

**Decision Maker:** EXECUTIVE

**Date:** For Pre-Decision Scrutiny by the Care Services Policy Development and Scrutiny Committee on Tuesday 15<sup>th</sup> November 2016

**Decision Type:** Non-Urgent Executive Key

**Title:** UPDATE ON TACKLING TROUBLED FAMILIES  
(OUTCOMES/DRAWDOWN)

**Contact Officer:** Kay Weiss, Interim Director: Children's Social Care  
Tel: 020 8313 4062 E-mail: [kay.weiss@bromley.gov.uk](mailto:kay.weiss@bromley.gov.uk)

Rachel Dunley, Head of Early Interventions and Family Support  
Tel: 020 8461 7261 E-mail: [rachel.dunley@bromley.gov.uk](mailto:rachel.dunley@bromley.gov.uk)

**Chief Officer:** Interim Director: Children's Social Care (ECHS)

**Ward:** Borough-wide

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1. Reason for report

- 1.1 This report sets out expenditure on the Tackling Troubled Families Programme being delivered in Bromley and requests agreement to drawdown additional grant funding from central contingency.
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2. RECOMMENDATIONS

- 1) The Care Services Policy Development and Scrutiny Committee is asked to consider and comment on the content of the report;
- 2) The Portfolio Holder for Care Services is asked to agree to release the carry forward amount of £138k held in contingency referred to in Paragraph 5.
- 3) The Council's Executive is asked to agree to drawdown from contingency a further sum of £610k for Tackling Troubled Families for 2016/17

### Impact on Vulnerable Adults and Children

1. Summary of Impact: See commentary.
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### Corporate Policy

1. Policy Status: Not Applicable:
  2. BBB Priority: Children and Young People
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### Financial

1. Cost of proposal: within existing resources
  2. Ongoing costs: to be determined
  3. Budget head/performance centre: Not Applicable
  4. Total current budget for this head: Not Applicable
  5. Source of funding: Funding over 5 years from the Department of Communities and Local Government (DCLG) on a part-payment by results basis
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### Personnel

1. Number of staff (current and additional): 11 FTE
  2. If from existing staff resources, number of staff hours: Contribution for the hours spent by the Assistant Director for Children's Safeguarding & Social Care, the Head of Service for Early Interventions and Family Support, the Senior Family Support and Parenting Practitioner team within the Bromley Children Project and the Bromley Children Project Intelligence and Operations Lead
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### Legal

1. Legal Requirement: None:
  2. Call-in: Applicable:
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### Procurement

1. Summary of Procurement Implications: Not applicable
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### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Estimated number of users/beneficiaries (current and projected): 1949 families across 5 years (made up of 1700 for Phase 2 plus 249 early adopter families)
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### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

### 3. COMMENTARY

#### 3.1 Tackling Troubled Families Programme

- 3.1.1 The reports to CYP PDS (latterly ECHS Care PDS) in March 2012, June 2012, October 2013, May 2014 and November 2015 described the Government programme “Tackling Troubled Families” (TTF) and how this would be implemented in Bromley. The most recent paper in November 2015 provided a detailed update explaining the changes and the new model for Phase 2 of the national TTF Programme.
- 3.1.2 The TTF Programme in Bromley is currently in Phase 2 of the national programme; 2016/17 is Year 2 of the 5 year Phase 2 programme.
- 3.1.3 TTF Phase 2 remains a payment by results (PbR) initiative. The national criteria was expanded under Phase 2; the focus is now more holistic and has been broadened to allow for earlier intervention. To be eligible for the expanded programme, each family must have at least **two** of the six problems listed below:
- Parents or children involved in crime or antisocial behaviour
  - Children who have not been attending school regularly
  - Children who need help
  - Adults out of work or at risk of financial exclusion
  - Families affected by domestic violence and abuse
  - Parents and children with a range of health problems
- 3.1.4 The Department for Communities and Local Government (DCLG) have increased the data collection requirements for TTF in order to evidence the new criteria. There is a requirement to submit to DCLG data for the National Impact Study, the Family Progress Data, the national Cost Savings Calculator, and Qualitative in-depth interviews with staff and Qualitative in-depth interviews with families. This is alongside the ongoing audit requirements both locally and nationally. In recognition of this DCLG have increased the central coordination element of the grant funding so that this additional information is provided.
- 3.1.5 DCLG has changed the framework for rewards. In order to achieve PbR outcomes it is now a requirement to evidence that there has been a *holistic family assessment*, there is an allocated *lead professional*, the family are working towards change through an agreed *plan with SMART goals*, and that the family has achieved *‘significant and sustained improvement compared with all their problems at the point of engagement’*. Bromley has developed a comprehensive Outcomes Plan to support this.

#### 3.2 The Bromley Approach to Tackling Troubled Families

- 3.2.1 The Tackling Troubled Families programme remains coordinated through the Bromley Children Project within Early Intervention and Family Support Services (EIFS) sitting under the Care Division of Education Care and Health Services Directorate. The intervention and support is delivered through a number of work streams, primarily within EIFS but also key partners. These key partners are cross cutting across council departments and agencies which requires an integrated approach to working with partners; some examples of these include the Anti-social Behaviour Unit, Youth Offending Service, education support to children not attending school through the Education Welfare Service and services that support families not in work.
- 3.2.2 Two staff continue to be seconded from Job Centre Plus into the Bromley Children Project on a part-time basis to support the efforts to decrease the number of adults out of work in a more targeted and structured way.

- 3.2.3 Bromley’s model was developed to ensure a multi-agency approach to supporting families with multi-faceted problems, to build on systems and structures already in place and further develop innovative interventions with troubled families with the ability to respond to changing need without creating additional management structures.
- 3.2.4 Information recorded against families is used as evidence of change, including the requirement for change to be deemed ‘significant and sustained’. This evidence is robustly audited by Internal Audit who are required to sign off all claims for PbR as well as the effectiveness of our processes, in order to satisfy the DCLG terms for PbR payment to be made. To date Internal Audit have completed two Audits in Phase 2, both showing ‘substantial assurance’, the most recent in October 2016.
- 3.2.5 The Outcome Plan will be revised during 2016/7 to reflect changes to the national and local drive to identify and support families where there is risk of child sexual exploitation, children missing from home, children missing education, children and or adults involvement in gangs and related activity, the risk of radicalisation, female genital mutilation, and the risk of trafficking. This will enable early intervention to feed into the Single Central List of all children at risk as soon as those risks become apparent.

### 3.3 OFSTED

- 3.3.1 Ofsted undertook an ‘Inspection of services for children in need of help and protection, children looked after and care leavers’ during April and May 2016 and the report was published on 27 June 2016. This inspection included ‘early help’ and the work of Tackling Troubled Families through the Bromley Children Project within Early Intervention and Family Support Services.
- 3.3.2 In their Report, Ofsted identified ‘early help’, the Bromley Children Project as ‘effective’, ‘well embedded’, and commented that assessments on the families were ‘timely’ and ‘lead to a good range of services’ with staff recognised as ‘knowledgeable’ and ‘assist(ing) parents to focus on practical skills and solutions’. Ofsted also stated that ‘the integrated troubled families project (Bromley Children Project) is helping many families with entrenched difficulties to improve their care and parenting’.

### 3.4 Grant Funding

- 3.4.1 During Phase 1 of the TTF programme, Bromley achieved maximum attachment and maximum payment by results (PbR) reward payments. The service ran an effective and lean model which resulted in £1,007,252 remaining in Central Contingency at the end of Phase 1 (three year programme).

<b>SUMMARY OF PHASE 1 FINANCIALS</b>	<b>£</b>
Coordination income	220,000
Attachment income	1,133,600
PbR income	528,200
Expenditure	-874,548
Balance un-spent and held in Central Contingency at the end of Phase 1	1,007,252

- 3.4.2 The financial model for Phase 2 is operating at a reduced grant income level per family. During Phase 1 the maximum possible income including PbR equated to £4,000 per family. For Phase 2, this has reduced to a maximum, including PbR, of £1,800 per family.

- 3.4.3 The guaranteed grant funding model for this programme remains directly related to the proportion of families that are to be 'attached' during each year of the current phase at £1,000 per family. The PbR top-up available is capped at £800 per family.
- 3.4.4 In Phase 2, Bromley's target number of families was 1,660, but this was revised by the DCLG in September 2016, and is now confirmed as 1,700. The attachment of families is spread across five years. In addition to the 1,700, as an Early Adopter, Bromley were required to attach a further 249 families during the early adopter period (Sept 2014-March 2015). This is a total of 1,949 families for Phase two.
- 3.4.5 In Phase 2, Year 1 we committed to attaching 249 families during the Early Adopter period and a further 282 families in Year 1; both of these targets were achieved. In Phase 2 Year 2 we were allocated a target of 388 families to attach by the DCLG. To date we have attached 172 families and are on schedule to achieve the target for Year 2 of Phase 2.
- 3.4.6 Bromley will continue to receive ring fenced grant allocation for each year of Phase 2 which includes the contribution to cover:
- the coordination of the programme,
  - the % agreed upfront "attachment fee"
- 3.4.7 Bromley will continue to work towards claiming PbR for families turned around throughout Phase 2 of the TTF programme. Those claims will be received through the same grant allocation process described in 3.4.6.

### **3.5 Staffing**

- 3.5.1 The TTF staff team is made up of the Coordinator, Data Analyst, two Administrators and fourteen Family Support and Parenting Practitioners who are located within and managed by the Bromley Children Project. Additional support, not funded by the TTF grant, is provided by the Head of Service for Early Interventions and Family Support, the Intelligence and Operations Team, and seven other key Family Support and Parenting Practitioners within that team.
- 3.5.2 As Phase 2 progresses consideration will be given to reviewing caseloads and staffing. During Phase 2, where staff leave the service, recruitment will not be automatic. Each position will be reviewed to see whether it is necessary to recruit at that time or if the service can continue to achieve the required outcomes to attract PbR with fewer staff. Using natural wastage will help to ensure that the staffing budget is effectively managed and reduce the pressure on the budget towards the end of Phase 2.
- 3.5.3 During 2016/7 the Service has held a vacancy in order to increase the contribution made to the cost of the Barnardo's Children at Risk of Sexual Exploitation (CSE) contract to the value of £35K whilst a permanent funding solution is identified.

### **3.6 Progress**

- 3.6.1 The Governance Board continues to be chaired by the Interim Director for Children's Safeguarding and Social Care, and has representation from key partners both internal and external to the local authority such as Public Health, Community Safety and Probation Services.
- 3.6.2 The identification and attachment of families to the TTF Programme continues. To date Bromley remains on schedule to achieve the target imposed by the DCLG.

Year	DCLG Target	Achieved	% of Target for Year
2014/15 ('Early Adopter' period)	249	249	100%
2015/16	282	282	100%
2016/17	388	172	44%

3.6.3 The target of 388 for 2016/17 is achievable. There was a delay attaching families in the early part of 2016/17 due to a change of database and the related reporting software. This was installed in June and the forecast is to achieve the target by March 2017.

3.6.4 To date, throughout Phase 2 of the TTF programme, Bromley has claimed for 158 families equating to a reward payment of £126,400.

Year 1 of Phase 2 ... 84 families = £67,200  
Year 2 of Phase 2 (to date) ... 74 families = £59,200 (we are at month 7 of 12 in 2016/7)

3.6.5 In addition to the 158 families already claimed against in Phase 2, a further 244 are being monitored under the 'sustained' change element of Phase 2 and have the potential to become claims. Conversely, those families also have the potential to require additional support if the change is not sustained in which event they would not attract 'attachment fees' as they were previously supported, but would be still be supported and challenged to make the changes required for their family to flourish.

3.6.6 In addition to the cases being worked by the Family Support and Parenting Practitioners within the Bromley Children Project section of the Early Intervention and Family Support Service, all CAFs logged with the CAF Team are being reviewed to see if the work undertaken meets the attachment criteria for TTF and a further piece of work to follow up all those cases to identify any where the challenging 'significant and sustained change' payment by results criteria has also been achieved.

### 3.7 Commissioning

3.7.1 The Commissioning element of this grant funded several key services during the three years of Phase 1, e.g. The Children at Risk of Sexual Exploitation (CSE) project. It is proposed that the commissioning process will be repeated in 2016/7 and reviewed to see whether it remains a requirement moving forward. Eligible bids will be considered and bids submitted to the Chair of the Governance Board for final approval. To date the only bid is that for the CSE Barnardo's project at £35,000.

### 3.8 Audit

3.8.1 Internal Audit have been integrated into the TTF programme in Bromley from the outset and continue in Phase 2 to fulfil the required critical friend and challenge role.

3.8.2 Colleagues in Internal Audit have confirmed that they believe Bromley's TTF Phase 2 Outcome Plan and Claims Approach Documentation is robust and clear, and will enable them to effectively complete their audits for PbR claims under this second phase.

3.8.3 Internal Audit have completed two audits this year, both audits graded the Bromley Children Project's management of the TTF Programme and the appropriateness of the 'claims' as 'substantial assurance'.

### 3.9 Evaluation of Phase 1

3.9.1 An internal evaluation of Phase 1 was tabled in the Report submitted to this Committee in November 2015.

3.9.2 The national evaluation of the TTF Programme commissioned by the DCLG has now been published (October 2015). The Overview Report is attached as Appendix 1. The summary of the overview Report states;

*“Families who participated in the programme have seen significant improvements in their lives. ...the independent evaluation of the programme found widespread evidence of this service transformation... The survey results did find that the programme had already had an impact on family attitudes and confidence but not on other outcomes although it also found most families were still receiving interventions when interviewed so it may have been too soon to detect an impact on outcomes”*

3.9.3 The national press have recently run several stories which claim that the TTF Programme failed to help families effect change. This claim is strongly disputed by the DCLG and we too would challenge this presentation of the programme.

3.9.4 The official response from the DCLG to the claims made in the national press that the evaluation report was suppressed was

*“It is wrong to say that any report on Troubled Families has been suppressed. There were several strands to the evaluation work commissioned by the last Government and there is not yet a final report”*

3.9.5 The official response from the DCLG to the claims made in the national press that it is highly improbable that all local authorities turned around 100% of their troubled families was

*“To be aware: Newsnight suggested that it was unrealistic that an area could have achieved a 100% success rate. This is a misunderstanding of the programme. Such a council would have received 100% of government funding available to them, e.g. 100% of the total number of families they could claim for. However, most if not all areas will have worked with more families than their local target in order to achieve success”*

3.9.6 The scenario described by DCLG is exactly what happened in Bromley during Phase 1 of the TTF Programme.

- The ‘490 families’ target set by DCLG was been achieved and the maximum attachment funding was drawn down, in the sum of **£1,375,800** however;
  - in order to enable Bromley to achieve the ‘turn around’ target of 490 families, an additional 85 families were ‘attached’ for which no additional attachment payment was received.
  - In total **575** families were attached to the project in Phase 1, exceeding the three year stretch by 17%
- 100% of families targeted for attachment in the programme in Phase 1 (490) were been ‘turned around’ and the maximum ‘PbR’ was received, in the sum of **£525,380**
  - However, the additional 85 families attached were also supported, and continue to be support to effect change.
  - Any families beyond the target of 490 attachments that achieved ‘turn around’ criteria did not attract a reward payment
  - Any families that ‘bounced back’ into the service were supported but could not be re-attached and counted as attachments
  - Other families were supported who did not meet the criteria for TTF Phase 1

3.9.7 Phase 2 of the TTF Programme is different to Phase 1. It is easier to attach a family but more difficult to evidence 'turn around' in light of the 'significant and sustained' change requirements and the extension of the 'in education' element of the programme to all school aged children in the household. Despite this, Bromley has already evidenced 'turn around' for 158 families and this has been audited and verified by Internal Audit achieving a grading of 'substantial assurance'.

3.9.8 The change to the Phase 2 programme means that the attachment funding is most likely to be achieved earlier in the five year programme and PbR payments which require tracking for up to 12 months will be weighed towards the end of the five year programme.

#### 4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 The TTF programme is designed to support vulnerable families and effect significant and sustained change against an agreed outcome plan. Evidence of change is required in order for the local authority to attract the PbR claim payments and this is robustly checked by Internal Audit, as well as being 'spot-checked' by the DCLG. Every PbR claim made is evidence of impact.

#### 5. POLICY IMPLICATIONS

5.1 The development of the Tackling Troubled Families programme continues to contribute to many of the Building a Better Bromley priorities.

#### 6. FINANCIAL IMPLICATIONS

6.1 The current grant received in phase two is as follows:-

<u>Income Stream</u>	<u>£000</u>	<u>£000</u>
Early Adopter income	308	
Coordination/Service Transformation income	450	
Attachment income	670	
Payment by results income	67	
Total income received for phase 2		<u>1,495</u>
Phase 1 funding held in contingency		1,007
Total Income		<b>2,502</b>
Expenditure in 2016/17		-748
Available funding remaining		<u><u>1,754</u></u>

6.2 The £1,754k consists of £1,172k held as contingency and carry forward sums from 2015/16 together with £582k of funding received in 2016/17 so far this year.

Future guaranteed TTF grant income under Phase 2, assuming the programme continues and families are attached is as follows:-



## Future Grant Income for Phase 2

	<u>2016/17</u>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>Total</u>
	<u>£000</u>	<u>£000</u>	<u>£000</u>	<u>£000</u>	<u>£000</u>
Coordination/Service Transformation income	-	200	200	200	600
Attachment income	-	TBC	TBC	TBC	1,030**
Payment by results income	-	TBC	TBC	TBC	1,492**
					<u><u>3,122</u></u>

\*\* Current estimates of future income although phasing is not known

The maximum TTF Grant income under Phase 2 has increased since the previous report to Members (November 2015) as a result of the increase of 40 families, bringing Bromley's target attachments to 1949 during Phase 2.

6.3 The costs associated with this expenditure are as follows:-

<u>Expenditure for 2016/17</u>	<u>2016/17</u>
	<u>£000</u>
Employees - salaries	692
Training	5
Transport	8
Commissioning	35
Running costs	8
	<u><u>748</u></u>

6.4 In order to cover the operational costs for the TTF service for 2016/7 including the sum of £35K as the contribution towards the Barnardo's CSE contract, it is requested that a total sum of **£748k** be drawn down from Central Contingency. £138k is a carry forward balance held in contingency and needs the approval of the Portfolio Holder to draw down. The remaining £610k will need Portfolio Holder and Executive approval. This is held in central Contingency.

<b>Non-Applicable Sections:</b>	Personnel Implications Legal Implications Procurement Implications
Background Documents: (Access via Contact Officer)	<ul style="list-style-type: none"> <li>• CYP PDS 20 March 2012. Department for Communities and Local Government Initiative – Tackling Troubled Families</li> <li>• CYP PDS 12 June 2012. Review of the Tackling Troubled Families Initiative for Bromley.</li> <li>• CYP PDS October 2013. Update on Tackling Troubled Families Initiative for Bromley</li> <li>• CYP PDS May 2014. Update on Tackling Troubled Families Initiative for Bromley</li> <li>• CYP PDS November 2015. Update on Tackling Troubled Families Initiative for Bromley</li> </ul>