (NB3)	Total £ Maximum
2012/13	300	800,000	200,000	1,000,000
2013/14	402	804,000	536,000	1,340,000
2014/15	103	137,334	206,000	343,334
Totals	805	1,741,334	942,000	2,683,334

NB1 No of Families: Warwickshire's target number of families over the three years of the Programme is 805. DCLG will pay for five out of six (670) families.

NB2 Attachment Fees: Are 'up front payments'. In Year 1 of the Programme, the sum due was paid in advance on the commencement of the programme. In Years 2 and 3 this is paid either in one amount (if the numbers of families worked with / identified meet a prescribed level) or otherwise in two or more instalments.

NB3 Payment by Results (PbR): Payments in arrears from DCLG actioned when we provide evidence that a family has 'turned around' - i.e.

- All children in the family meet both the education and crime / asb outcomes (£700 per family); or
- An adult within the family has gained employment and has stayed in that job for at least six months (£800 per family)

- A further category of PbR arises when we can show that either an adult within the family volunteers for the Work Programme (most unlikely as the vast majority are mandated to the Work Programme) or to DWP's Supporting Families ESF funded Programme (£100 per family).

4.2 The total maximum payment per family is £4000, made up of Attachment Fees (paid in advance at the start of each year) and Payment by Results (PbR) claimed per family in arrears as set out in 4.3 below.

4.3 The maximum amount available through the Programme is £2,683,334. Achievement of this amount would be dependent upon identifying and 'turning round' all 805 families that make up the target figure. No payment is made by central government for working beyond the target number of families.

4.3 The overall payment per family supported by DCLG throughout the programme remains constant at £4000. However, the respective proportions of that amount which relate to attachment fees and PbR change each year as follows:

Total funding available per family = £4000		
Year	% of payment offered as upfront attachment fee	% of payment offered as a results- based payment in arrears
2012/13	80%	20%
2013/14	60%	40%
2014/15	40%	60%

4.4 In addition to attachment fees and PbR payments, DCLG currently pays an annual salary grant of £100k as a contribution towards the Priority Families Coordinator and other programme management costs. In Warwickshire, we have limited our Coordinating Team to the following key posts:

Priority Families Coordinator	Nick Gower Johnson	0.95 f.t.e.
Specialist Practitioner	Gill Bishop	0.6 f.t.e
Employment Adviser	Jo Prosser	(0.8 f.t.e) nb1
Data Analyst	Sarah Powell	Full Time nb 2
Administrative Assistant	Louise Timms	0.6 f.t.e

Nb1 Jo is seconded to the Programme from DWP at no cost to the Council

Nb2 Sarah is line managed through Warwickshire Observatory

4.5 We are fortunate in that, in addition to the small coordinating team we receive high quality and pro-active support from colleagues in Finance, Performance Management, Warwickshire Observatory, Internal Audit and Information Governance.

- 4.6 As mentioned in paragraph 2.9 above, staff in the Family Intervention Project resourced via LAA Reward Grant and partnership funding work as part of the Priority Families Programme. This funding is time limited to the end of Phase One of the Programme (31 03 2015).
- 4.7 With this and Phase 2 in mind, the County Council has already agreed (in the One Organisation Plan) an annual revenue allocation of £425k for each of the three years 2015/16 to 2017/18 subject to continuation of continuation of Central Government funding. This allocation has been made in anticipation of partnership funding being continued at a level at least equivalent to the amounts invested by partners at the commencement of the Family Intervention Project.
- 4.8 All in all, from a financial perspective, the Programme is in a healthy state in that:
- It was assumed for the purpose of the programme budget should be no more than £2,024,300, and the Programme's initial three year expenditure plans were based on that figure (see 4.8 below)
 - As at 14 February 2014 we had made 438 successful PbR claims for families 'turned around' yielding a total of £310,100 in PbR money. We have received the attachment fees for 2012/13 and 2013/14 in full (£1,604,000) and have claimed in full attachment fees for 2014/15 (a further £137,334)
 - We can be certain that we have or will receive at least £2,051,434 for the three year programme with the prospect of a maximum further amount by way of PbR of £632,000.
- 4.9 We can state with confidence that all expenditure over the three years of the Programme is already covered by DCLG payments received / successfully claimed and pre-existing partnership funding for the Family Intervention Project. In fact current surplus is £27,134 with the prospect of increasing this to approximately £500k by the end of March 2015.
- 4.10 In summary, the three year expenditure plan for the Programme was as follows:

	£k
9 <u>Extra</u> Family Intervention Project Key Workers	586
8 <u>Extra</u> Family Support Workers	554
Support for ACE Team	200
Enhancing Common Assessment Framework	100
Enhancing FIP Management Capacity	158
Supporting Programme Management	112
Clinical Supervision of Children Centre staff	24

Family Expenses	60
Specific Interventions for individual families	150
General Contingency	80
Total	2024

4.11 Taking all of this into account, we are now beginning to look at ways in which any 'surplus' might be used. Whilst much will depend on the outcome of discussions about Phase 2 of the Programme, some ideas that the Priority Families Programme Board is exploring with partners and practitioners include:

- Supporting 'low-level' support for families through volunteer led parent support / mentoring programmes.
- Enhancing the accessibility of mental health / emotional well-being services available to parents, children and families.
- Working with locally based community organisations to help their engagement with the programme / local families.
- Supporting the engagement of the Programme with schools and Children's Centres.
- Supporting the delivery of targeted support to older young people especially those who are either at risk of NEET or NEET / in care or at risk of being in care.

5.0 Where is Warwickshire in comparison to other authorities and is the Council on track to achieve the April 2015 target?

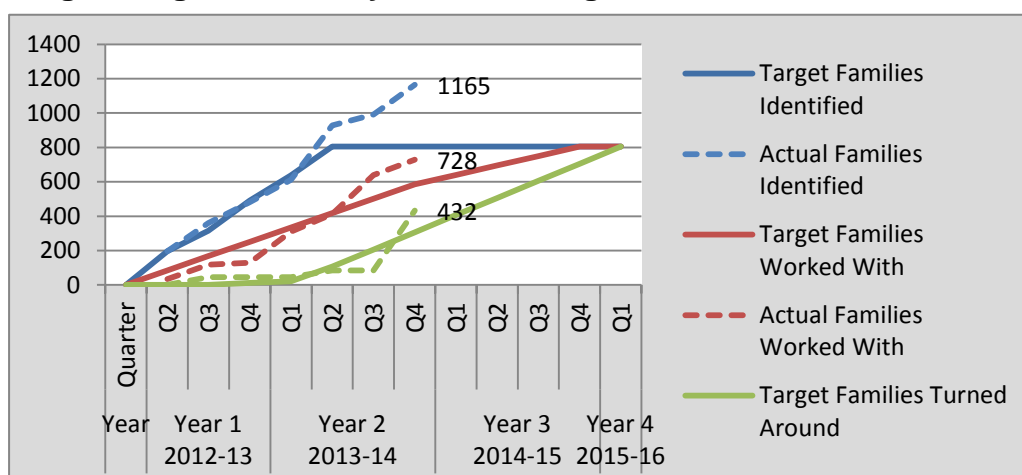
5.1 DCLG requires us to report on a quarterly basis on the following key factors:

- The number of families that we have identified
- The number of families that are being worked with
- The number of families in respect of whom we would anticipate making a PbR claim in the next 'claims window'

This information on all participating authorities is consolidated into quarterly progress information which is then published via Government websites and the national press.

5.2 The graph and remaining information in this paragraph shows that we are well on track to reach the DCLG target of identifying, working with and turning round 805 families.

Progress against Priority Families Targets March 2014



- 5.3 There is an opportunity to lodge PbR claims with DCLG on four occasions in each year. Claims involve providing evidence that outcomes have been achieved. This evidence is then verified by the council's auditor before a claim is submitted and is subject to 'spot-checking' by DCLG.
- 5.4 The table below shows the comparative performance of West Midlands based authorities as at 31st March 2014 (derived from DCLG's Progress Information published on 1st May 2014).

The full table can be seen by visiting:

<https://www.gov.uk/government/publications> and search by 'Troubled Families'.

Troubled Families Programme: Comparative Performance Information: West Midlands Authorities

Authority	Target No of Families set by DCLG	Families Identified as at 31 03 2014 NB1	% of Target No. Identified as at 31 03 2014	Families worked with as at 31 03 2014	% of Target No. worked with as at 31 03 2014	PbR Claims as at 31 03 2014	% of Target Number subject to PbR claims	Rank NB3
Warwickshire	805	805	100%	728	90%	438	54%	1
Dudley	740	740	100%	720	97%	327	44%	2
Herefordshire	310	310	100%	289	92%	140	45%	3
Coventry	905	905	100%	887	98%	244	27%	4
Solihull	355	355	100%	303	85%	117	33%	5
Shropshire	455	455	100%	437	96%	83	18%	6
Sandwell	1115	1032	93%	1018	91%	269	24%	7
Worcestershire	900	900	100%	763	85%	198	22%	8=
Stoke on Trent	835	835	100%	644	77%	249	30%	8=
Telford Wrekin	365	365	100%	323	88%	98	27%	10=
Walsall	795	652	82%	564	71%	315	39%	10=
Staffordshire	1390	1258	90%	1070	77%	439	32%	12
Birmingham	4180	3694	95%	2635	63%	1191	28%	13
Wolverhampton	810	710	88%	582	72%	109	13%	14
West Midlands	13,960	13,016	93%	10,963	79%	4217	30%	////
National	118,082	111,574	94%	97,202	82%	42,880	36%	////

Based on Information Available 31 03 2014

- NB1** DCLG does not publish information on numbers of families identified that exceed the target set.
NB2 This is the aggregate of the numbers of families (as at 31st March 2014) achieving continuous employment, the number of families achieving the crime /asb + education result and the number of families achieving the progress to work outcome –see 4.1 above)
NB3 Ranking is based on the aggregate of the percentage scoreS

5.5 In order to gain a perspective about our performance when compared with all other local authorities engaged in the national programme, we have carried out an analysis of the progress information table.

5.6 The Table below shows that Warwickshire is currently 16th out of 154 participating Councils. We have included, for context purposes, the target number of families applicable to each Council (some numbers are very small)

Rank NB1	Local Authority	Target Number of Families	PbR as a % of Target Number of Families NB2
1	Wakefield	930	116%
2	Scilly	2	100%
3	Leicestershire	910	91%
4	Bristol	1370	75%
5=	Somerset	870	70%
5=	West Berkshire	145	70%
7=	Oxfordshire	810	61%
7=	Southampton	685	61%
9	Plymouth	745	60%
10	Trafford	360	58%
11=	Liverpool	2105	56%
11=	Stockport	565	56%
11=	Rutland	56	56%
14 =	Tameside	620	55%
14=	Hartlepool	290	55%
16=	Warwickshire	805	54%
16=	Bath & NE Somerset	215	54%
18	Havering	415	53%
19	Blackpool	515	52%
20	Bradford	1760	51%

Troubled Families Programme : Table of top 20 performing authorities as at 31 March 2014

NB1: There are 154 upper tier local authorities signed up to the Programme.

NB2 : This is the aggregate of the numbers of families (as at 31st March 2014) achieving continuous employment, the number of families achieving the crime /asb + education result and the number of families achieving the progress to work outcome

5.7 In conclusion, we believe that there is good evidence to show that the Priority Families Programme in Warwickshire:

- a) Is likely to meet its target of identifying and turning round 805 families and appears, subject to ministerial sign-off to be the top performing authority in the West Midlands (once latest progress information is released, we will be able to judge our position against the performance of authorities nationally);

- b) Is in a healthy state financially with all commitments over the three year period of the Programme met and, depending on future PbR claims, a possible surplus of up to £500k;
- c) Is in a sound position to take up the Government's offer of joining a second Phase of the Programme beyond March 2015 (should it be deemed that this is in the best interests of the Council, its partners and families / communities in the County)

5.8 It must be placed on record that all of this is down to the commitment, expertise and sheer hard work of a considerable number of individuals and partners both within and outside of the Council:

- *Strategically*: via the Safer Warwickshire Partnership Board and the Health and Wellbeing Board
- *Locally*: via the Local Coordinating Groups for Priority Families (Six – one for each District + through the Camp Hill Partnership)
- *Operationally*: via the focused activity of a wide range of services that work with families (both County Council and outside)
- *Technically*: Through a wholehearted cross-Council effort and the commitment of all partners.

5.9 This progress has not been lost on central government. In a recent communication (16th May 2014) our link person at Department for Communities & Local Government said:

"I just wanted to say Warwickshire's latest claim evidences the excellent progress you've strived so hard to achieve and I wanted to register my and the team's huge thanks.

What's really clear is that the strategic and partnership commitment to and investment in family intervention over the last 2 years and before has led to better services and improved outcomes for troubled families in Warwickshire.

Warwickshire have now turned around 60% of the 805 families committed to (which will put you well above the national average) and this is a fantastic achievement and helping lead the way for the rest of the country." (DCLG Families Team: Russ Aziz email, 16th May 2014)

5.10 Since the publication of the national progress information, we have made a further successful Payment by Results Claim (14th May 2014). This was as follows:

- 63 Crime/ASB/Education
- 4 Continuous Employment
- 5 Progress to Work

This means that we have now made claims for 505 out of our target figure of 805 families (63%) and are continuing well on the quest to achieve our three year target by 31 March 2015.

6.0 How will the Programme make a difference and has it made a difference so far?

6.1 The Programme has the potential to make a significant difference in a wide variety of ways as follows:

6.1.1 Primary Programme Objectives:

Through improving the lives and opportunities of eligible families by improving the attendance of all children in a family at school, reducing offending by all children in the family, reducing the involvement of adults and children in anti-social behaviour, and helping family members progress to work and gain / retain continuous employment.

6.1.2 Secondary Programme Objectives:

Through a combination of rigorous challenge and support helping eligible families to address a wide range of challenges in their lives and reduce the levels of chaos upset and demotivation that may well have dominated their existences and prevented them from fulfilling their potential.

Through work with eligible individuals and families to reduce the negative impact of their behaviour on their local communities.

At a time of unprecedented fiscal pressure on local authorities and their partners providing a welcome source of funding and resilience to important front line services that are under extreme financial pressure.

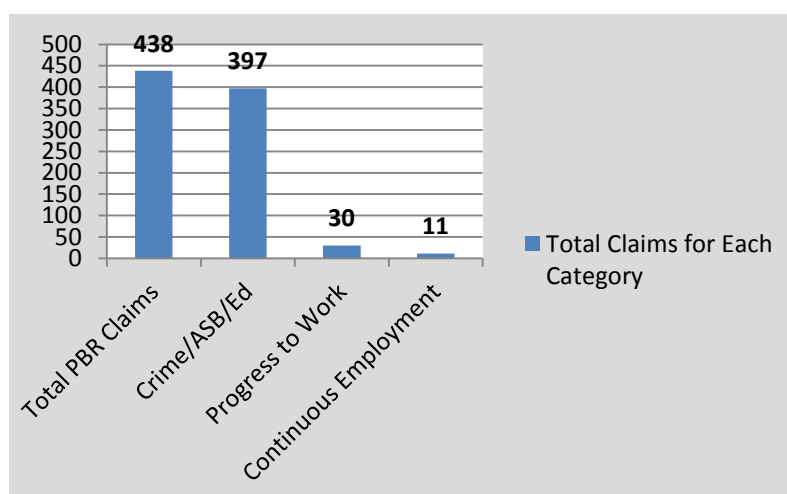
To support the achievement by partner agencies of their own priorities for working with marginalised groups and individuals.

To reduce duplication of provision to individual families and to provide the opportunity for a much more coordinated service offer for them.

To inform the future configuration of services that support and challenge families with a view to making the best possible use of limited resources and saving taxpayers money.

6.2 Undoubtedly, the Programme is succeeding in its primary objectives of improving school attendance, reducing crime / anti-social behaviour and (to a lesser extent) bringing about continuous employment / progress to work as shown in the table below:

Successful Payment by Results (PBR) Claims Submitted (31 3 14)



- 6.3 Whilst the prospects are very positive, it is too early to judge either whether the programme is on track to succeed in its secondary objectives or whether the improvements brought about in terms of its primary objectives will be sustained. It has been recognised nationally that the impact of the Programme on supporting Early Help / Early Intervention is limited in view of the national criteria that determine eligibility. One of the aspirations of Phase 2 of the Programme is that it should better support intervention before families reach a crisis point.
- 6.4 A publication by the Families Team at DCLG 'The cost of Troubled Families' (published in January 2013) considers the financial case for local authorities and other local agencies to invest in effective services for troubled families, in order to make savings.
- 6.5 There are figures and examples in this report that make this case starkly. We spend disproportionately more on troubled families than the 'average' family. For example, in West Cheshire, the council is spending an average of £7,795 on an average family in its area, compared to £76,190 for a troubled family. In Solihull, local services spend an average of £5,217 on an average family, compared with £46,217 on a troubled family. The amount spent on a troubled family is estimated at nearly £100,000 in the London Borough of Barnet.
- 6.6 While not all of these costs can be averted, the projected financial benefits of investing a comparably small amount in family intervention services are compelling. For example, in Leicestershire, the council is projecting average savings of around £25,700 per troubled family, in West Cheshire, the local authority is estimating savings of around £20,000 per troubled family and in Manchester, the city council is estimating savings of around £32,600 per troubled family. Although calculations are at an early stage, savings of this sort scaled up to a national level would run into billions of pounds.

6.7 The Priority Families Programme Board is very keen to undertake whatever work may be necessary to demonstrate the cost: benefits of the Programme. However, it has been prevented from doing so by ongoing delays in the introduction of an agreed cost: benefit calculator by the national evaluators, ECORYS (see 7.1 below)

7.0 How is the initiative being monitored and evaluated?

7.1 The Programme is being monitored and evaluated in five distinct ways:

- Via the regular reporting to DCLG - as described in 5.1 above;
- Via our participation in the National Evaluation Programme sponsored by DCLG and delivered through ECORYS – there have been considerable delays in introducing this programme which have, in turn heavily impacted on our own evaluation work;
- Through regular reports to the Priority Families Programme Board against a developing suite of Key Performance Indicators and through its Evaluation Group – The Board has taken its time to develop the suite of indicators but at its last meeting received a relatively comprehensive performance report;
- Via regular meetings of the six Local Coordinating Groups for Priority Families -one for each of the Districts/ Boroughs and via a separate group for Camp Hill families via the Camp Hill Partnership which is administered via Bromford Housing; and
- Via regular reports to the Warwickshire Health and Well Being Board and the Safer Warwickshire Partnership Board.

7.2 The Priority Families Programme Board has established an Evaluation Group to oversee work in this regard. Much will depend on the national programme developing some long-awaited impetus.

7.3 The suite of Key Performance Indicators developed by the Priority Families Partnership Board is as follows:

KPI 1	Number of Families Identified
KPI 2	Families Worked With (Active Plan of Support)
KPI 3a	Successful Payment By Results Claims Submitted
KPI 3b	Families 'turned around'
KPI 4	Attachment Fees Received
KPI 5a	Successful Payment By Results Funding Achieved
KPI 5b	Total Funding Secured by Programme
KPI 6	Agencies / Services Represented at Local Co-ordinating Group Meetings
KPI 7	% of families achieving the Participation of Children and Young People Outcome
KPI 8	% of families achieving the Crime & ASB Outcome
KPI 9a	% of Families Achieving the Out of Work Outcomes - Employment
KPI 9b	% of Families Achieving the Out of Work Outcomes – Progress to Work
KPI 10	% of Families Satisfied with the Programme
KPI 11a	% of Identified Families Choosing not to Enlist on the Programme – County

KPI 11b	% of Identified Families Choosing not to Enlist on the Programme – Area
KPI 12a	% of Families within the Programme Worked with by Intensive Family Intervention (Youth Justice Service)
KPI 12b	% of Families Worked With via Referrals by Intensive Family Intervention (Youth Justice Service), expressed as a percentage of maximum capacity
KPI 13a	% of Families within the Programme Worked with by Moderate Family Intervention (WCC Family and Parenting Support)
KPI 13b	% of Families Worked with via Referrals by Moderate Family Intervention (WCC Family and Parenting Support), expressed as a percentage of maximum capacity

7.4 At its meeting in April 2013, the Board received a report in respect of performance against KPI's 1- 6 with a view to a fuller report being prepared in time for its meeting in June 2014.

8.0 How does the initiative link with the Child Poverty Strategy and the support provided by Children's Centres?

8.1 There is no direct linkage between the Child Poverty Strategy and the Priority Families initiative as the Child Poverty Strategy was approved in Spring 2011 and predates the Priority Families Programme. Elsewhere on the agenda for this meeting, there is recognition of this and the fact that the Child Poverty Strategy needs to be updated to reflect this and the wider climate of change.

8.2 While the Priority Families Programme is important for helping families, it is not a way of tackling child poverty, in that it tackles some issues caused or exacerbated by poverty, but does not necessarily tackle the root causes of that poverty.

8.3 Efforts have been made to ensure that work in relation to Child Poverty and Financial Inclusion is aligned as far as possible to the work of the Priority Families Programme. This is in recognition of the fact that the majority of families participating in the Programme are likely to be experiencing poverty. Some examples of this close working are:

- Participation of Citizen Advice Bureau on the Programme Board and direct links to the Local Coordinating Groups.
- Tailored support by CAB's and Warwickshire Welfare Rights Advice Service to priority families where poverty is a key factor in helping to 'turn around' the family's circumstances.
- Financial Awareness/Capability Sessions aimed at Priority Families.

8.3 Similarly, the Programme in its current form does not to any significant extent directly support the work of Children's Centres due to the national eligibility criteria (see 6.4 above). We have done what we can to emphasise the link with Children's Centres by:

- Involving an area representative of the Centres in the work of the six Local Coordinating Groups.

- Cross matching the data that we have on our Priority Families with the data available on parents and children registered with Children's Centres.
- Funding a Family Support Worker in the Family and Parenting Team to focus on families registered with a Children's Centre.
- Funding some levels of clinical supervision for Children's Centre staff.

8.4 We are keen to work closely with the Children's Centres following the completion of the current tendering process. We believe that there will be much to be gained by both this Programme and the offer made to local children and families via the newly constituted centres.

8.5 We also believe that the suggested emphasis on earlier intervention / work with families with younger children within the proposed Phase 2 of the Programme should in turn help these efforts (see 9 below) and that there is good reason to suggest that any future version of the Child Poverty Strategy should be closely informed by the criteria that will emerge for Phase 2 of this Programme.

9.0 How can the Programme be sustained beyond 2015?

9.1 In December 2013, we were given outline information by Government about a second phase of the programme (i.e. after March 2015). We were told that:

- £200m would be available nationally for 015/16 - the first of five further years investment through to 31.3.2020 (subject to the next spending review / General Election)
- Phase 2 of the Programme would be aimed at a further 400,000 families nationally (2680 in Warwickshire).
- There will be a targeting of families before they reach crisis point
- An average of £1800 funding would be available per family
- Entry to the second phase would be open to all 152 upper tier authorities but conditional on Phase One performance and the agreement of a multi-agency plan setting out how services will join up, reform and save taxpayers

9.2 On behalf of the Programme Board, we made a response to Government about these proposals. In summary we pointed out our concerns that:

- The detailed criteria have not yet been developed / published
- On the face of it the Council and its partners are being asked to work with three times as many families for less than half the money per family as is currently available for Phase One and
- No information has as yet been made available about the availability in Phase Two of up front attachment fees and the Troubled Families Coordinator Salary Grant

9.3 Whilst more details were due to be published in April 2014, it was announced by the Chancellor in the Budget Statement (20 3 2014) that:

- The Government will set out information about the types of families to reach in the expanded programme. This will involve continuing to reach families affected by poor school attendance, crime, anti-social behaviour and unemployment, but also reaching families with vulnerable children to try and get help to them when they are younger, plus a focus on big concerns such as family violence and mental and physical health problems. This is broadly in line with the response that we made to Government in January 2014 (attached).
- The Government has stated that if councils would like to and where progress on the current programme is *very strong*, they will have the opportunity to start working with up to 40,000 (268 in Warwickshire) of the 400,000 families during 2014/15 – and access the upfront funding available to do this.
- In order to qualify for consideration as one of the ‘early starters’, local areas will have to exceed certain performance thresholds on Phase One. There will be more than one chance, however, to reach those thresholds during 2014/15.
- It is likely that the first wave of early starters will be restricted to those areas that, as at 30th June 2014, are already working with 90% or more of their families and have claimed results for having turned around at least 50% of their families.

9.4 Our eligibility to apply as an ‘early starter’ depends on whether by 30 June 2014 we can show that:

- We are working with / have worked with at least 90% of our three year target number for families (724 families); and
- By that date have claimed results for families turned round for at least 50% of our three year target figure – (403) families.

We have already achieved these levels of success (728 and 436 families respectively) so we are in a position to apply for early starter status.

9.5 More details are being sought from DCLG on the financial and other aspects of the early starter opportunity and it is hoped that this information will be available very shortly. In order to preserve the opportunity, we have lodged a provisional expression of interest with Government.

9.6 As mentioned above, the County Council has already agreed a revenue allocation of £425k for each of the three years 2015/16 to 2017/18 subject to continuation of continuation of Central Government funding.

9.7 On 13th May 2014, we learned more about the current thinking that relates to Phase 2 of the Programme (DCLG are now calling this ‘the Expanded Programme’). The details that we have gleaned recently are set out in Appendix 2 of this report. **Particular care should be given to use of this information, as we have to make it clear that the it only reflects current**

thinking nationally and is subject to further development and ministerial approval (likely to be forthcoming in July 2014).

9.8 Key features are:

- The numbers of families have trebled (to be worked with over five years and not 3 years as in Phase 1).
- Government investment per family is likely to be £1,800 per family.
- In Warwickshire the likely investment from central government over five years would be £4.842m or £894k per annum.
- The criteria for families to be included in the Programme have been broadened (very much in line with our suggestions to Government in January 2014).
- There would be more opportunity to develop the Programme in such a way as to be more flexible and meaningful to Warwickshire agencies and communities.
- There will be a greater emphasis on demonstrating the savings that accrue to the taxpayer (and a tool to enable this to be calculated on a per family basis).
- The contribution of DCLG to the Council's central coordinating role (currently £100k per annum) will be increased 'significantly' in return for more specific reporting requirements.

10. Eight of the challenges that we face

Challenge 1: Continuing to Deliver and reach targets

We need to reach our target of 'turning round' 805 families and have another 368 to go. Our next PbR claims window opened on 16 April. In order to achieve 100% performance, in each of the remaining claims windows we need to be claiming for an average of 92 families.

Challenge 2: Sustaining Progress with Families

We need to explore ways of ensuring that ongoing low level support is given to families to ensure that they maintain their progress once 'signed-off' from the Programme. We are working out ways in which this might be provided through community organisations and mentoring programmes (including peer mentoring).

Challenge 3: Maintaining partner financial contributions to the programme

Even though WCC has agreed an indicative allocation in the next four year's revenue programme, we should do everything that we can to secure ongoing financial contributions to the Programme from key partners.

Challenge 4: Refreshing our list of Families

A data refresh is underway and this, coupled with the process for notifying families to the Programme, should enable us to identify families whose circumstances most currently meet the criteria.

Challenge 5: Engagement with schools

The full engagement of schools with the Programme will be supported by the data refresh. We intend to share with every school a bespoke list of those families that have been identified by us and we continue to try new ways of supporting the link with schools.

Challenge 6: The 'So-What' factor

Evidencing the value of the Programme over and above target figures – Cost: Benefits / Sustaining Family Progress / 'Real Life' stories, improved and simplified service delivery arrangements. Much of this is dependent upon the satisfactory implementation of the national evaluation programme developed by DCLG via ECORYS. ECORYS (formerly ECOTEC). This includes the introduction of a comprehensive cost: benefit analysis tool and calculator. There have been and continue to be long delays in rolling out this work which has in turn adversely impacted on our own efforts.

Challenge 7: Continuing to engage with Government on the details of Phase 2

This includes advocating a common sense approach to Phase Two of the programme with Government and gaining Council / Partnership agreement to 'signing up'. Once these details are known, it is our intention to request the Board to convene a partnership conference to review Phase One, and plan for Phase Two.

Challenge 8: The development of the multi-agency plan required for Phase 2

We must demonstrate via the Plan how services will join up, reform and save taxpayers. The development of this Plan is likely to prove to be a considerable challenge. The format and requirements are currently unknown but will require full engagement / agreement with a wide range of services both within and outside of the County Council and for this to be concluded in line with what will be a challenging timetable

11.0 Moving Forward

11.1 We will:

- Continue our dialogue with Government about Phase 2 (meeting arranged for this on 28th May);
- Share this information and the further details which will emerge fully with Children and Young People's Overview and Scrutiny Committee (3rd June), the Communities Overview and Scrutiny Committee (3rd July), Corporate Board (9th July) and Cabinet (22nd July); and
- Ensure full partner engagement via the Local Coordinating Groups, the Programme Board (6th June) and at a partnership event to be convened in July to be convened.

Appendices

Appendix A – Warwickshire Priority Families – By Ward as at October 2013
Appendix B – Troubled Families Programme Second Phase, ‘The Expanded Programme’: 2015 – 2020, Position Statement as at 14 May 2014

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Warwickshire Priority Families – By Ward as at October 2013

North Warwickshire Borough – 62 Families (by address) (6% of county total)

Ward Name	No. of Families	Proportion of Borough Total (%)
Arley and Whitacre	15	24%
Hartshill	11	18%
Polesworth East	6	10%
Atherstone Central	4	6%
Atherstone North	4	6%
Atherstone South and Mancetter	4	6%
Baddesley and Grendon	4	6%
Coleshill South	4	6%
Hurley and Wood End	3	5%
Dordon	2	3%
Newton Regis and Warton	2	3%
Water Orton	2	3%
Fillongley	1	2%

Nuneaton and Bedworth Borough – 476 Families (by address) (48% of county total)

Ward Name	No. of Families	Proportion of Borough Total (%)
Wem Brook	86	18%
Camp Hill	85	18%
Bar Pool	69	14%
Abbey	53	11%
Kingswood	44	9%
Bede	20	4%
Poplar	20	4%
Slough	18	4%
Arbury	16	3%
Galley Common	15	3%
Heath	14	3%
Attleborough	13	3%

Ward Name	No. of Families	Proportion of Borough Total (%)
Exhall	9	2%
Weddington	6	1%
Bulkington	3	1%
St. Nicholas	3	1%
Whitestone	2	0.5%

Rugby Borough – 180 Families (by address)
(19% of county total)

Ward Name	No. of Families	Proportion of Borough Total (%)
Benn	40	22%
Newbold and Brownsover	38	21%
New Bilton	27	15%
Rokeby and Overslade	18	10%
Admirals and Cawston	15	8%
Eastlands	10	6%
Wolstons and the Lawfords	7	4%
Revel and Binley Woods	5	3%
Hillmorton	4	2%
Leam Valley	4	2%
Coton and Boughton	3	2%
Paddock	3	2%
Bilton	2	1%
Dunsmore	2	1%
Wolvey and Shilton	2	1%

Stratford District – 86 Families (by address)
(8% of county total)

Ward Name	No. of Families	Proportion of District Total (%)
Stratford Avenue and New Town	9	10%
Bidford and Salford	7	8%
Studley	7	8%
Alcester	6	7%

Ward Name	No. of Families	Proportion of District Total (%)
Southam	6	7%
Stratford Alveston	6	7%
Stratford Mount Pleasant	6	7%
Wellesbourne	5	6%
Harbury	4	5%
Sambourne	4	5%
Shipston	4	5%
Kineton	3	3%
Henley	2	2%
Kinwarton	2	2%
Quinton	2	2%
Snitterfield	2	2%
Stratford Guild and Hathaway	2	2%
Aston Cantlow	1	1%
Bardon	1	1%
Brailes	1	1%
Burton Dassett	1	1%
Ettington	1	1%
Long Itchington	1	1%
Stockton and Napton	1	1%
Tredington	1	1%
Vale of the Red Horse	1	1%

Warwick District – 151 Families (by address)
(16% of county total)

Ward Name	No. of Families	Proportion of District Total (%)
Brunswick	41	27%
Warwick West	16	11%
Crown	15	10%
Whitnash	14	9%
Willes	13	9%
Warwick North	11	7%
Warwick South	8	5%
Milverton	6	4%
Park Hill	6	4%
Clarendon	5	3%
St. John's	5	3%
Abbey	2	1%
Bishop's Tachbrook	2	1%
Cubbington	2	1%
Manor	2	1%
Radford Semele	2	1%
Leek Wootton	1	1%

Note: Numbers have been provided where postcodes have been mappable on the geographical information system

**Troubled Families Programme Second Phase
'The Expanded Programme': 2015 – 2020
Position Statement as at 14 May 2014**

This is the latest information available from Government and is subject to Change as the Programme is developed. The final details of the Programme are subject to Ministerial Approval and are likely to be released in July 2014.

1 What do we know about Phase 2

We have been given some more information by Government about the second phase of the programme (i.e. after March 2015). We know so far that:

- a) £200m is available nationally from 1st April 2015 - the first of 5 further years investment through to 31.3.2020 (subject to the next spending review / General Election)
- b) Phase 2 of the Programme is to be aimed at a further 400,000 families nationally
- c) There is to be a targeting of families before they reach crisis point and will be aimed at families that have multiple problems who are 'high cost'
- d) The identification of 'success' will be down to local determination but will involve a clear demonstration of the savings achieved per family via use of the cost benefit calculator to be introduced shortly
- e) An average of £1,800 funding available per family
- f) Entry to the second phase is open to all 152 upper tier authorities but is conditional on Phase One performance
- g) Government intends to invest more heavily than currently in the Council's coordinating and monitoring role – in return for which there will be clearer expectations and delivery requirements.

2 Number of families to be included within the Programme

We are told that the second phase of the programme is to be aimed at a further 400,000 families nationally.

We are assuming that the same proportions might apply to Phase 2 as to the first phase of the programme when the Warwickshire total of 805 families equated to 0.67% of the national number.

On this basis, phase 2 of the programme would appear to be aimed at a further **2680** families in Warwickshire to be worked with over five years

3 Targeting of families in Phase 2

We said (January 2014):

When asked for its views, the Warwickshire Programme Board said that it would want the second Phase of the Programme to be aimed at:

- Families affected by drug /alcohol abuse, domestic abuse and mental health problems
- Families affected by crime and anti-social behaviour – and we suggested that this should include crime perpetrated not only by young people but also by adults within the family unit
- Families affected by poor school attendance, fixed term / permanent exclusions and behaviour issues as defined by the existing phase one criteria subject to the increase of the threshold for absence to 90% and the reduction of the number of fixed term exclusions to one only.
- Families with at least one child under compulsory school age
- Families where none of the adults is in paid employment
- Families where one or more child / children are on a Child Protection Plan / have been identified as a Child in Need

DCLG now proposes (May 2014):

The following high cost families with multiple problems have been outlined for inclusion within the Programme – this is IN ADDITION TO the current criteria that relate to Education, Youth Crime, Anti-Social Behaviour and Worklessness:

- Families affected by Domestic Violence (whether between adults or involving children)
- Families with vulnerable children
- Families with a range of physical and mental health problems
- Families where there is a high risk of worklessness
- Families who have been involved in crime from generation to generation

The second phase of the Programme is to be aimed at bringing about improvements for families, for services and for the tax payer and should be based on:

- Integrating the whole family approach to multi agency working
- Continuing to establish Family Intervention workers as a recognised and valued work-force
- Demonstrating that data sharing case management and communication about families between agencies are not a barrier to identifying and working with them effectively

4 Average funding of £1,800 per family and increased support programme management, coordination and monitoring

Over five years of the Programme aimed at 2680 families this would amount to a maximum amount over the five years of the Programme of £4,842,400 or an average annual amount of £964,800 per annum.

This compares with the current maximum amounts for 805 families of £2,683,000 or an average of £894,000 per annum.

We would still welcome clarification on the following points:

- Is the figure of £1,800 per family based on payment by results only or is there an element of up-front payment via attachment fees?
- What amount does Government intend to pay to local authorities for the coordination role?
- What reporting and audit requirements does Government have in mind?

5 Multi Agency Plan requirement

When outlining the terms of Phase 2 last December, Government said that Local Authority entry to the programme would be conditional upon the agreement of a multi-agency plan setting out how services will join up, reform and save taxpayers. The Programme Board welcomed this requirement and we would ask that, as soon as possible, DCLG lets us know whether it remains a requirement and if so the details and time-scales involved.

6 Moving Forward

We will:

- Continue our dialogue with Government about Phase 2 (meeting arranged for this on 28th May).
- Share this information and the further details which will emerge fully with Children and Young People's Overview and Scrutiny Committee (3rd June), Communities Overview and Scrutiny Committee (3rd July), Corporate Board (9th July) and Cabinet (22nd July).
- Ensure full partner engagement via the Local Coordinating Groups, the Programme Board (6th June) and at a partnership event to be convened in July (t.b.c).

Nick Gower Johnson
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Warwickshire County Council
14 May 2014