



Ministry of Housing,
Communities &
Local Government

Supporting disadvantaged families

Annual report of the Troubled Families Programme 2017-18

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Foreword – Rt Hon Sajid Javid MP



Strong, thriving families in which everyone can fulfil their potential are the bedrock of a strong, thriving society.

Yet, as we know, there are a significant minority

of families who are struggling with multiple and complex problems – worklessness, family conflict, problem debt and health and housing issues.

The Troubled Families Programme is addressing these problems head on by working intensively with families as a whole to provide the stability and practical support they need.

In doing so, the programme is transforming families' lives before they hit crisis point, and in turn, generating savings for local authorities who are delivering it with other partners.

Most notably, early evaluation findings indicate that the programme is reducing demand on children's social care.

For this Troubled Families cohort, the proportion of children designated as children in need decreases by 14 per cent when comparing the period just before the start of the Troubled Families intervention with the period 6-12 months after the Troubled Families intervention. The same figures for the comparison group show a smaller reduction. This is a hugely encouraging result.

Keyworkers strive to develop trusting relationships with families and help them feel plugged into a range of appropriate

support. This relationship with keyworkers is critical to the success of the Troubled Families approach and helps families develop the confidence and resilience to, eventually, access universal, community and voluntary services independently when their keyworker no longer works with them.

And this is what this programme is very much about: giving families who are struggling, the tools and strategies they need to not just survive, but truly thrive.

It is also a valuable opportunity to put prevention at the heart of everything we do, demonstrating how councils working with other local bodies can target resource and deliver real and lasting change while reducing demand on costly crisis interventions.

I am looking forward to seeing how the next phase of the programme builds on this work and, particularly, how local authorities take advantage of the programme and make long-term changes to the way they deliver services.

We face a formidable challenge in supporting some of our most vulnerable families to get back on their feet.

The Troubled Families Programme is helping us meet this and is transforming the lives and prospects of not just this generation, but potentially generations to come.

Rt Hon Sajid Javid MP

Secretary of State

Ministry of Housing, Communities and Local Government

Foreword – Rt Hon Rishi Sunak MP



The Troubled Families Programme is improving the lives of disadvantaged families in England through its unique partnership between central and local government. I want to personally say thank you to everyone who has

worked with families under this programme. It is your efforts that are making a difference to families' lives across the country.

The programme champions working with the whole family to overcome multiple and complex problems, rather than focusing on a single family member or problem. Local authorities and partners through the programme have worked with 289,809 families in this way since the programme began in 2015. We have scaled up whole family working from a low base – between January 2006 and March 2010 only 2,000 families had received whole family support in England.¹

We are piloting a new funding model which we've named Earned Autonomy to provide selected local authorities with upfront payments to accelerate their service reform. This builds on the existing Payments by Results system in which local authorities draw down funding for results achieved with families. Earned Autonomy in selected areas combined with the incentives in the existing Payment by Results model, will help councils

deliver the long-term sustainable change needed that ensures families receive the support they need to help them reach their potential.

The programme's focus on preventative services is already starting to show a positive impact in reducing demand on children's social care – lowering the numbers of children involved in statutory services.

Being able to gauge and demonstrate the financial benefits of the programme for the taxpayer is a priority for me and for the national team here in the Ministry of Housing, Communities and Local Government. That's why we will be providing much increased support and challenge to participating councils in the year ahead so that they produce robust local cost benefit analyses that help show the value of the government's investment.

This report details the hard work that's been happening across the country over the past year. We must continue to drive forward changes to services, secure positive and lasting outcomes for families facing multiple problems and produce savings for the public purse.

Rt Hon Rishi Sunak MP

Parliamentary Under Secretary of State for Troubled Families

Ministry of Housing, Communities and Local Government

¹ Department for Education, 'Monitoring and Evaluation of Family Interventions' (information on families supported to March 2010) p. 5
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181676/DFE-RR044.pdf

Introduction

The Troubled Families Programme is helping families overcome multiple and complex problems, many of whom would previously have been let down by services that focused on the specific problems of individual family members rather than the whole family's overlapping needs. The programme is working with families to address a number of problems including: domestic abuse, physical and mental health problems, crime, worklessness and debt. By providing families with a keyworker who works with the whole family to overcome the variety of challenging problems, families' lives are improving. Adults who were once far from the job market are moving into work. Children are getting the support they need for a brighter future. Local leaders are encouraging and challenging all services working with children and their families to act early and offer whole family support, to help families improve their lives and stop problems becoming worse.

This is the second annual report of the Troubled Families Programme (2015-2020).² The programme is driving better ways of working around complex families with multiple high-cost problems – improving outcomes for individuals in those families, reducing their dependency on services, and delivering better value for taxpayers. By December 2017 a total of 289,809 eligible families for whom local authorities had received funding had been, or were being, worked with in a whole family way. Many

local authorities work with more families than they receive funding for, and this trend is set to increase as whole family interventions are embedded in wider services and reach more families. This compares with only 2,000 families who had received whole family support in England between January 2006 and March 2010.³ In this annual report, we look at the programme's progress against three of our core challenges:

Achieving real service reform: The programme is driving real long-term change across local services including police, housing, social care and Jobcentres, meaning that services and professionals are better connected. Rather than circling families with multiple and separate assessments, appointments and thresholds, local authorities are using the programme to work across organisational and cultural boundaries to achieve sustainable change to support families.

Reducing demand on children's social care: Local services are coming together with a shared vision to understand and capture information on the whole picture of a family's needs so that more of the families at risk of poor outcomes are being targeted for early support. This means families getting the type of help they most need. This better support for families is reducing the number of cases that need to be escalated to children's social care.

² It meets our statutory duty to report annually on performance detailed in the Welfare Reform and Work Act 2016 <http://www.legislation.gov.uk/ukpga/2016/7/contents/enacted>

³ Department for Education, 'Monitoring and Evaluation of Family Interventions' (information on families supported to March 2010) p. 5
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/181676/DFE-RR044.pdf

Promoting social justice for a fairer country: The programme is supporting families to overcome a range of problems including worklessness, parental conflict, uncontrolled debt, mental and physical health problems and housing concerns. We are sharing best practice to show what local authorities are doing to address these problems.

The early part of this report provides more detail on the programme's achievements – what it has delivered and what we are going to do to continue to drive impact. The latter part of the report looks at next steps for our programme evaluation including an increased focus on cost benefit analysis. The final chapter contains data on the number of families who have already achieved sustained improvement across the problems they face.

As we look towards 2020 – when programme funding currently ends – our focus is on ensuring that the legacy of the Troubled Families programme is protected. We want to safeguard the culture shift that the programme has driven whereby whole family working, family assessments and a shared focus on outcomes between families and services have become business as usual. Families need to know someone is there for them and to not have to repeat their stories to separate services. The Troubled Families Programme plays a critical role in supporting local authorities to provide the crucial early help services for families with complex needs

that will help them achieve better outcomes and reduce pressures on higher cost reactive services.

What has the Troubled Families Programme achieved since last year?

The programme has supported a total of 289,809 families against a target of 400,000 to be supported from 2015 – 2020. 104,809 of these families were brought onto the programme between April 2017 and March 2018. The programme has achieved significant progress with 92,245 families – 48,245 more than a year ago – where families have met the improvement goals agreed with local services against each of their headline problems. In 13,907 of these families where progress has been achieved, one or more adult has succeeded in moving into continuous employment,⁴ an increase of 4,807 since last year.

⁴ The length of time an adult must remain in work to be considered continuous employment depends on the type of benefit they were receiving previously: 26 consecutive weeks for Jobseeker's Allowance; 13 consecutive weeks for Employment and Support Allowance

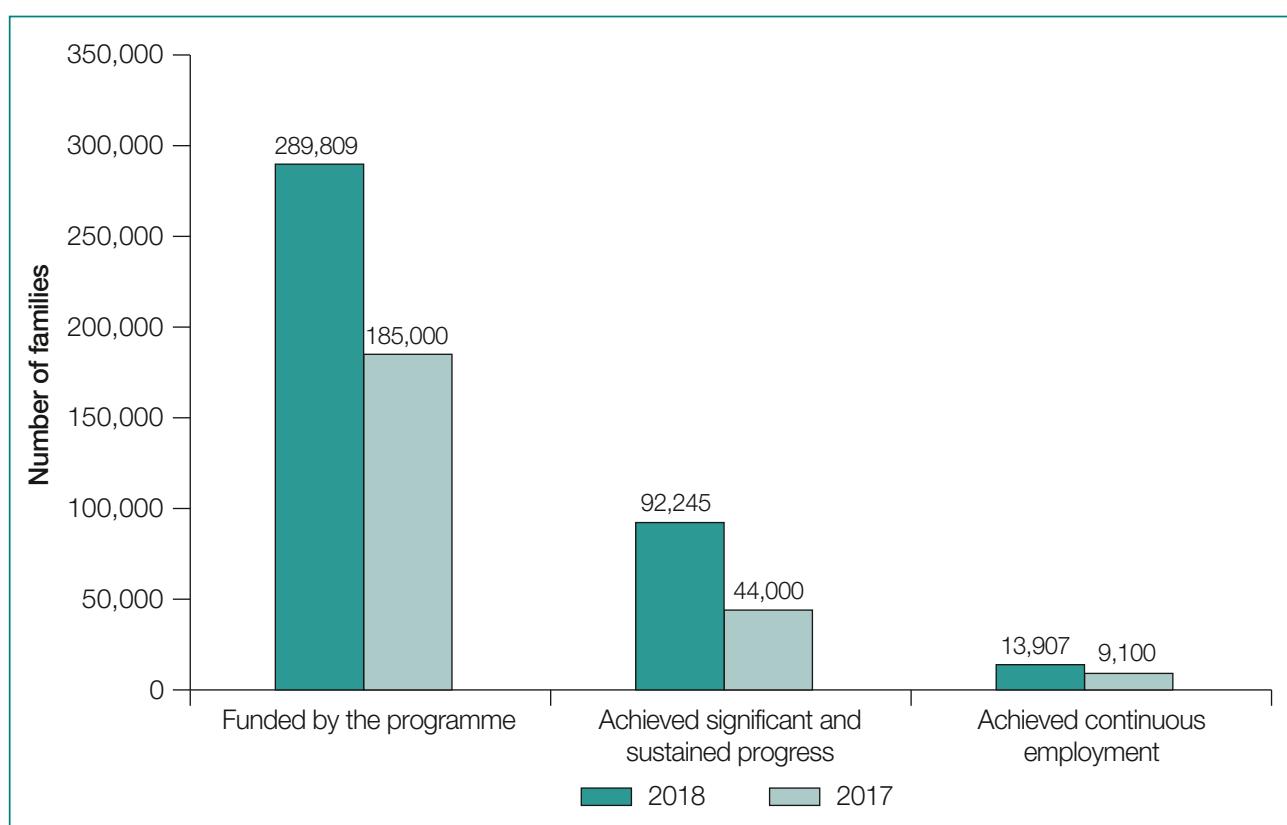
The chart below shows how many families the programme has supported and achieved progress with up to 9th March 2018 compared to the position up to 28th March 2017.

The results for which local authorities have already been paid are a great achievement. Yet this only touches on the work local authorities and their partners have done with families in making progress towards their goals. The complexity of families on the programme and the high thresholds set for successful outcomes mean that it can take a long time before a claim for payment can be made in respect of those outcomes being not only achieved but importantly sustained.

Over the last year, the programme has launched a range of new tools, events and partnerships which are helping to enhance the programme and boost learning among policy-makers and practitioners across the country:

Data analysis workshops: Demonstrating the cost savings that can be attributed to the programme is very important. This year, in partnership with Greater Manchester Combined Authority, we ran nine regional workshops to support and up-skill local authorities in collecting and using data to assess the cost savings to the public purse resulting from the programme.

Number of families supported and achieved progress with on the Troubled Families Programme up to 9th March 2018 compared to the position up to 28th March 2017



Revised Financial Framework: We updated the programme's [operating manual](#) with effect from January 2018. We worked with the Department for Education and local authorities to agree a revised educational attainment outcome. This reflects local authorities' work to improve school attendance of children starting from a very low baseline whilst maintaining our stretching overall ambition for all children on the programme to get back to regular school attendance.

Good Practice Blog: We launched a Troubled Families blog on [gov.uk](#) which shares useful information and updates about the programme and presents interesting analysis and perspectives on ways of working. It brings together voices from across the programme and partners to help local areas develop services to better support families.

Since its launch in October 2017, the blog has been active including posts about parenting, early help and sexual exploitation. We've had contributions from people such as the President of the Association of Directors of Children's Services, Early Intervention Foundation and the Centre for Expertise on Child Sexual Abuse.

Troubled Families Functional Map: In partnership with the Early Intervention Foundation – an independent charity which works to champion early support for children at risk – we developed and published a document describing the role and function of Troubled Families keyworkers. It provides a snapshot of the day-to-day work of these keyworkers, drawing out the core elements

of their roles and can be used to inform local workforce development activities such as the development of training standards.

Core cities workforce development

programme: Core cities (a group of major English cities outside of London) have invested Troubled Families Programme funding to develop a workforce development programme with the aim of embedding consistent approaches to whole family working and service reform across their regions. The offer includes development opportunities for managers, frontline practitioners and multi-agency partners. Over the past 12 months this approach has been piloted in two core cities – Newcastle and Sheffield – and the intention is for the model to be embedded across the remaining cities and regions.

Service transformation assessments:

Nearly all local authorities on the programme have completed a self-assessment of how they are performing in transforming their services, to identify their achievements to-date and areas they need to focus on to improve. Many have also produced action plans detailing the work they need to undertake to secure this sustainable legacy from the programme beyond 2020.

Greater Manchester Reform Investment Fund:

We agreed a new funding model as part of Greater Manchester's devolution deal, to give the ten councils across the sub-region their Troubled Families funding as part of a single pot – the Reform Investment Fund, established in April 2017. Troubled Families funding forms the largest part of this investment fund which drives service reform

by bringing together a number of different funding streams including from Department for Work and Pensions and Department for Culture, Media and Sport. We agreed ambitions for the Troubled Families funding which include investing earlier and where appropriate, at a pan-Greater Manchester scale, to develop sustainable delivery models that support vulnerable residents and manage future demand.

Policy workshops: We ran a series of four policy workshops, with support from other government departments, across England in summer 2017. We obtained local authorities' views on how we might increase the contribution the programme makes to tackling worklessness and reducing parental conflict, problem debt and demand on children's social care, and identify good practice in these areas.

The Troubled Families evaluation – key findings

The Troubled Families Programme objectives are to support families to overcome problems through reforming services and in doing so, save money for the taxpayer. The evaluation measures progress against these objectives, through a range of quantitative and qualitative methods including surveys, interviews and analysis of outcomes data. The evaluation's early findings are already suggesting that the programme is improving families' lives and driving real service transformation.

An independent advisory group and technical advisory group of leading academics provide external support and scrutiny of the programme's evaluation. The evaluation is designed so that the findings can inform both national and local decisions to help develop and improve local services.

Who is the programme supporting?

The evaluation confirms that the programme continues to reach families with complex and multiple problems. In the year before starting the programme, troubled families had the following characteristics compared to the general population:

- Children were nearly eight times more likely to be classified as a child in need
- Adults were seven times more likely to have a caution or conviction
- Adults were five times more likely to be claiming benefits
- Children were nearly three times more likely to be persistently absent from school

In addition:

- Over two fifths of troubled families had a family member with a mental health problem
- Just under a quarter of troubled families had a family member affected by an incident of domestic abuse or violence

Local authority, family and staff views on the programme

Ipsos Mori, an independent research organisation, conducted in-depth interviews and surveys⁵ to understand the organisation of services and the degree of transformation underway across them, staff views on the programme and family experiences. The interview and survey findings show that:

- **Staff members across the programme are highly positive about the Troubled Families approach.** Ninety-three percent of Troubled Families Coordinators⁶ say the programme is effective at achieving whole family working. Ninety-five percent of Troubled Families Employment Advisers⁷ say the programme is effective at achieving long-term positive change in families' circumstances. Ninety-one percent of keyworkers⁸ think the programme is successful at helping families avoid statutory intervention.
- **The programme is driving service transformation in local authorities;** changing structures and processes, strengthening partnership working and promoting whole-family working. Regular joint-agency meetings

have become standard practice, co-location of delivery partners is increasing and centralised databases for sharing information across agencies has become standard practice.

- **The programme is also driving change in the way frontline staff in different services support families.** Embedded Troubled Families Employment Advisers are upskilling keyworkers so they see employment as a priority for families. Sixty-three percent of Troubled Families Employment Advisers said working with troubled families' claimants has prompted changes in the way Jobcentre Plus work coaches deal with claimants more generally.
- **Families have appreciated the way family keyworkers take the time to understand the family, build relationships and trust.** Keyworkers achieve this through working with the family in a non-judgmental manner, taking time to listen and ensure all family members are heard.
- **Keyworkers have played an important role in improving relationships within families by**

⁵ Ipsos Mori, 'National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2' https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf; and, Ipsos Mori's staff surveys, part 2: <https://www.gov.uk/government/publications/national-evaluation-of-the-troubled-families-programme-2015-to-2020-emerging-findings>

⁶ Those responsible for coordinating the delivery of the programme in local authorities

⁷ Those who provide advice to help families to move towards employment

⁸ Those who lead work with individual families to overcome their problems as a whole

tactfully challenging, mentoring and encouraging family members, especially parents, to understand the impact of their behaviour.

- **Resources are being allocated specifically for training and workforce development within local authorities.** Local authorities offered flexible informal training sessions to increase staff engagement as well as compulsory induction programmes, formal workshops and joint training sessions with partner agencies and charities who shared their expertise.⁹
- **There is work to do to improve engagement between local authorities and the voluntary and community sector** including ensuring that once families exit the programme, they are plugged into the right services locally so that the positive outcomes they have achieved are sustained.
- **Keyworkers and Troubled Families Employment Advisers want to see improvement in relationships with health services, particularly mental health.** For keyworkers, improved access to mental health services tops the list for making the programme more effective at achieving its goals.

Early conclusions from the quantitative analysis

Our National Impact Study is one of the most comprehensive and innovative approaches to evaluation used in Government. It matches national datasets to a small amount of personal information on families and individuals, every six months; these are families and individuals that are receiving support through the programme and those that are in our comparison group. The data is processed by the Office for National Statistics and then analysed by the Ministry of Housing, Communities and Local Government. The outputs are reviewed and quality assured by independent expert advisors.

This dataset gives us really rich insight into the journey families take before, during and after programme intervention, and their interactions with different public services. We use the data to measure the family outcomes achieved by the programme across a range of problems – school attendance, crime, children who need help and worklessness.

Families on the programme have multiple complex problems. It takes time for keyworkers to achieve progress with them, and sustain positive outcomes. Time-lags in the national datasets, and the time required to match and analyse the data mean that we are not able to measure family outcomes immediately – the children's social care dataset for example runs up to 18 months behind real time.

⁹ Ipsos Mori, 'National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2' p. 3 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

In the beginning of the programme it was only possible to use this data to report on family characteristics, but in December 2017, we published the first set of progress outcomes for families on the programme. These early findings showed family progress measured against the following indicators: children's social care, crime, school attendance and out of work benefits – between September 2014 and December 2016. For the data we published in December 2017, the comparison group was 'unmatched' and we included outcomes for this group for indicative purposes only.

We have been working with independent experts from our advisory group to construct a matched comparison group of family characteristics and problems connected to children's social care faced by families on the programme. By constructing a group with similar characteristics to those families on the programme, we can compare the outcomes of this group with those families on the programme, to understand the difference that the programme is making to families' lives.

We have used an established, robust and widely used technique called Propensity Score Matching to ensure that the treatment and comparison groups are matched as closely as possible on their characteristics and pre-programme histories. We have used it to test the incidence of children designated as in need, looked after and on child protection plans after the start of Troubled Families intervention. By controlling

for the differences between the treatment and comparison groups we can infer that outcomes in the treatment group are the result of Troubled Families Programme interventions. The results suggest the programme is reducing demand on children's social care. In the coming months we will be seeking to construct matched comparison groups connected to criminal justice, out of work benefits and school attendance indicators.

Children's social care

With demand rising on children's social care nationally, the Troubled Families Programme's early evaluation results showing reduced demand on children's social care are particularly encouraging.¹⁰

We have compared families who have received Troubled Families Programme intervention with families who have not been given programme support but do have similar histories with children's social care and similar characteristics as families on the programme. This is so we can be confident that the difference between the treatment and comparison groups, six to 12 months after the start of a Troubled Families intervention, is due to the programme. If the programme interventions had not taken place, we would expect to see no difference between the two groups at the same point in time.

In the below section we have looked at three children's services indicators: child in need, child protection and looked after

¹⁰ These results are from 'National evaluation of the Troubled Families Programme 2015 – 2020, Family Outcomes – national and local datasets, Part 3' March 2018

children. We have compared the proportion of children in Troubled Families and the comparison group six to 12 months after the start of programme intervention. We have then compared the change over time for these two groups – comparing the period just before the start of the Troubled Families intervention with the period six to 12 months after the Troubled Families intervention.

Children in Need

When comparing the two groups (the programme and comparison group), the proportion of children designated as in need among troubled families at any point during the period six to 12 months after the start of a Troubled Families Programme intervention was 26.1%, whilst the proportion in the comparison group was 30%. This is a difference of 3.8 percentage points (or a reduction of 13% relative to the comparison group).

When comparing the change over time for each of the groups, for this Troubled Families cohort, the proportion of children designated as children in need at any point decreases by 14% when comparing the period just before the start of intervention with the period six to 12 months after intervention. The same figures for the comparison group show a smaller reduction (7%).

Looked After Children

When comparing the two groups (the programme and comparison group), the proportion of children designated as looked after among troubled families at any point during the period six to 12 months after the start of Troubled Families Programme

intervention was 0.6%, but 1.2% for children in the comparison group. This is a difference of 0.6 percentage points which represents a 49% reduction in looked after children following programme intervention compared to the comparison group. In other words the rate for children going into care appears to be cut by nearly half.

When comparing the change over time for each of the groups, the proportion of Looked After Children increases by 120% when comparing the period just before the start of the Troubled Families intervention with the proportion who were looked after at any point in the period six to 12 months after the intervention. The same figures for the comparison group show a much greater increase, however, of 424%.

Put simply, the Troubled Families Programme appears to have reduced demand for costly children's services compared to what would have happened if programme interventions had not taken place.

**Data on children who need help in families who were attached to the programme – Cohort 1
(between September 2014 and June 2015)**

Children in Need	Comparison Group	Troubled Families	Percentage point difference between comparison and Troubled Families
0-6 months before intervention	32.3%	30.5%	-1.84%
0-6 months after intervention	32.7%	31.4%	-1.30%
6-12 months after intervention	30.0%	26.1%	-3.84%
Percentage point change before and after	-2.4%	-4.4%	
Percentage change before and after	-7.3%	-14.3%	
Looked After Children			
0-6 months before intervention	0.2%	0.3%	0.05%
0-6 months after intervention	0.9%	0.4%	-0.50%
6-12 months after intervention	1.2%	0.6%	-0.61%
Percentage point change before and after	1.0%	0.3%	
Percentage change before and after	424.3%	120.0%	
Child Protection Plans			
0-6 months before intervention	5.5%	5.0%	-0.47%
0-6 months after intervention	8.1	7.3%	-0.8%
6-12 months after intervention	6.8%	7.1%	0.30%
Percentage point change before and after	1.3%	2.1%	
Percentage change before and after	24.0%	41.6%	

Note: The percentage point and percentage change figures in the table compare the period just before intervention with the 6-12 month period after intervention. This is because the 0-6 month period after intervention is contaminated, i.e. the intervention with families starts in the first 6 month period and this allows time for the intervention to take effect. Programme referral may also trigger a child being classed as in need, or put on a child protection plan.

Child Protection Plans

When comparing the two groups (the programme and comparison group), the proportion of children on protection plans at any point during the period six to 12 months after intervention appears slightly higher for the children on the programme than for the matched comparison group. The difference was only 0.3 percentage points and was not found to be statistically significant.

When comparing the change over time for each of the groups, the proportion of children on child protection plans at any point during the period six to 12 months after intervention had increased by 42% when comparing with the period just before the start of the Troubled Families intervention. The same figures for the comparison group show a smaller increase of 24%.

Crime, school attendance and out of work benefits

The comparison group for crime, school attendance and out of work benefits is as yet ‘unmatched’ and its outcomes are shown for indicative purposes only. Work is in hand to construct a comparison group that can be properly matched to programme families against these outcomes. The below findings are from the evaluation outcomes report published in December 2017.¹¹ The data

includes families who were engaged on the programme between September 2014 and December 2016.

The number of individuals on the programme cautioned and convicted in the 12 months after the start of intervention dropped by 25.3% (cautions) and 10.4% (convictions). The same figures for the unmatched comparison group suggest a smaller reduction.

The proportion of children on the programme persistently absent from school (more than 10% absence) is less variable in the 12 months after the start of intervention compared to the period before intervention. The unmatched comparison group follows a similar trend. We are working to understand this data further and are in conversation with the Department for Education to ensure we are interpreting it correctly. We know from our local data that children across the country are improving school attendance through the Troubled Families Programme.

The proportion of working age adults on the programme claiming Income Support and Jobseeker’s Allowance 12 months after the start of intervention decreases and the proportion claiming Employment and Support Allowance increases although these changes are small (less than two percentage points) and similar changes are seen in the unmatched comparison group.

¹¹ Ministry of Housing, Communities and Local Government, ‘National evaluation of the Troubled Families Programme 2015 – 2020, Family Outcomes – national and local datasets, Part 2’ December 2017 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/677325/Family_outcomes_national_and_Local_datasets_Part_2.pdf

This must be understood in the context that claimants on the Troubled Families Programme are often far from the job market. Ipsos Mori's case studies research¹² tells us that Troubled Families Employment Advisers provide valuable support to individuals to help them move towards work – researching job options, writing CVs and preparing applications – progress which is not recorded in benefits outcomes. We are continuing work to analyse and interpret this data. As we receive further six monthly blocks of outcomes information, we will continue to build our understanding of the programme's impact.

This report details the hard work and achievement that's been happening through the Troubled Families Programme across the country. We will build on our successes in the next crucial phase of the programme to drive forward lasting change for families, for services and for the taxpayer. We will spur sustainable reform across services to ensure families get the support they need to improve their lives for the future and provide their children with the stability required to reach their potential. We will continue to work on assessing impact and cost savings of the programme through our extensive evaluation, in the aim of showing how preventative support reduces demand on services and in turn saves money for the public purse.

¹² Ipsos Mori, 'National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2' p.38 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

What is whole family working?

Whole family working is central to the Troubled Families approach to supporting families with complex needs. It moves beyond former approaches to service delivery in which: uncoordinated services gave families multiple assessments, thresholds and measures, often engaged with just one family member and focused solely on the main presenting problem.

Instead, the approach engages the whole family – parents and children (and sometimes a wider network of family members), to work together to understand and overcome their multiple problems.

A keyworker* undertakes a family assessment and works with the family to agree a whole family plan – a written agreement which sets out the type of support the family needs from services as well as targets and commitments the family has made. The keyworker identifies strengths that the family may have and involves the family coming up with solutions.

The keyworker acts as an advocate for the family, and coordinates services around them so that they don't have to keep repeating their stories to multiple professionals. The keyworker helps the family to build resilience so they can manage their own problems. They review progress with the family against their agreed goals and support the family to step-down from the programme once the goals have been reached and their dependence on services reduced. They help families change their lives for the better.

*Also referred to by some local authorities as lead worker / lead professional.

Troubled Families drives service reform

“The joint investment by West Sussex and the Ministry of Housing Communities and Local Government in Think Family (the local Troubled Families Programme) has started to transform our understanding of the landscape of local public service delivery. It is easy to forget that our current operating principles of preventative early help were viewed as radical propositions as recently as 2012. There are now degrees of inter-agency co-operation and sharing of intelligence that would have been unthinkable at the commencement of the national programme. Our new arrangements with Health and the major collaboration with Schools are causes for celebration. Substantial professional capability has been built, and practitioners can now think about their own disciplines, not as stand-alone subjects, but integrated with each other and the overall customer and community benefit – while effectively countering the otherwise unsustainable demand for high-end social care.”

Annie MacIver, Director of Family Operations,
West Sussex County Council

Transformation of local services is an important objective of the Troubled Families Programme. We want to ensure sustainable, high quality services for families continue after the programme ends in 2020, so families can continue to get the support they need to change their lives for the better.

The transformation we are working towards will mean that families no longer have to face a range of unconnected services to which they have to repeat their stories multiple times, each with their own assessments, thresholds and measures. Instead, families receive support from coordinated services working together to identify and solve problems for the whole family as early as possible. In doing so, the demand for costly reactive services is reduced. The Troubled Families Programme provides funding to participating local councils, including a grant which is dedicated for service transformation. Ipsos Mori’s research¹³ shows the programme is driving service transformation in local authorities though there is room for improvement in engagement with the voluntary sector.

The successes of the programme are also being picked up internationally. Harvard’s Kennedy School of Governance published lessons worth learning from the Troubled Families Programme.¹⁴ Their study shows:

¹³ Ipsos Mori ‘National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2’ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

¹⁴ Harvard Kennedy School of Governance, Government Performance Lab, ‘UK Troubled Families Programme: Lessons from Local Authorities’ https://govlab.hks.harvard.edu/files/siblab/files/uk_troubled_families_programme.pdf

- **Local authorities are able to use the Troubled Families Programme to spur meaningful service transformation**, by breaking down silos between government departments and service providers, improving referral processes, institutionalising the whole family approach, using data to improve service delivery and using lessons learned to inform future policy decisions.
- **The Troubled Families Programme provided the platform and resources to catalyse the whole family approach.** While the idea of whole family working is not a new one, Harvard's research captures how the approach has been greatly expanded by the Troubled Families programme, allowing local services to provide holistic, comprehensive support to families.

While the lessons on the programme noted by Harvard are largely positive, they did underline challenges including measuring impact and model fidelity – ensuring consistency in the way the programme is delivered across the whole country. We are addressing the challenge of consistency through undertaking a [rigorous spot check process](#) to review and support local authorities to develop common approaches to programme delivery. We are also working to enhance our impact assessment of the programme though developing robust matched comparison groups against which net impact of the programme can be measured.

How is the Troubled Families Programme driving service transformation?

The decision on just how services should be transformed must be a local one. There is no single blueprint and it will look different in every place based on local circumstances, demographics and existing infrastructure. To support local authorities and their partners on their service transformation journey, we worked with them to design the Early Help Service Transformation Maturity Model (STMM). First published in 2016 and refreshed in December 2017, The Early Help STMM sets out good practice principles against which local authorities can self-assess their performance. It is helping areas to drive transformation and ambition whilst helping central government understand best practice and common delivery challenges.

Almost every local authority on the programme has now completed a baseline self-assessment identifying their progress to date and the areas they need to focus on to increase the scale and quality of whole family working. Many have also produced action plans setting out the detailed work they need to undertake to further embed whole family working. Local authorities have signed up to reviewing their service transformation assessments at least annually to keep track and ensure they are driving reform in their local area.

Once local authorities have completed their service transformation self-assessment, it is expected they will take up the opportunity of peer review. A representative from one local

authority spends time with another to ‘peer’ review their self-assessment and to support, challenge and share good practice.

Troubled Families Coordinators who participated in a peer review pilot in summer 2017 found it a highly beneficial experience. In Liverpool and Staffordshire, the peer reviews provided a fresh perspective on each area’s approach to service transformation, helping both to spot new opportunities and overcome areas of challenge. They reported developing a mutually supportive relationship which lasted after the peer review ended – allowing sharing of support and good practice on other areas of programme delivery.¹⁵

“Our peer review with Liverpool was not an obvious match – we have very different structures and demographics – but when we started talking we realised we were tackling very similar challenges and had highly relevant learning to share with one another”

*Barbara Hine, Troubled Families Coordinator,
Staffordshire County Council*

Earned Autonomy

In summer 2017, we reviewed our funding model, to see if the current Payment by Results system where local authorities

receive payments after achieving agreed outcomes with families, was providing the right incentives for local authorities to deliver the programme’s objectives. Our conclusion was that on the whole it does, and the majority of local authorities will maintain the existing Payment by Results mechanism. But for some local authorities we think providing upfront investment will spur faster service transformation and drive high quality support to families both during the lifetime of the programme and beyond. We are calling this new funding model ‘Earned Autonomy’ and have been through a rigorous selection process to identify 11 local authorities that will move to this model as of April 2018. These local authorities, with their local partners, have put forward a strong case that upfront investment will help them achieve their ambitious service transformation plans and positive outcomes for families.

A list of local authorities that will move to this model, and a summary of what they will use it to deliver, can be found at Annex C.

Greater Manchester Reform Investment Fund

We have agreed to pool our funding with the homelessness team in the Ministry of Housing, Communities and Local Government, Department for Work and Pensions and Department for Culture, Media and Sport – to form Greater Manchester Combined Authority’s Reform Investment

¹⁵ Ministry of Housing, Communities and Local Government, ‘Service Transformation Maturity Model and Toolkit,’ p.10
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665527/Service_Transformation_Maturity_Model_and_Toolkit.pdf

Fund. Established in April 2017, this joint fund is part of Greater Manchester's devolution deal. It brings together funding for the 10 councils across the sub-region to drive service reform up to 2020.

In return for this arrangement, Greater Manchester Combined Authority with each of the 10 localities in the region, has agreed a set of ambitions for the Troubled Families funding including:

- Investing earlier and at scale in the development of sustainable delivery models to support complex and vulnerable residents
- Expand the capacity of the service offer for families and individuals with multiple and complex problems
- Invest in prevention approaches to help manage current and future demand on services
- Drive integration and reform of services including through services integrated in the same location and making joint decisions

The Reform Investment Fund will accelerate the progress Greater Manchester has already made to embed whole family working to better support families, whilst managing demand on services. The Troubled Families Programme in Greater Manchester is already appearing to reduce demand on services in the area. Manchester City's local evaluation indicates reduced demand on the police and children's social care services.¹⁶

16 For further information see Greater Manchester case study in Annex B

Troubled Families drives reduction in social care demand

"The Troubled Families Programme has been instrumental in helping the city to embed its early help approach which is leading to a reduction in demand for children's social care. Referrals into social care have been reduced by our ability to identify the need for support at the earliest opportunity and then to coordinate a range of partnership support through our Early Help Hubs. Whilst early days, the focus of the programme on a whole-family approach means we are getting to the root causes of many of the problems which our families experience, and our families tell us it works for them."

Gail Porter, Programme Director, Children and Young People Services, Liverpool City Council

Local authorities provide children's services which are vital in supporting our most vulnerable children and young people. The Troubled Families Programme is helping local authorities to support families with children involved in social care – children who are identified as either In Need,¹⁷ subject to a

child protection plan¹⁸ or are looked after.¹⁹ The programme is seeking to transform services so that they identify problems early and help families change their lives for the better, so they don't need to be escalated to statutory interventions.

Who are the families with children involved in social care?

Our data shows that there is overlap between troubled families, and those known to children's social care. In troubled families in the year before the start of intervention:

- 28.8% of children were classed as a child in need, compared to 3.4% in the national population.
- 5.9% of children were on a child protection plan, compared 0.4% of the national population.
- 0.6% of children were in care or looked after children, compared to the same proportion in the population.

Comparing families on the programme with children who need help showed that children who need help are in more complex families. In the year before intervention:

¹⁷ A child in need is defined under the Children Act 1989 as a child who is unlikely to achieve or maintain a reasonable level of health or development, or whose health and development is likely to be significantly or further impaired, without the provision of services; or a child who is disabled.

¹⁸ A child protection plan is a plan drawn up by the local authority. It sets out how the child can be kept safe, how things can be made better for the family and what support they will need.

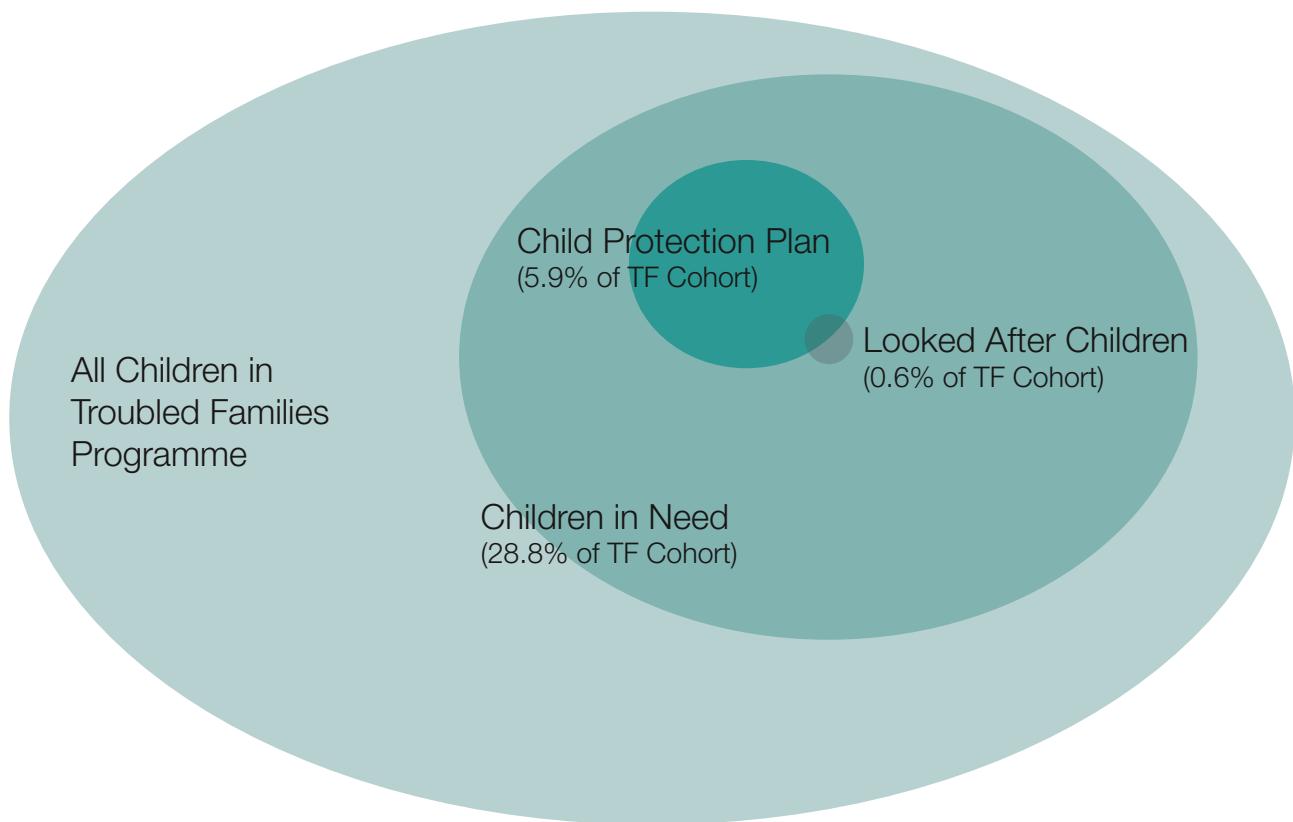
¹⁹ The definition of looked-after children (children in care) is found in the Children Act 1989. A child is looked after by a local authority if a court has granted a care order to place a child in care, or a council's children's services department has cared for the child for more than 24 hours.

- 33.1% of families on the programme with a child designated as in need are workless (no adults working), along with 40.5% of families with a child on a child protection plan and 30.1% of families with a looked after child. 32.9% of troubled families who do not have a child who needs help, are in workless families.
- 57.3% of families with a child designated as in need have children with special education needs (with or without a statement), likewise for 58.4% of families with a child on a protection plan and 66.0% of families with a looked after child. 44.4% of troubled families who do not have a child who needs help, have children with special education needs.
- 30.3% of families with a child designated as in need were involved in a domestic abuse incident, with 36.0% of families with a child on a protection plan and 27.6% of families with a looked after child. 24.6% of families who do not have a child who needs help, were involved in a domestic abuse incident.

Results from significance testing indicate that families with at least one child in need have more complex problems. For example, families are statistically more likely to be single parents, experience domestic abuse and have children who are persistently absent and/or have special educational needs.²⁰

The diagram overleaf shows the proportion of children in families on the programme, designated as children in need, looked after children or on a child protection plan. Due to time-lags, the data only includes families who joined the programme before the end of March 2016.

²⁰ Chi-square test results comparing whether or not a family has a child in need:
 Domestic abuse: Pearson's χ^2 (1, N=93,125)= 285.05, p < 0.05
 Single parents: Pearson's χ^2 (1, N=93,125)= 33.55, p < 0.05
 Persistent absence: Pearson's χ^2 (1, N=77,989)= 448.84, p < 0.05
 Special educational needs: Pearson's χ^2 (1, N=80,242)= 1.3e+03, p < 0.05



What is the programme doing to support families?

As noted in the introduction, the early findings from the quantitative evaluation on children's social care are encouraging. We are not able to measure progress through our national evaluation in real time. It takes time for the keyworker to achieve change with these families. There are then time-lags on the data of up to 18 months on our children's social care data. Because of this we have collected a series of local case studies which draw on real time local data. Key findings²¹ include:

- **Leeds:** Between 2012 and 2017, Leeds cut the rate of children's social care applications by 20%. Troubled Families Programme funding has been used to strengthen relationships with partners; improve local data sharing arrangements to share intelligence and improve services to

families; and, train frontline workers to ensure a consistent approach to family support.

- **North Yorkshire:** North Yorkshire has set up a new Prevention Service using Troubled Families funding. This has contributed to a significant reduction in referrals into children's social care. North Yorkshire has used the programme's principles and approach to design a new Prevention Service which includes a range of services: Jobcentre Plus, youth justice and health are co-located in local teams to ensure services are coordinated and provide timely support to families.
- **Liverpool:** The number of referrals to children's social care continues to reduce year on year. The forecast reduction for 2017/18 is 3.2%. This is in addition to a reduction of 8.1% (2016/17), 5.6% (2015/16) and

²¹ The full case studies can be found in Annex B

7.2% (2014/15). Operating from the Office of the Chief Executive has enabled the local Troubled Families Programme to lead projects to reform services with partners and mainstream the programme's whole family approach, to ensure services are working in a joined up way around families.

- **Staffordshire:** The local Troubled Families Programme has driven service reform and reduced demand on children's social care services. Since 2015, of the 891 families that have achieved continuous employment or significant and sustained progress through the programme (up to 31st January 2018), less than 2% of families required further early help intervention and just 1.3% of families required any future children's social care intervention.
- **Cambridgeshire:** The outcomes that Cambridgeshire achieved through its local Troubled Families Programme are being sustained and demand is being reduced on children's social care and targeted services. Only 10% of families supported through their programme required further support from early help or children's social care in the 12 months following intervention.

Key findings from Ipsos Mori's surveys and case studies found that:

- **The programme helps families avoid statutory intervention:** Ninety-one percent of keyworkers think the programme is successful at helping families to avoid statutory intervention.
- **Keyworkers prioritise problems of safeguarding or child protection when goal-setting²² and working with families:** For such families, keyworkers' priorities were typically to ensure children were appropriately cared for and protected in order to avoid child protection measures being necessary. Families recognised that keyworkers were supporting them in taking steps to ensure that their family was de-escalated from requiring social services involvement.
- **Practitioners recognise the benefit of early intervention to stem the flow of more serious cases, resulting in future cost savings:** This related in particular to families with a child in need, who were now receiving additional whole family support through the programme.
- **Keyworkers are co-working with social workers on child protection cases:** Some Troubled Families teams and partners reported that their professional relationship with social workers had significantly

²² Goal-setting is characterised by a family-led, collaborative approach, in which goals are developed for all relevant family members.

improved, with practical examples of new co-working of children in need cases. However there remains some way to go in developing knowledge of child protection among the early

help²³ workforce and aligning social workers with the whole family approach rather than focusing solely on the child.

Supporting families with children involved in social care

Case study from Ipsos Mori's Autumn 2017 research – full report to be published in summer 2018. The local authority, family and Troubled Families workers are anonymised in line with data protection agreements.

Families with children in need or those on a child protection plan get allocated to one of eight keyworkers from the Edge of Care* team based on their needs and circumstances – each keyworker has a different specialism, including substance misuse, youth offending, housing or behaviour. Whilst the social workers hold the case, the family keyworkers do a lot of hands on work with the whole family to execute the child in need or child protection plan. These keyworkers have a maximum caseload of five families which means that they can see families several times a week and provide intensive support, which social workers in this local authority don't have time to do.

Where the families are referred to children's social care and assessed as not meeting the statutory thresholds for child in need and child protection plan but meet the eligibility criteria of the Troubled Families Programme, they are allocated a family worker. These family workers have a higher case load and see families less often than keyworkers.

Better joined up working between keyworkers, family workers and social workers is promoted by:

- **Data sharing:** The local authority has updated the access rights within their IT system so that keyworkers and family workers can see as well as add notes to family files, whereas previously access to add notes was restricted to social workers.
- **Co-location:** In at least one locality of this local authority, keyworkers are co-located with social workers. This means that families get the right support, at the right time.

²³ Early Help means taking action to support a child, young person or their family early in the life of a problem, as soon as it emerges.

One family's perspective... The family expressed hostility towards social workers who they saw as only being there to take children away. As a result, the family said they wanted to be "left alone" by the social worker. In contrast, the family saw keyworkers as helpful and having the family's wellbeing at heart; there to support rather than to judge them, leading to a positive experience for the family. The young person interviewed fed back that it took a little while to warm to the family's keyworker, but recognised the positive impact:

"At first I thought she was a bit pressurising but later I realised she was talking to me for my sake. ... I found it easy to talk to [keyworker]. If there was anything wrong, I could speak to [the keyworker]."

Young person

The main carer also reported that the keyworker had a positive impact on the whole family dynamic, including parenting skills:

"It used to be a shouting match with the teenager ... but now I talk to her normal. When she starts shouting I say 'I talk to you later.' All that helped."

Main carer

"I can speak to my family now; I can open up."

Young person

* Edge of care refers to families where children are likely to be taken into care if circumstances in the family do not improve, as well as families where young people have recently returned home after a period of being looked after by the local authority.

The Troubled Families Programme promotes social justice

Worklessness among families affects children's outcomes. We know that where children grow up in workless families, they are almost twice as likely as children in working families to fail to meet expected attainment at all stages of their education. Government analysis also reveals that parents' ability to work is affected by other complex problems which limit their ability to reach their potential and provide a stable home for their children. We also know that workless families are more likely to experience problems with their relationships and with problem debt.

The Troubled Families Programme supports the government's wider efforts to promote social justice and has committed to increase the contribution the programme makes to tackling worklessness, whilst reducing parental conflict and problem debt.

We have worked with partners to share good practice and evidence what works, encouraging local authorities to prioritise families with those problems and develop appropriate services to support them. We are also working to improve physical and mental health services for troubled families. The following sections give more detail on our work in all these areas.

Worklessness

The Troubled Families Programme has work as an ambition for all troubled families and deploys a number of tools and incentives to ensure there is a strong focus on employment including:

- Local authorities can claim an £800 results based payment for successfully supporting a family member into continuous employment²⁴
- DWP provides a network of around 300 work coaches acting as Troubled Families Employment Advisers, based in local authorities. These advisers provide specialist employment advice to families as well as training local authority colleagues so that they are better able to support families into work.

Among families on the programme, we know that:

- 57.7% of adults are claiming out of work benefits, compared to 10.7% nationally.
- 21.7% of adults are claiming Employment and Support Allowance or Incapacity Benefit, compared to 5.8% nationally.
- 13.7% of adults are claiming Jobseeker's Allowance, compared to 1.2% nationally.

²⁴ Claims submitted by local authorities for achieving continuous employment with an adult family member: 26 weeks for adults previously claiming Jobseeker's Allowance, 13 weeks for adults previously claiming Employment and Support Allowance

- 33.0% of families are workless, with no adults in employment, compared to 14.9% nationally.

What is the programme doing to support workless families?²⁵

The programme provides employment support to families through keyworkers who work to organise services around the family and grip the families' problems. Families with the most complex barriers to work, who are furthest from the job market, receive support from Troubled Families Employment Advisers.

The programme has helped one or more adult in 13,907 families to move into continuous employment. Troubled Families Employment Advisers provide intensive face-to-face support to families, helping explore employment options, apply for jobs, write CVs and manage debt. Ninety-nine percent of Troubled Families Employment Advisers agree that employment advice significantly improves outcomes for claimants and families.²⁶

Amid these successes, areas for improvement exist in the programme's provision of employment support. Keyworkers would like more information about how employment support can help families; three quarters (74%) agree that it would be helpful to have more information, suggesting a

potential gap. Whilst the majority of Troubled Families Coordinators (57%) say employment support is being offered to families at the right time, a notable minority (31%) say it is offered a little too late.²⁷

"In Merseyside we undertook a review of what works to help Troubled Families on their journey towards employment/employability. Through our analysis we have targeted our efforts on supporting families overcome mental health problems and debt as a means to helping them make steps towards work. We have increased our partnerships with providers in these areas and have worked with our local authority contacts to enhance existing support to families. Although these barriers are often far reaching and take a substantial amount of time to unravel we feel we have had a great deal of success."

Tony Hatch, Troubled Families Employment Adviser Manager, Department for Work and Pensions, Jobcentre Plus, Merseyside

²⁵ Refers to work undertaken by the Ministry of Housing Communities and Local Government, local authorities and partners

²⁶ Ipsos Mori, "National evaluation of the Troubled Families Programme 2015-2020: service transformation – staff surveys, Part 2" See: <https://www.gov.uk/government/publications/national-evaluation-of-the-troubled-families-programme-2015-to-2020-emerging-findings>

²⁷ Ipsos Mori, 'National evaluation of the Troubled Families Programme 2015-2020: service transformation – Troubled Families employment advisers staff survey, Part 2' https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665374/TFEA_staff_survey.pdf

The Department for Work and Pensions, the national Troubled Families Team and local areas have worked over the past year to:

- Strengthen local partnerships, including Jobcentre Plus involvement with local Troubled Families teams in assessments of services using the Early Help Service Transformation Maturity Model.²⁸
- Examine the evidence of what works, including quantitative and qualitative data from the evaluation as well as evidence from family keyworkers, employment advisers and families themselves.
- Identify and publish examples of good practice to make sure all families with complex needs benefit from excellent employment support wherever they are in the country.

"In East Anglia Jobcentre Plus has strengthened our partnership, through the Troubled Families Programme, with the local authorities across the region. This means that we are working together to reform services to ensure families receive the right support at the right time. We are using the programme to develop a shared vision for beyond 2020 that will ensure we have a sustainable approach to provide families with the help they need whilst managing demand on services after the programme ends."

Julia Nix, Jobcentre Plus District Manager, East Anglia

Local authorities have also undertaken innovative measures to engage hard to reach groups and help them make progress towards employment. In **Middlesbrough**, the local authority set up an employment fair to help build confidence in Employment and Support Allowance claimants who had been out of work for a long time. Attendees said the event was a 'safe space' where they could meet employers without the stigma of long-term worklessness acting as a barrier to the job market and find out about flexible roles which accommodate health conditions and disabilities.²⁹

²⁸ Ministry of Housing, Communities and Local Government, 'Early Help Service Transformation Maturity Model' <https://www.gov.uk/government/publications/troubled-families-early-help-service-transformation-maturity-model>

²⁹ See full Middlesbrough case study in Annex B

Parental Conflict and Problem Debt

“When I get up in the morning my first thought is not paying bills, it is getting through the day. So bills do get missed. It is not on purpose. I am forgetful but I just try and survive.”

Father³⁰

Parental conflict and problem debt are challenges facing a significant number of families on the programme:

- 30.7% of families had rent arrears in the year before starting the programme.³¹
- 57% of main carers in troubled families have at least one loan or credit product, including credit cards, hire purchase, formal bank loans (mortgages and other loans) and informal family loans.³²
- Whilst a majority of main carers among troubled families say they are happy in their relationship (73%), almost twice as many main carers report being unhappy (26%) compared to the national population (15%).³³

30 Ipsos Mori ‘National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2’ p.52 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

31 Ministry of Housing, Communities and Local Government, ‘National evaluation of the Troubled Families Programme 2015 – 2020, Family Outcomes – national and local datasets, Part 3’ published alongside this annual report, March 2018

32 Ipsos Mori, ‘National evaluation of the Troubled Families Programme 2015-2020: family outcomes – family survey, part 1’ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/605190/Family_survey.pdf

33 Ibid.

This case study shows Troubled Families workers support to families experiencing parental conflict and housing problems

Case study from Ipsos Mori's Autumn 2017 research – full report to be published in summer 2018. The local authority, family and Troubled Families workers are anonymised in line with data protection agreements.

Nick lives with his ten-year old son and seven-year old daughter. He is separated from his partner and took over the main caring responsibilities due to concerns regarding their mother's lifestyle. Nick lived with his sister and did not have permanent accommodation for himself and the children. The children's school had concerns about the children's wellbeing, punctuality and cleanliness. They referred the case to the local Troubled Families team, who established that children's social care knew the family due to the mother's relationships with violent criminals.

The family were allocated a Troubled Families keyworker, Martin, who worked with the whole family to understand their needs and agree goals to work towards. Martin established a trusting relationship with the family and listened to their views. Nick's main goal was to provide stability for the children; he felt stressed and overwhelmed by the task of setting up and managing his new housing and financial circumstances. Martin helped him break this down into achievable actions; securing housing by a set date and then take steps to ensure routine and security for the family.

Martin supported Nick step by step through the application processes for rehousing, providing advice and help getting on the local housing register. He also worked with the family to create a good environment and routine for the children's care and wellbeing, such as setting realistic goals to improve school attendance and encouraging the children to get involved in extra-curricular activities, checking in with school to track this. Martin ensured he had regularly one-to-one contact with each child to check on their wellbeing. He also helped to manage the dynamic between mother and father by establishing safe places for the handover of the children between parents. Martin also offered support to the mother by offering to put her in contact with the voluntary mediation service, which she rejected.

Post intervention, Nick feels positive about family life. He sees his children enjoying school. The children's relationship with their mother has become more settled. They are now punctual at school, calmer in their behaviour, regularly having breakfast before attending and spending time in after school clubs and other structured activities.

What is the programme doing to support families experiencing parental conflict and problem debt?

Forty-six percent of keyworkers provide support to families at least weekly around debts and money.³⁴ Keyworkers are also able to help by supporting families in prioritising bills and clearing debts, applying for bankruptcy, applying for welfare benefits and attending relevant meetings, or accessing food banks.³⁵

Twenty-eight percent of Troubled Families Employment Advisers feel that additional support is required on teaching families on how to manage debt/money,³⁶ suggesting room for improvement in programme support to families on this aspect.

Keyworkers provide support to families experiencing parental conflict including coaching on how to manage it.³⁷ Parents reported that this eased relationships and reduced their levels of stress:

If [the keyworker] hadn't come into the situation I do think that me and [my partner] wouldn't still be together. It would have been bitter between us. But now he understands and I understand the whole situation, it's a lot easier.

Mother³⁸

We encourage local authorities to prioritise parental conflict and serious personal debt in their interventions with families. We held policy workshops with Troubled Families Coordinators in summer 2017 to better understand these problems and support local authorities to bolster their support to families experiencing them. We disseminated available tools to Troubled Families

34 Ipsos Mori, 'National evaluation of the Troubled Families Programme 2015 to 2020: service transformation – staff surveys, part 2, see: <https://www.gov.uk/government/publications/national-evaluation-of-the-troubled-families-programme-2015-to-2020-emerging-findings>

35 Ipsos Mori 'National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2' https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

36 Ipsos Mori, 'National evaluation of the Troubled Families Programme 2015 to 2020: service transformation – staff surveys, part 2, see: <https://www.gov.uk/government/publications/national-evaluation-of-the-troubled-families-programme-2015-to-2020-emerging-findings>

37 Ipsos Mori, 'National evaluation of the Troubled Families Programme 2015 to 2020: family outcomes – family survey, part 1' https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/605190/Family_survey.pdf

38 Ipsos Mori 'National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2' p.76 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

Coordinators to help support reducing these problems. We have engaged with stakeholders including the Citizens Advice, Department for Work and Pensions, Money Advice Service and Relate to share learning and experience of what works. We've generated content on problem debt and parental conflict for the Troubled Families best practice blog.

We have developed our national programme evaluation to capture more data on parental conflict, family relationships and debt. We have added questions to Ipsos Mori's family survey, staff survey and case studies to research³⁹ to inform our knowledge of these problems among troubled families. The results – to be published in 2018 – will help inform the ongoing development of the Troubled Families Programme as well as wider government initiatives such as Department for Work and Pensions Reducing Parental Conflict Programme.

39 For further detail on the evaluation see Annex A

This case study shows Troubled Family workers support to families in financial hardship

Case study from Ipsos Mori's Autumn 2017 research – full report to be published in summer 2018. The local authority, family and Troubled Families workers are anonymised in line with data protection agreements.

Catherine is a lone parent with an 18-year-old daughter and four-year-old son, and is currently expecting a child. Her son has a serious health condition, and since he was born, Catherine has been unable to find paid work flexible enough to meet her caring responsibilities. Catherine's finances are her main problem. Meeting everyday costs of food, bills and school uniforms make daily life a struggle. The Troubled Families keyworker, Helen, helped the family with their financial hardship through:

- Offering advice on how to save money on gas and water bills, and using supermarket deals to make money go further.
- Referring Catherine to the local Citizen's Advice Bureau to seek budgeting support and supporting her to put this advice into practice in the home.
- Organising volunteering opportunities as a stepping stone to employment.
- Making her aware of the employment and childcare options available for when her baby is six months old to build Catherine's confidence and raise her ambition towards work.
- Connecting Catherine to a support group for expectant parents, and encouraging her to start her own group for parents of children with the same health condition as her son, to offer alternative sources of support.

As a result of Helen's support, Catherine's outlook for the future and her confidence has improved; she can manage the bills and values the quality time with her son who has also made improvements at school.

"I would like to maybe run a coffee group for parents with [health condition], something that I would like to work towards in the future because of [Helen] and her amazing support. It has made me want to be that kind of support as well."

Catherine

Health

“Once [dad’s] mental health improved and he became more reasonable, then he could engage better with his children without completely losing it. Because he was reasonable to them, their behaviour to him improved.”

Keyworker⁴⁰

Health problems, especially mental health, can present huge challenges to families on the programme:

- 43.5% of families include an individual with a mental health problem.⁴¹

Ipsos Mori’s Staff Survey⁴² provides further insight into the depth of the challenge and makes clear the importance of effective partnership working with health services:

- 62% of keyworkers said the most common support given to families at least once a week is help to address mental health difficulties.

- 90% of keyworkers say they regularly work with mental health services, but almost 60% would also like more input from them.
- 88% of keyworkers said waiting lists for specialist health teams were the main barrier to effective partnership working.
- Keyworkers list improved access and links to mental health services as their top suggestion for more effective service transformation.

What has the programme done to support families experiencing health problems?

“I felt guilty I was putting on to my kids my health condition, felt guilty I was holding them back. I used to blame myself a lot”

Mother⁴³

Whilst both keyworkers and Troubled Families Employment Advisers already work with mental health services, the programme’s evaluation has long shown that the workforce

40 Ipsos Mori ‘National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2’ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

41 Ministry of Housing, Communities and Local Government, ‘National Evaluation of the Troubled Families Programme 2015 to 2020, Family Outcomes – national and local datasets, Part 2’ p. 15 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/677325/Family_outcomes_national_and_Local_datasets_Part_2.pdf

42 Ipsos Mori, ‘National evaluation of the Troubled Families Programme 2015 to 2020: service transformation – keyworkers staff survey, part 2’, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665373/Keyworkers_Staff_Survey.pdf

43 Ipsos Mori ‘National Evaluation of the Troubled Families Programme 2015 to 2020: service transformation – case studies research: part 2’, follow-up interview with keyworker https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/665368/Service_transformation_Case_studies_research_Part_2.pdf

would like even more input from mental health services. In recognition of this, over the last 12 months we have worked closely with both Department for Education and Department of Health and Social Care to make sure this need is reflected in the recently published green paper *Transforming children and young people's mental health provision*.⁴⁴ This green paper sets out how the new Mental Health Support Teams will be a valuable resource on their own but can be even stronger when working closely with other services. In particular, the green paper underlines how local Troubled Families Teams take a whole family approach, coordinate specialist services for vulnerable families, provide parenting support and improve family functioning to aid improved mental health of children and young people.

The Troubled Families Programme's evaluation has also revealed that information sharing with local health partners has been a problem for some. As a result, we committed last year to working with the Centre of Excellence for Information Sharing, Department for Health and Social Care, local authorities and health bodies in Staffordshire and Oldham to test new approaches to sharing health information. We have also [published learning](#) from this work.

At a national level, because the programme evaluation does not have access to health data, we are relying on surveys and interviews with staff and families to understand the prevalence of health problems and the progress they are making. Over the last 12 months we have continued to work closely with NHS Digital, Department for Health and Social Care and Public Health England to make sure the national evaluation of the programme has access to anonymised health data. We are on track to access this data over the coming year.

⁴⁴ Department for Health and Social Care and Department for Education, 'Transforming children and young people's mental health provision: a green paper' Dec 2017 <https://www.gov.uk/government/consultations/transforming-children-and-young-peoples-mental-health-provision-a-green-paper>

This case study shows how Troubled Families workers support families experiencing domestic violence and mental health difficulties

Case study from Ipsos Mori's Autumn 2017 research – full report to be published in summer 2018. The local authority, family and Troubled Families workers are anonymised in line with data protection agreements.

Hannah lives with her teenage daughter. She moved to the local area after leaving a violent relationship and needed support to resettle her family. The main goals for the family were for Hannah to take back control of her life, access further support for her mental health problems and to re-establish a supportive parental relationship with her daughter.

Samantha, the family's keyworker, regularly met with Hannah. She helped Hannah to identify and agree the problems they would address including strengthening the communication between Hannah and her daughter so she could better support her daughter's emotional needs. Hannah was hard to engage at first: she mistrusted public services' involvement with the family but developed trust with Samantha over time because she was sensitive, empathetic and understanding of her difficulties.

Samantha provided support to Hannah in managing her mental health conditions and encouraged her to attend health care appointments regularly. Hannah's confidence in contacting her daughter's school also increased: Samantha initially helped with handling emails and accompanied Hannah to meetings, but later Hannah felt able to do this alone. Hannah said the support had helped her do more for herself, become more confident in her parenting and build a better relationship with her daughter – although she still looked to Samantha for support. Hannah was also able to identify her future goals and put small steps into place to achieve them.

"She gave me the autonomy to become a better person ... She (keyworker) sorts thing out, puts things in columns for me, makes things linear when it's a big ball of string"

Hannah

What's next for the evaluation?

Future priorities

More work on the comparison group

Work is underway with independent experts and leading academics from our independent advisory group and technical advisory group to construct a matched comparison group of family characteristics and problems connected to the full range of outcomes measured on the programme. This will build on the work we have already done to create a matched comparison group for children involved in social care. The method we are using is propensity score matching, a robust statistical matching technique which works to test the net effect of Troubled Families interventions.

Cost benefit analysis

Measuring costs saved for the taxpayer has always been a priority for the programme. Work is in hand to measure the programme's value for money. This work depends on data submitted by local authorities which is then analysed by our central team to assess impact and cost savings of the programme's interventions.

This data will also be used to develop local level cost benefit analysis. Local authorities will be able to use this information to understand the fiscal benefits from the programme, and to inform local decision making and commissioning.

This year, we have worked hard to drive improvements in the quality of local data to enable a robust cost benefit analysis. We partnered with Greater Manchester Combined Authority to run workshops, educate and provide peer support to other local authorities so they can accurately capture the costs of their services.

In February and March 2018, we held nine regional workshops with Greater Manchester Combined Authority to support local authorities on collecting and using data. The workshops shared good practice on data collection and analysis and helped guide local authorities in completing their data submissions to inform the programme's evaluation.

The workshops were widely attended by 120 local authorities and have been well received:

- 81% rated the relevance of the content to their work as good or excellent;
- 71% rated the overall structure and length as good or excellent;
- Attendees reported that the expectations around our evaluation are clearer though some attendees felt the workshops could have been longer. We are running three webinars with Greater Manchester Combined Authority as well as a helpdesk to provide further support to local authorities and answer outstanding questions regarding data submissions.

“The workshop was very useful, particularly in providing how best to source the data for certain indicators including housing, and how to use the information for the health indicators. This will help us source more data to submit to the Ministry of Housing Communities and Local Government to contribute to the analysis of impact and cost savings of the Troubled Families Programme.”

Sean Ashton, Building Successful Families Manager, Performance and Analysis Service, Sheffield City Council

The workshops have shone a light on the importance of a commitment to cost benefit analysis from Troubled Families Coordinators and senior leadership within local authorities and we reflect this in our future engagement strategy.

What to expect from the evaluation in 2018-19⁴⁵

Impact Evaluation:

- National Impact Study: further data linking and analysis
- Updating analysis and publishing for the next wave of data, exploring further progress of families and the impact of the programme on outcomes

Process Evaluation:

- Ipsos Mori’s case studies: undertaking the 2018-19 final wave 4 of fieldwork interviews and reporting the findings from 2017-18 wave 3 research
- Ipsos Mori’s staff survey: undertaking the 2018-19 final wave 4 of fieldwork and publishing the 2017-18 wave 3 results
- Ipsos Mori’s Family Survey: completion of fieldwork and publishing of follow-up family survey results

Economic Evaluation:

- Further analysis towards estimating value for money

⁴⁵ Overview of evaluation included in Annex A

Families on the programme and making progress

Local authorities submit data to the Ministry of Housing, Communities and Local Government on the number of eligible families they are working with in a whole family way through the Troubled Families Programme, the number of families who have made significant and sustained progress against their problems and the number who have achieved continuous employment. This chapter provides an overview of what this data means and the table overleaf gives a breakdown of the latest data from each local authority.

Eligible families and whole family working: to be eligible for Troubled Families Programme support, families must have at least two out of six headline problems – truancy, worklessness, crime, domestic violence, health problems and children who need help. Local authorities must then work with these families in a whole family way, ensuring the following aspects have taken place: providing the family with a key/lead worker, undertaking a whole family assessment which takes account of the needs of the whole family and agreeing a family action plan which sets out the family's goals and aligns to the local Troubled Families Outcomes Plan.

289,809 families have been worked with in a whole family way since the programme began in 2015, out of a 400,000 target by 2020. 104,809 families were worked with between April 2017 and March 2018.

Significant and sustained progress and continuous employment: a family's achievement of progress is assessed against the measures set out in a local authority's Troubled Families Outcomes Plan.

Continuous employment is assessed against a nationally set measure defined in the Troubled Families Financial Framework – the programme's operating manual.

The programme has made significant progress with 92,245 families since the programme began – 48,245 over the last 12 months. 13,907 families have achieved continuous employment – 4,807 since April 2017.

Results are subject to internal audit and signed off by a local authority's chief executive, then reviewed through the national team's rigorous spot-checks process which assesses local performance and evidence of progress. Local authorities draw down £800 from the Ministry of Housing Communities and Local Government for results achieved per family under the existing Payment by Results system.

These results are an important achievement though they only skim the surface of the progress local authorities and families are making. A few reasons exist for this including: the complexity of families on the programme, the high bar set to achieve outcomes and the time it takes for a family to make sustained progress from the start of intervention.

The table overleaf includes claims data up to 9th March 2018 for all local authorities except Greater Manchester. We expect figures to rise when all Payment by Results claims are submitted by the end of the financial year.

The data for Greater Manchester includes claims up to 28th March 2017, before it moved away from Payment by Results when the Greater Manchester Reform Investment Fund was established.

TROUBLED FAMILIES PROGRAMME 2015-2020: Families on the programme and making progress

Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Barking and Dagenham	Sep-2014	2,470	1,864	816	121	937
Barnet	Sep-2014	2,220	1,747	854	37	891
Barnsley	Jan-2015	2,210	1,584	205	91	296
Bath and North East Somerset	Sep-2014	700	579	250	57	307
Bedford	Jan-2015	920	671	154	6	160
Bexley	Jan-2015	1,410	1,113	585	28	613
Birmingham	Apr-2015	14,300	10,090	2,551	265	2,816
Blackburn with Darwen	Jan-2015	1,670	1,266	478	62	540
Blackpool	Sep-2014	1,830	1,473	783	24	807
Bournemouth	Apr-2015	1,330	943	47	24	71
Bracknell Forest	Jan-2015	400	319	148	7	155
Bradford	Sep-2014	6,070	2,485	383	152	535
Brent	Jan-2015	3,210	2,233	938	205	1,143
Brighton and Hove	Jan-2015	2,280	1,535	407	54	461
Bristol	Sep-2014	4,100	3,207	1,399	264	1,663
Bromley	Sep-2014	1,700	1,193	281	35	316
Buckinghamshire	Jan-2015	1,860	1,445	411	45	456
Calderdale	Sep-2014	1,650	1,162	463	76	539
Cambridgeshire	Jan-2015	2,840	2,145	641	102	743
Camden	Apr-2015	2,100	1,652	393	2	395
Central Bedfordshire	Apr-2015	1,120	754	87	23	110
Cheshire East	Apr-2015	1,900	1,461	279	32	311

Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Cheshire West and Chester	Jan-2015	1,820	1,385	698	91	789
Cornwall	Apr-2015	4,010	3,056	565	153	718
Coventry	Jan-2015	3,160	2,388	98	95	193
Croydon	Jan-2015	3,050	2,135	798	128	926
Cumbria	Apr-2015	3,380	2,543	918	94	1,012
Darlington	Jan-2015	930	665	251	35	286
Derby	Jan-2015	2,230	1,340	227	58	285
Derbyshire	Sep-2014	4,510	3,459	731	279	1,010
Devon	Apr-2015	4,280	3,281	319	23	342
Doncaster	Apr-2015	2,950	2,216	247	132	379
Dorset	Jan-2015	1,940	1,384	156	80	236
Dudley	Sep-2014	2,440	1,878	143	47	190
Durham	Sep-2014	4,360	3,367	1,147	176	1,323
Ealing	Apr-2015	3,010	2,294	373	125	498
East Riding of Yorkshire	Jan-2015	1,670	1,288	407	88	495
East Sussex	Jan-2015	3,450	2,471	909	40	949
Enfield	Jan-2015	2,970	2,230	127	494	621
Essex	Jan-2015	7,570	4,522	1,776	26	1,802
Gateshead	Sep-2014	1,930	1,523	499	117	616
Gloucestershire	Jan-2015	2,980	2,260	539	89	628
Greater Manchester	Sep-2014	27,230	20,913	4,915	454	5,369
Greenwich	Sep-2014	2,780	2,200	596	266	862
Hackney	Sep-2015	3,510	2,500	422	15	437
Halton	Jan-2015	1,350	901	342	74	416

Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Hammersmith and Fulham	Jan-2015	1,690	1,333	389	114	503
Hampshire	Jan-2015	5,540	3,205	290	127	417
Haringey	Sep-2014	3,130	2,435	437	42	479
Harrow	Apr-2015	1,330	1,019	238	9	247
Hartlepool	Sep-2014	1,000	661	284	46	330
Havering	Sep-2014	1,450	1,061	530	44	574
Herefordshire	Jan-2015	1,090	741	166	32	198
Hertfordshire	Apr-2015	4,670	3,498	744	76	820
Hillingdon	Apr-2015	1,990	1,223	199	59	258
Hounslow	Jan-2015	2,100	1,563	397	9	406
Isle of Wight	Apr-2015	1,000	605	43	27	70
Islington	Jan-2015	2,630	1,890	419	128	547
Kensington and Chelsea	Sep-2015	1,130	874	232	77	309
Kent	Jan-2015	9,200	6,872	4,206	204	4,410
Kingston upon Hull	Jan-2015	3,510	2,397	663	134	797
Kingston upon Thames	Apr-2015	680	542	131	7	138
Kirklees	Jan-2015	3,740	2,560	865	143	1,008
Knowsley	Sep-2014	2,010	1,386	413	53	466
Lambeth	Sep-2014	3,480	2,373	268	338	606
Lancashire	Sep-2015	8,620	6,495	1,621	133	1,754
Leeds	Sep-2014	6,900	5,354	2,406	579	2,985
Leicester	Jan-2015	3,940	2,550	403	121	524
Leicestershire	Sep-2014	2,770	2,247	678	507	1,185
Lewisham	Jan-2015	3,170	2,430	851	46	897

Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Lincolnshire	Jan-2015	4,760	3,601	557	415	972
Liverpool	Sep-2014	6,760	5,156	756	1,046	1,802
Luton	Jan-2015	1,940	1,457	695	56	751
Medway Towns	Apr-2015	2,060	1,544	105	85	190
Merton	Sep-2014	1,150	917	408	7	415
Middlesbrough	Sep-2014	1,860	1,009	532	51	583
Milton Keynes	Apr-2015	1,600	1,160	682	2	684
Newcastle upon Tyne	Sep-2014	3,010	2,376	705	40	745
Newham	Apr-2015	4,020	2,858	485	0	485
Norfolk	Apr-2015	5,680	4,298	785	66	851
North East Lincolnshire	Jan-2015	1,700	1,299	320	3	323
North Lincolnshire	Jan-2015	1,260	961	318	19	337
North Somerset	Sep-2014	1,010	776	259	11	270
North Tyneside	Jan-2015	1,480	1,114	233	43	276
North Yorkshire	Sep-2014	2,700	2,311	1,075	124	1,199
Northamptonshire	Jan-2015	4,420	2,250	436	7	443
Northumberland	Jan-2015	2,120	1,613	680	66	746
Nottingham	Jan-2015	3,840	2,554	915	359	1,274
Nottinghamshire	Jan-2015	5,170	3,700	782	83	865
Oxfordshire	Sep-2014	2,850	2,074	639	75	714
Peterborough	Jan-2015	1,730	1,313	398	151	549
Plymouth	Sep-2014	2,380	1,676	226	86	312
Poole	Sep-2014	820	650	210	13	223
Portsmouth	Jan-2015	1,900	1,292	23	71	94

Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Reading	Apr-2015	1,170	905	200	70	270
Redbridge	Sep-2014	1,990	1,555	752	99	851
Redcar and Cleveland	Sep-2014	1,290	1,027	277	45	322
Richmond upon Thames	Sep-2014	650	510	147	6	153
Rotherham	Apr-2015	2,500	1,886	146	133	279
Rutland	Apr-2015	100	77	24	0	24
Sandwell	Jan-2015	3,920	3,041	457	97	554
Sefton	Jan-2015	2,130	1,609	220	91	311
Sheffield	Sep-2014	5,360	4,110	1,885	173	2,058
Shropshire	Jan-2015	1,580	877	42	46	88
Slough	Apr-2015	1,260	957	361	21	382
Solihull	Jan-2015	1,210	840	185	18	203
Somerset	Jan-2015	3,000	2,265	538	74	612
South Gloucestershire	Sep-2014	1,050	811	186	39	225
South Tyneside	Apr-2015	1,430	975	46	74	120
Southampton	Sep-2014	2,230	1,499	285	204	489
Southend-on-Sea	Jan-2015	1,480	1,126	361	43	404
Southwark	Apr-2015	3,340	1,879	72	44	116
St. Helens	Jan-2015	1,710	1,115	125	36	161
Staffordshire	Jan-2015	4,680	3,556	986	133	1,119
Stockton-on-Tees	Jan-2015	1,560	1,046	653	23	676
Stoke-on-Trent	Apr-2015	2,890	2,086	632	28	660
Suffolk	Jan-2015	4,110	3,089	921	152	1,073
Sunderland	Jan-2015	2,540	1,907	232	104	336

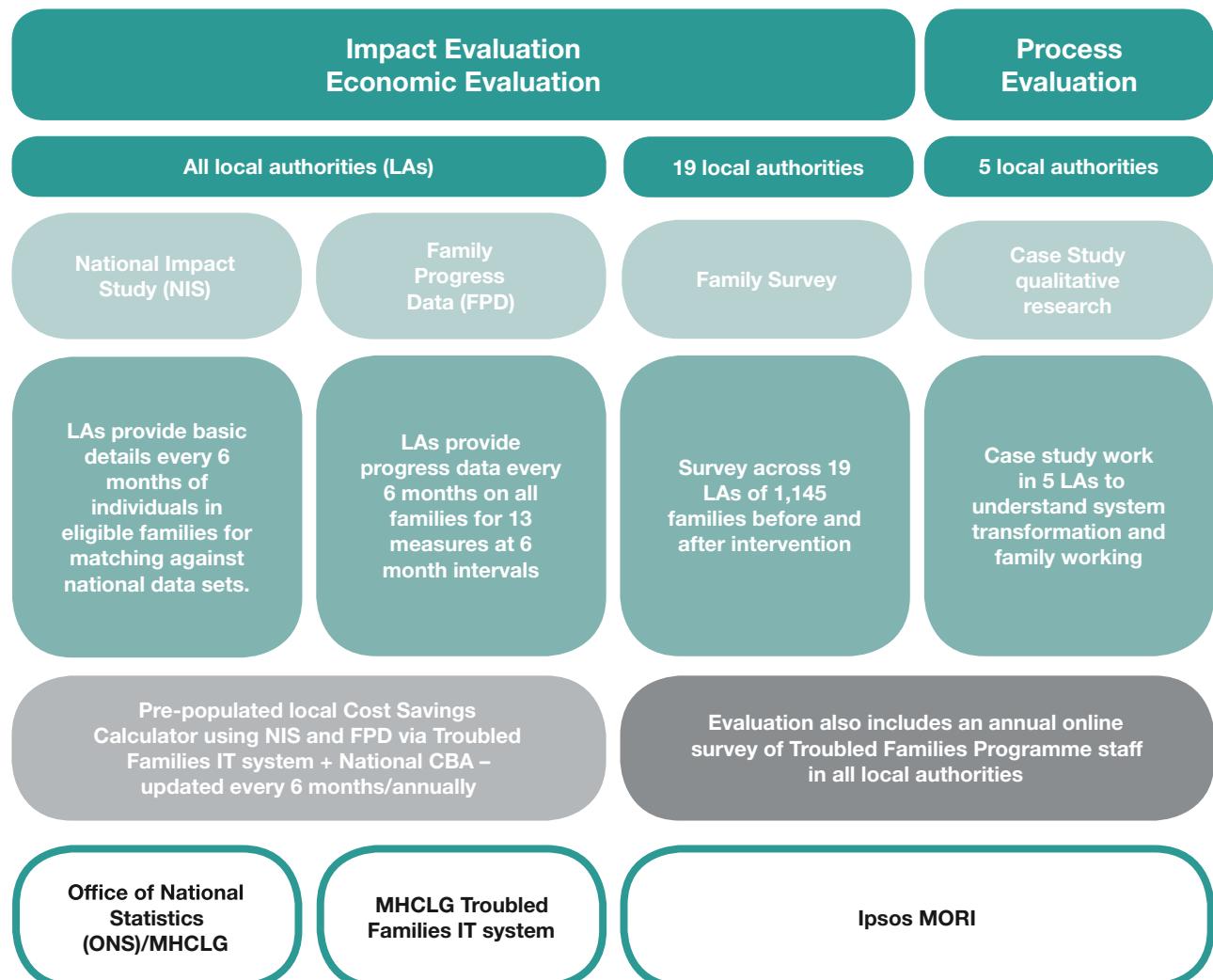
Local authority	Local Programme Start Date	Maximum funded families up to 2020	Funded families on the programme as at December 2017	Number of families achieved significant and sustained progress as at 9th March 2018	Number of families achieved continuous employment as at 9th March 2018	Total claims for results as at 9th March 2018
Surrey	Sep-2014	3,700	2,724	512	95	607
Sutton	Apr-2015	1,110	852	95	50	145
Swindon	Jan-2015	1,310	1,016	197	7	204
Telford and Wrekin	Jan-2015	1,360	1,016	333	47	380
Thurrock	Apr-2015	1,220	703	103	4	107
Torbay	Apr-2015	1,180	663	102	37	139
Tower Hamlets	Apr-2015	3,660	2,714	529	84	613
Wakefield	Sep-2014	3,030	2,449	529	127	656
Walsall	Jan-2015	2,830	2,141	1,295	127	1,422
Waltham Forest	Jan-2015	2,990	2,040	574	17	591
Wandsworth	Sep-2014	2,190	1,738	720	104	824
Warrington	Apr-2015	1,250	760	138	30	168
Warwickshire	Sep-2014	2,790	2,139	921	33	954
West Berkshire	Sep-2014	540	404	109	24	133
West Sussex	Sep-2014	3,940	3,213	1,853	86	1,939
Westminster	Sep-2015	2,080	1,621	325	167	492
Wiltshire	Jan-2015	1,990	1,335	386	41	427
Windsor and Maidenhead	Jan-2015	460	368	93	23	116
Wirral	Jan-2015	3,000	1,717	235	16	251
Wokingham	Apr-2015	340	213	12	19	31
Wolverhampton	Apr-2015	2,890	1,931	475	79	554
Worcestershire	Jan-2015	3,180	2,363	169	69	238
York	Jan-2015	950	548	47	43	90
Total		399,960	289,809	78,338	13,907	92,245

Annex A: Overview of the 2015 – 2020 Troubled Families Programme evaluation

There are three key elements to the evaluation – a process evaluation, impact evaluation and economic evaluation. The data is from different sources, collected/compiled by our contractors and a varying

number of local authorities are involved in the different elements of the evaluation. This is illustrated below and more detail of each element follows:

Evaluation Components of the National Evaluation of the Current Troubled Families Programme



The Impact Evaluation

1. **The National Impact Study:** Every local authority provides the personal details and some programme information on individuals and families they have identified as eligible for the Troubled Families Programme (families on the programme and those in a comparison group who are eligible, but not (yet) receiving support) and send these to the Office for National Statistics (ONS, our trusted third party contractor). ONS check and clean the data provided (sometimes with the local authorities themselves) then compile and send the data to other government departments for matching with their national administrative datasets every six months. Once MHCLG receive the dataset of derived data from ONS (the matched data is derived data to further anonymise it), MHCLG analysts carry out further cleaning on the data, for example

to ensure families have children and adults, that ages match variables identifying adults/children, etc. The national datasets include the Police National Computer (PNC) held by Ministry of Justice, the National Pupil Database (NPD) held by Department for Education and the Work and Pensions Longitudinal Study (WPLS) and Single Housing Benefit Extract (SHBE) held by Department for Work and Pensions. MHCLG is discussing access to health data with Department for Health and Social Care, NHS Digital and Public Health England. There are some limitations to the data: good matches with nationally held administrative data are dependent on the quality of the personal data supplied by local authorities; and each government department uses a different methodology for matching the data (their own matching algorithm) resulting in differing match rates.

2. Information gathered from these datasets includes:

<i>CRIME</i>	convictions	sentence type	sentence length	Police National Computer
<i>EDUCATION & CHILD SAFEGUARDING</i>	pupil referral unit	in care	KS1/2/3 scores	National Pupil Database
	school absence	exclusions	SEN	
<i>HEALTH</i>	hospital admissions	A&E attendance	mental health contact	Hospital Episode Statistics (forthcoming)
<i>EMPLOYMENT & BENEFITS</i>	type of benefits	employment	pay & tax	Work & Pensions Longitudinal Study
	tax credits	pensions	p45	

3. Family Progress Data: Every local authority provides information that we cannot gather using nationally held administrative datasets on families engaged with by the programme only (i.e. not a comparison group). The data is submitted using an IT system set up to collect data for the evaluation and this IT system runs checks to ensure data is entered correctly. Once it arrives MHCLG analysts carry out further checks and cleaning on the data. The data

is collected in a way to allow MHCLG analysts to match Family Progress Data with National Impact Study data at the individual level. This data is of varying quality and completeness, so care needs to be taken when interpreting this data and work. MHCLG have already worked with local authorities to improve the quality of some of the data and this work is on-going. Data collected from local authorities includes:

Crime and ASB	Education and school attendance	Children who need help
<ul style="list-style-type: none"> ASB incidents ASB incidents resulting in further action ASB incidents resulting in no further action Police call outs 	<ul style="list-style-type: none"> Children missing from education 	
Financial exclusion and work	Health	Domestic abuse or violence
<ul style="list-style-type: none"> NEETs Homelessness applications Weeks spent homeless Rent arrears Evictions 	<ul style="list-style-type: none"> Mental health issue Dependence on non-prescription drugs Dependence on alcohol 	<ul style="list-style-type: none"> Domestic abuse or violence incidents

Note: local authorities do not provide any data on children who need help

4. The **Family Survey** is carried out face-to-face and undertaken by Ipsos Mori. The survey has a longitudinal design which allows a family's circumstances to be assessed at two points in time: just before they start receiving troubled families support and once they have been stepped down from the programme to assess how families have changed as a result of the programme. The survey aims to capture information on some outcomes that cannot be monitored through national administrative data or collected by local authorities e.g. family relationships and wellbeing. If families give their consent, the data from the Family Survey is matched to National Impact Study and Family Progress Data information. Families have been interviewed in a sample of 19 local authorities, the baseline wave of fieldwork ran between November 2015 and July 2016, interviews were conducted with 1,145 main carers and 596 young people (aged 11-21), these interviews will be repeated with c.700 main carers and young people at the follow-up stage which is currently underway (2017/18). Bryson and Purdon Social Research are assisting with the project and are testing whether the findings from

the survey can be compared against a historical dataset of UK families, using the UK Household Longitudinal Survey (UKHLS, or Understanding Society), to identify whether and how far families on the programme have improved over and above the changes typically seen in similar families.

The Process Evaluation

1. **Case study research** uses a qualitative approach and is also undertaken by Ipsos Mori. The aim of this research is to better understand the delivery of the programme and to provide descriptive accounts of how the programme is being received by families and delivered by staff. In Phase 1, baseline in-depth interviews with staff and families were carried out across a sample of nine local authorities. The fieldwork was conducted between October 2015 and March 2016 with 48 families as they started on the programme and 60 staff delivering the programme. Follow-up interviews were conducted with the families and staff one year later, and the report of the findings was published in December 2017.

Phase 2 of this research is currently underway. This phase includes a sample of five local authorities, two of which were included in Phase 1. Ipsos Mori are conducting baseline and follow-up in-depth interviews with practitioners and families, as well as conducting online practitioner forums and gathering data through keyworker diaries. The fieldwork will continue into 2019.

2. **The Staff Survey** is an online, annual survey sent out to all current staff (until 2020) undertaken by Ipsos Mori. Three key groups of staff Troubled Families Coordinators, keyworkers and Troubled Families Employment Advisors are invited to take part. The aim of this research is to track how the programme is being delivered, how services are transforming, workforce training and development, multi-agency working, working with families and views of the programme from the perspective of staff delivering the programme in all local authorities.

The Economic Evaluation

The economic evaluation is informed by a cost benefit analysis framework for local partnerships developed by Manchester New Economy. The data for the local and national cost benefit analysis for the programme is based on submissions provided by local authorities to the Troubled Families Information System.

1. Local authorities enter the staff, procurement and fix overhead costs of delivering services in their local interventions via the TF online information system. Supplementing the cost data with data collected through the National Impact Study and Family Progress, the monetised costs incurred by families both before and after intervention is calculated; these costs include costs on the public sector and wider society (for example, through crime and truancy).
2. The system automatically carries out a local cost benefit analysis by using the costs of delivering services and attaching unit costs to outcomes. This allows local authorities to see how much they are spending on their services and the benefits associated with this spend. It also estimates how much public money was saved for each pound spent on interventions, and reports the estimates back to local authorities through an online dashboard.

Annex B: Local area case studies

We have worked with local authorities to produce the following case studies. They provide further context to the outcomes being shown in our national evaluation. They showcase the work undertaken at local level through the Troubled Families Programme to drive down demand on children's social care and protect children at risk of sexual exploitation; support people to move towards work and reduce crime and police demand. The case studies are based on locally collected and quality assured data.

Cambridgeshire: Helping staff and partners 'think family'

Cambridgeshire has driven significant culture change through the Troubled Families Programme within its early help teams and across partners to mainstream whole family working and has found this has helped reduce the number of families requiring subsequent support from social care and early help services.

The Troubled Families approach in Cambridgeshire

Prior to the start of the Troubled Families Programme, the concept of a keyworker existed in Cambridgeshire but often they would focus on a single issue or on the family member with the main presenting problem, rather than working with the whole family to overcome interrelated problems.

The Troubled Families Programme in Cambridgeshire has catalysed a culture shift to mainstream whole family working as well as scale up the number of keyworkers. The

local authority has done this by providing free 'Think Family' training to partners which sets out the keyworker role, how to develop a family plan and agree outcomes targets with families, how to work in a co-ordinated way with all family members, and help families overcome their problems in a sustainable way.

Cambridgeshire's local evaluation (January 2017)⁴⁶ shows that 98% of local authority staff and partners were very positive about the 'Think Family' approach. The council's local research also shows the positive impact of the whole family approach on families – providing support and challenge, building confidence and helping the family to overcome their problems – as one mother testifies:

"[The keyworker] was fantastic, made everyone feel relaxed. Couldn't fault her – was so good for my daughter. Was step by step supported. Feel that our [keyworker] put 100% into support. [She] was available for us and if I couldn't speak to her straight away then she would get back to us. Having her was brilliant – start to finish. She was also available for the wider family."

Mother

Impact on children's social care

In Cambridgeshire, of families which had achieved significant and sustained progress with the Troubled Families Programme,

only 10% required further support from the programme or social care in the 12 months following intervention.⁴⁷ By comparison, children's social care re-referral rates average 22% across England.⁴⁸

"The Troubled Families Programme has been a key driver in our transformation journey over the last six years – our focus is now more explicitly on whole families, sustainable change and clarity of outcomes. We are now able to more clearly see and demonstrate the impact of early help in preventing families requiring support from targeted services."

Lisa Riddle, Head of Service Early Help, Cambridgeshire County Council

Middlesbrough: Working with employers to get families in to work

In Middlesbrough's Troubled Families Programme, the close partnership working between the local authority and Jobcentre Plus has led to collaborative relationships with local employers who want to employ adults who have been long term unemployed and have complex problems.

The Troubled Families approach in Middlesbrough

There is a high level of worklessness in Middlesbrough – the number of adults on out-of-work benefits is double the national average⁴⁹ and 40% of families on the local Troubled Families Programme claim Employment Support Allowance,⁵⁰ linked to physical and mental health problems.

In line with the national approach, local Troubled Families Employment Advisers, from Jobcentre Plus provide employment support to families on the programme, work with Troubled Families keyworkers to help claimants make progress to work. Troubled Families Employment Advisers also help train local authority and Jobcentre Plus staff to increase knowledge across

⁴⁷ Cambridgeshire County Council data as at 31 January 2018

⁴⁸ Department for Education, Characteristics of children in need: 2015 to 2016 <https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2015-to-2016>

⁴⁹ Nomis, 'Official Labour Market Statistics, Out-of-Work Benefits (adults aged 16-64)', Office for National Statistics, Dec 2017

⁵⁰ A benefit that could give some money to an individual if they have an illness or disability that affects their ability to work

the local workforce of available support for those far from the job market. Support to families includes help with writing CVs and completing job applications, many of which are increasingly done online. However, because 70% of the Employment and Support Allowance claimants on the local programme have been claiming the benefit for over 12 months, they can often lack confidence as well as the IT and written skills they need to make progress to work.

To tackle this, Middlesbrough's Troubled Families Programme staff wanted to deliver a face-to-face event where this group of long-term benefits claimants could meet with, hear from and ask questions of local employers and training providers. So they set up an employment fair which brought together adults on the Troubled Families Programme with local employers who had roles suitable for individuals with health conditions and disabilities.

Impact on worklessness

A total of 203 Troubled Families' benefits claimants attended the Middlesbrough employment fair, exceeding the local authority's and partners' expectations.

The employers and training providers introduced their organisations and gave the attendees an overview of the available roles or training opportunities. Feedback from attendees, employers and training providers showed that:

- 31 attendees started a training course offered by a provider at the fair

- 16 attendees secured job interviews with an employer from the fair
- 8 attendees gained paid employment with employers from the fair

"With the event being held in a 'neutral' venue people didn't feel stigmatised by attending. The hotel [used for the event] was open for business as usual and people would therefore not be identified as out of work with a health condition by accessing the event."

Steve Fox, Troubled Families Employment Advisor

Middlesbrough's approach helped to build self-esteem for adults in families who had been out of work for a long-time, helping them to change their lives for the better.

"Clients visibly grew in confidence: from being somewhat nervous on arrival, to queuing to speak with prospective employers."

Emma Hardy, Troubled Families Employment Advisor

"This event shows how Troubled Families and Jobcentre Plus can collaborate to improve the outcomes for families living in Middlesbrough."

Margaret Hannaway-Mackay Operations manager for Troubled Families, Middlesbrough Council

Liverpool: Investing in early help and reducing demand on children's social care

Liverpool has embedded whole family working across partners, invested in data systems to identify the families most in need and seen demand for children's social care drop by 8% in one year.

Liverpool's Vision

In 2013 Liverpool was one of the most disadvantaged cities in England. Yet its ambition for the Families Programme (the city's response to the first national Troubled Families Programme (2012-2015) was always bold. The governance group overseeing the programme established its vision "*to secure resourceful and resilient families with the attitude, skills and behaviours which enable them and the city to thrive*".

At this time Liverpool set up a new team within the Chief Executive's directorate to lead on the programme's agenda. With the expansion of the national Troubled Families Programme in 2015, the local team was strategically well placed to engage multiple agencies and shape the commissioning of services to make best use of available resources and improve outcomes for families.

Liverpool is committed to embedding sustainable whole family approaches across the public sector by 2020 to provide earlier intervention – helping families as soon as possible after their problems arise. They are successfully making the case across the city's services and agencies that an integrated, preventative approach is more

cost effective and works. This has been the key to reducing demand for children's social care.

Liverpool's Troubled Families approach

The local Troubled Families team has agreed five key priorities: embedding a whole-family approach; ensuring intelligence-led early intervention; improving public sector coordination to reduce duplication and improve cost effectiveness of services; supporting sustainable change; and aligning social and economic activities to improve outcomes for families.

Operating from the Office of the Chief Executive has enabled the programme to lead structural, process and workforce development transformation projects with partners to give effect to these aims. Once changes are successfully established they hand over to the appropriate services, including children's services, to manage as part of their mainstream work.

The local Troubled Families team has launched three locality based Early Help Hubs, which are multi-agency coordination units across the city, to provide an integrated response to families in need. The multi-agency workforce has been upskilled to complete whole family assessments and measure outcomes to secure a whole family, early help approach across partner agencies including the police, housing, schools, voluntary sector and health partners. The team has also established a School Family Support Service paid for by schools that helps their staff provide effective whole family interventions.

“The School Family Support Service is widely recognised as a real success story, helping build relationships between families, schools, social care and health services to tackle problems before they become crises.”

Councillor Barry Kushner, Cabinet member for Children’s Services, Liverpool City Council

The local Troubled Families team has trained 3,000 professionals in different agencies across the city to deliver whole family approaches. They have led the design and implementation of the Multi-Agency Safeguarding Hub (MASH), a multi-agency team whereby statutory and non-statutory partners can be brought together to deliver shared risk assessments and decision making in relation to concerns about vulnerable children and adults. The MASH now makes partnership decisions about whether safeguarding concerns should be for early help or social care. Resourcing the hub has been supported through secondments from the police, health, probation, education and community rehabilitation company services.

The team has also improved the integration of separate data sets to develop a whole family picture. Liverpool have funded a new data system with Troubled Families investment to enable them to move into predictive modelling to aid identification of families with key risk factors as early as possible. Troubled Families funding has also been used in Liverpool to:

- Commission research on parenting involving focus groups with parents, children, frontline practitioners and school-based staff to enable parents to access information and services quickly and easily.
- Run restorative practice programmes in six schools using Troubled Families Programme funding, designed to equip children with the skills and language to find solutions to every day conflicts. The outcomes included improved children’s school attendance, punctuality and attitude to learning. Notably young people most at risk of exclusion remained in school.
- Jointly commission a review of whole school approaches to mental health and emotional wellbeing. This led to the development of a citywide Emotional Health and Wellbeing Strategy and action plan to help children and families build confidence and improve their lives.

The impact on demand for children’s social care

There are indications that the outcomes for children who receive early help are improving and demand for social care is reducing. Between April 2017 and January 2018, 2,822 children benefitted from an early help assessment. This is a 33.8% increase on the same period in the previous year. The number of referrals to children’s social care continues to reduce year on year. The forecast reduction for 2017/18 is 3.2%. This is in addition to a reduction of 8.1% (2016/17), 5.6% (2015/16) and 7.2% (2014/15). Between

April 2017 and January 2018 there was a reduction in the number of children on a child protection plan from 392 to 368.

North Yorkshire: reducing social care demand by integrating services

North Yorkshire's Troubled Families Programme has integrated early help and children's social care services so that more families benefit from whole family working and services no longer get inappropriate referrals.

The Troubled Families approach in North Yorkshire

North Yorkshire's Children and Families Service was restructured in 2015 to bring together children's social care and the local Troubled Families Programme's early help service to focus on a single objective: to tackle problems with children and families at an earlier stage, thereby reducing costly and intensive demand on children's social care.

The newly created Prevention Service means the Troubled Families approach of whole family working is now fully mainstreamed into the local authority and public services and benefitting nearly 7,000 families rather than just a few.

The authority has created a single Multi-Agency Screening Team which receives and assesses referrals for children's social care, prevention and health. This approach

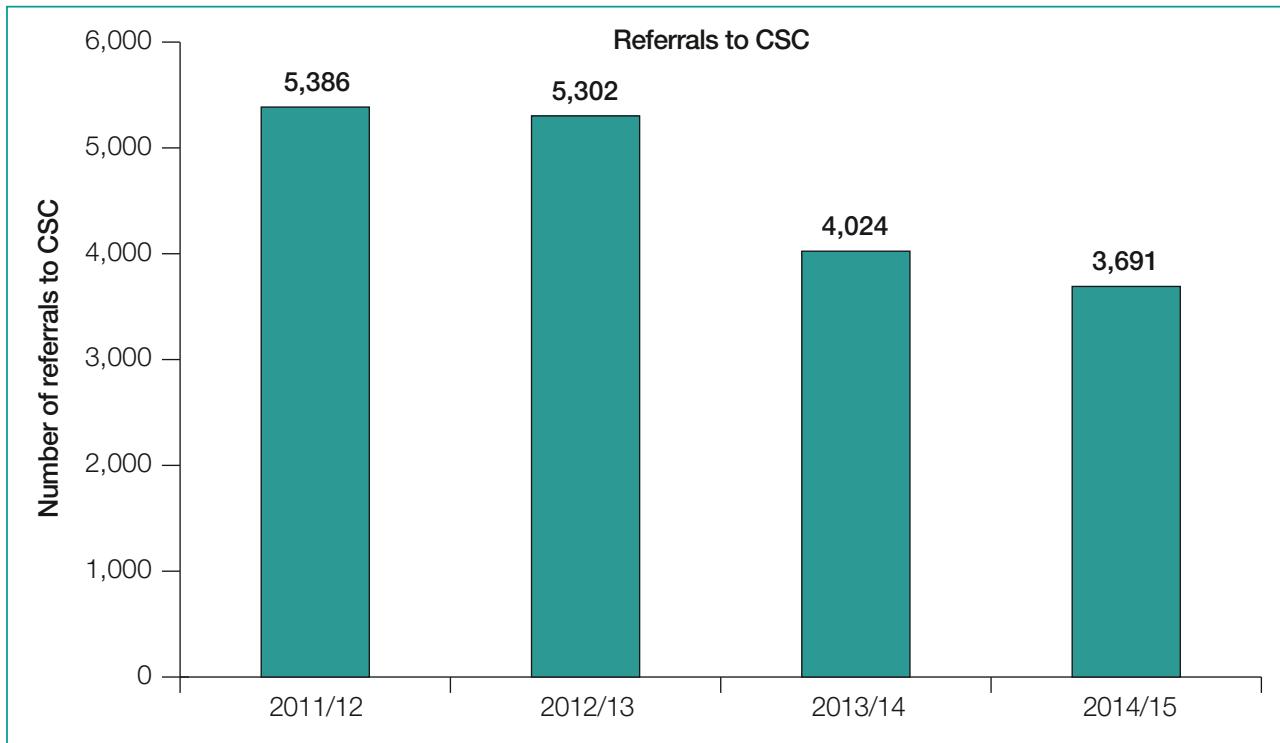
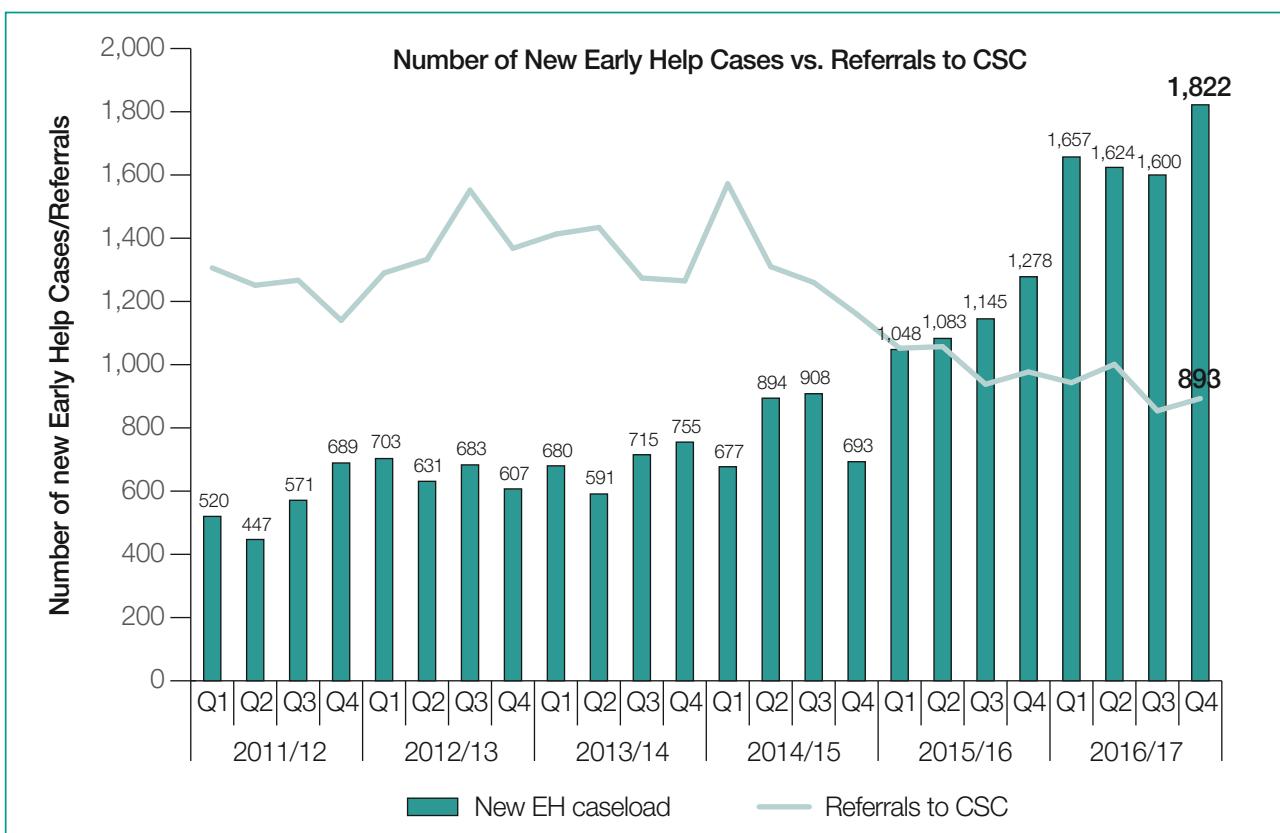
means that referrals receive the appropriate response from the right service, in a timely way: children's social care can focus on working intensively with the families with high levels of need; the Prevention Service can provide an effective, whole family, targeted response to families with lower levels of need.

The Prevention Service has brought together partners from a range of services including from Jobcentre Plus, youth justice, health services and the police. Information on families is shared through daily multi-agency meetings and partners work together on cases where there are problems concerning multiple agencies – which allows cases to be addressed soon after the problem arises.

North Yorkshire has used Troubled Families Programme funding to support effective sharing of data to address families' needs early and reduce future demand on services. Some of this funding for example has been used to second a police analyst into the local authority, who can access police data and shares it with local authority staff, as appropriate, to help address family problems.

Impact on children's social care

A performance scorecard produced in March 2017 demonstrates that there has been a significant reduction in the number of referrals to children's social care. In contrast, the number of cases referred in to the Prevention Service (early help) has increased since its inception. This is shown in the charts below.



*CSC refers to children's social care.

The authority considers that the holistic way of working with families under the Troubled Families Programme means that families

are getting a more appropriate response, based on their needs, and has driven better outcomes for families.

“We are seeing overwhelming evidence of how effective early support can prevent the escalation of difficulties, deliver positive outcomes for the whole family and transform lives. The introduction of the Prevention Service, alongside our award-winning Multi-Agency Screening Team arrangements, has also supported a reduction in demand within Children’s Social Care, allowing the service to focus on providing support where it is most needed and to help families to make positive and sustainable changes.”

Judith Hay, Assistant Director – Children and Families Service in North Yorkshire

Durham: Troubled Families funding used to prevent child sexual exploitation

Durham has used the Troubled Families Programme principles of integrated partnership working to tackle child sexual exploitation (CSE).

Working together tackling CSE

Durham County Council and Durham Constabulary through the local Troubled Families Programme work in partnership to raise awareness and provide education to young people and their families about CSE. They work together to identify those at risk at an early stage after the problem arises and respond quickly to reports of abuse.

The Troubled Families approach to multi-agency, whole family working has spurred Durham Constabulary to place a number of Police Community Support Officers, one of which specialises in CSE, into Children and Young People’s Services as part of the local authority’s wider early help offer. This allows a greater level of joint working between the two agencies – Police Community Support Officers work with Troubled Families keyworkers to reduce crime including CSE.

Numerous cases of CSE, including cases where children were groomed online, have been referred to Children and Young People’s Services from various agencies including schools and the police. The Police Community Support Officers based within Children and Young People’s Services recognised that professionals did not feel sufficiently aware or adequately trained to respond to the increasing demands of this problem.

In 2015, Leicestershire Police began a major investigation into the death of 15 year old Kayleigh Haywood, who had been a victim of CSE. This led to the creation of ‘Kayleigh’s Love Story’, a hard-hitting online video which explained the dangers of meeting unknown people online. Durham’s Police Community support team decided to use this video in a campaign to raise awareness of CSE among schools pupils.

Impact on CSE

Within two months, Kayleigh’s Love Story was delivered across the county to over 800 students aged 15-17. Feedback has been excellent and students appear more comfortable to make a disclosure either

through school or to a Police Community Support Officer. The work around online CSE and Kayleigh's Love Story is ongoing and the police continue to engage with schools and young people using the film as an effective tool to raise awareness and tackle CSE.

During the twelve months since the programme began, County Durham has seen a reduction of 13% in relation to CSE referrals made where concerns for a young person are raised. The number of high risk cases has reduced by 22% in the same period. Medium risk cases have also reduced whilst low risk cases have increased.

"This is an excellent example of partnership working. This training package has been developed to safeguard and educate young people around the dangers of online grooming. It is an excellent example of how agencies throughout Durham are preventing young people coming to harm. The role of Police Community Support Officer within the One Point Service⁵¹ is a unique role and enables intervention with young people to take place at the earliest opportunity before risks escalate and a young person is at further risk of harm".

Detective Sergeant Ian Haddick, Durham Constabulary's Safeguarding Coordinator

This work has been highlighted as an example of good practice using Troubled Families Programme principles: an integrated partnership approach to solve a multi-agency problem.

"Durham County Council Children and Young People's Service are committed to working in close partnership with Durham Constabulary to protect young people against the risk CSE. The joint work between Police Community Support Officers, the One Point Service and schools demonstrates our commitment to educating and protecting our young people against this risk. Kayleigh's Love Story is a very powerful tool and an integral intervention to reduce the risk of CSE as part of our ongoing Stronger Families programme".

Margaret Whellans, Durham County Council Director of Children's Services

⁵¹ The One Point Service is County Durham's Children and Young People's 'early help' service. This service provides intensive support to families with complex needs.

Leeds: Whole system change leads to improved outcomes for children and families

Leeds has made significant and sustained reductions in demand on children's social care services at all levels through the Troubled Families Programme principles of addressing children's problems early and working with the whole family.

Leeds's vision: where the city started and what it wanted to achieve

Leeds children's services were judged 'inadequate' by Ofsted in 2010. Joint working between children's services and the police was inconsistent. Demand on children's social care services was increasing. The number of looked after children reached a peak in 2012, at a rate of 95 per 10,000 under-18 year olds – 50% higher than the national average at the time.

The Troubled Families Programme, bringing both a national focus to the importance of early help, alongside significant funding has contributed to the improvements that have been made to the city's children's services. Leeds council has striven to make Leeds a 'child friendly city'. To achieve this, Leeds has a number of clear priorities, including: restorative practice (working with families and not doing to); investment in early help; and, a focus on the voice of the child/young person. Department for Education's Innovation Fund⁵² has also invested in Leeds to enhance the quality of children's social care.

The Troubled Families approach in Leeds

Since 2012, the Troubled Families Programme has been central to the reforms of the city's children's services, through funding the local 'Families First' initiative.

"The Troubled Families Programme (known locally as Families First) has been a vital part of our recent success in improving outcomes for the children and families in Leeds. The Troubled Families initiative has provided vital impetus, funding as well as national support and expertise to our work transforming support for vulnerable families in our city."

Saleem Tariq, Deputy Director, Children and Families, Leeds County Council

The Troubled Families funding has been used to strengthen relationships between partners and help develop locality clusters: 25 local partnerships across the city which bring together managers from a range of universal and targeted children's services in each local area including schools, police, social work and voluntary organisations. The clusters are designed to ensure families are offered the right services at the right time, as early as possible after the problem arises. This early, focused, multi-agency way of working aims to prevent issues escalating up to children's social care services.

The national prominence of the Troubled Families Programme has strengthened local data sharing arrangements with multi-agency partners, leading to key intelligence being shared for the purpose of directly improving services to families. This allows for greater integrated working at a local level but also timely information being shared about incidents to aid early response to problems. Troubled Families funding has been used to train frontline workers including keyworkers to ensure they have a consistent approach across the workforce and the wider partnership. The training has embedded ‘Think Family’ principles across frontline staff; promoting greater awareness of whole family approaches and ensuring frontline staff are working in a consistent way.

Impact on children’s social care

Leeds has made significant and sustained reductions in demand on children’s social care services at all levels:

- The rate of social care referrals was reduced by over 20% between 2012 and 2017, in contrast to a national rise of 3%.
- The proportion of children subject to a child protection plan was safely reduced by over 50% between 2011 and 2017. In the same period the national rate rose by 20%.
- Care applications were safely reduced in Leeds by 18% between 2012 and 2017, whilst nationally the rate rose by nearly 40%.

- As a result the proportion of children looked after in Leeds was safely and appropriately reduced by nearly 24% between 2012 and 2017, whilst the rate rose by 7% nationally.⁵³

The current proportion of looked after children is the lowest in 15 years which has helped reduce costs, not only to children’s services but to the wider public sector. For instance, if the trend up to 2012 would have continued, the number of children in care would have risen to 100 out of 10,000 of the under-18 population. This would have meant 1,574 in care, compared to 1,277 who were actually in care in March 2015. These additional 347 children would have cost Leeds a further £14.7 million (calculated using Chartered Institute for Public Finance and Accountancy’s average gross weekly costs of £816 per child per week).

The 2015 Leeds Ofsted report reflects this progress; children’s services were rated as ‘good’, whilst leadership and management of children’s services were judged ‘outstanding’. Ofsted highlighted the Troubled Families programme as a ‘strength’. The Troubled Families funding has played a crucial role in accelerating the city’s progress to reduce the demand on children’s social care services and improve outcomes for children.

53 National figures from Department for Education Statistical First Release (SFR) national dataset

Staffordshire: Troubled Families Programme driving early help transformation

Staffordshire's local Troubled Families Programme has driven service reform and reduced demand on children's social care services. Since 2015, of the 891 families that have achieved continuous employment or significant and sustained progress through the Troubled Families Programme (up to 31st January 2018), less than 2% of families required further early help intervention and just 1.3% of families required any further children's social care intervention (child protection and looked after).

Staffordshire's Vision

In 2012, the first national Troubled Families Programme led Staffordshire to set up their Building Resilient Families and Communities (their local Troubled Families Programme). Ofsted had judged Staffordshire's children's services as good so the programme's main focus was improving support to families in partnership with the police, district councils, housing and voluntary sector. The overarching goal was to help families to be more resilient in their communities and prevent escalation of problems to children's social care services.

In 2015 as part of the expanded Troubled Families Programme, Staffordshire put whole family working at the heart of their early help strategy. A key factor influencing this decision was the employment, reduced crime and anti-social behaviour and improved

school attendance outcomes achieved with 1,390 families in the first Troubled Families programme (2012 – 2015).

"The work of Building Resilient Families and Communities (the local Troubled Families Programme) has been a significant pillar in ongoing transformative work across Staffordshire. Through its strategic leadership it has helped to embed the principles of early help, working with the whole family and broadening and development of the children's workforce across the Family Strategic Partnership. This has undoubtedly helped in stabilising families and helping them to become more resilient and start on the road to achieving better outcomes."

Helen Riley, Deputy Chief Executive and Director for Families and Communities

The Troubled Families approach in Staffordshire

The Troubled Families Programme plays a key role in the implementation of the local authority's early help plan and is funding a range of activity aimed at making whole family working business as usual. This includes training nearly 1,050 staff (including managers) across children's social care, children's centres, police, health, schools, housing and the voluntary sector on whole family working, mental health, domestic

abuse and the tool, known as ‘family outcomes star plus’, used locally to identify appropriate support and measure change.

Staffordshire has used the Troubled Families Programme to fund eight multi-agency family intervention teams – one in each district of the county. The teams deliver intensive family support to grip family problems and the services around them. The police and housing services have seconded officers to these eight multiagency teams to help tackle crime and rent arrears/debt, through sharing data to assess and prioritise interventions to provide families with the help they need as early as possible.

“Staffordshire police are key partners to the Building Resilient Families and Communities programme. The Police Community Support Officers that are part of the family teams make it easy to see all the problems families can face and the demand this puts on public agencies. Being part of the team enables us to interact quickly with wider policing issues and take the enforcement or support action that only uniformed officers can. Joint training is key to our success. However, there is work to do to reduce bureaucracy caused by using multiple systems.”

*Jeff Moore, Chief Super Intendant,
Staffordshire*

Staffordshire also use the Troubled Families Programme to fund six voluntary and community sector organisations to deliver family support and help build resilience within families and communities.

“Local voluntary and community groups have contributed significantly to the success of the Building Resilient Families and Communities programme in Staffordshire. Following provision of holistic family support in collaboration with partners, less than 1% of families worked with by voluntary and community organisations (who have achieved significant and sustained outcomes) have required a subsequent formal assessment, which is evidence of the effectiveness of quality early help.”

Phil Pusey, Chief Executive of Staffordshire Council of Voluntary Youth Services

Impact on family outcomes

Building Resilient Communities and Families is now supporting nearly 300 families that were previously in children’s social care, helping them to become resilient and sustain improvements. Since 2015, of the 891 families that have achieved continuous employment or significant and sustained progress through the Troubled Families Programme (up to 31st January 2018), less than 2% of families required further early help intervention and just 1.3% of families required any future children’s social care intervention (child protection and looked after).

Essex: Service transformation drives down demand on services

Essex used the Troubled Families Programme principles and funding to drive down demand on children's social care services. For families that achieved positive outcomes on the Family Solutions programme between October 2013 and July 2017, only 13% have been re-referred back to either the programme or children's social care following the end of programme intervention.

The Troubled Families Approach in Essex

Prior to 2011/12, Essex had supported families using a traditional approach where services focused on a child or family member with a particular problem. So families with multiple problems had to repeat their story to a number of different services each focusing on a particular problem or individual within the family.

Essex used the Troubled Families Programme principles and funding to develop its Family Solutions Programme (the local Troubled Families Programme), providing families with a Family Worker who works with the whole family to overcome their multiple and complex problems.

"Family Solutions is the Essex flagship that wouldn't exist without Troubled Families money"

Alison Duguid, Troubled Families Coordinator, Essex County Council

Essex quickly rolled out Family Solutions, mainstreaming whole family working across the council and with partners. They adopted

a new 'team around the family' approach, which brings together practitioners from a range of statutory and voluntary agencies which work with a family, share information and develop whole family plans. Teams of multi-skilled professional practitioners are now based in each of the four localities across the county so they can work together to support families earlier and help them to overcome their problems soon after they arise. Troubled Families Employment Advisers also support Family Workers within Family Solutions and other local professionals working with families where a whole family assessment has identified that an adult in the family would like to return to employment.

Essex's Family Solutions programme has:

- Brought together early help and social care services under 'one front door' meaning that children and families are referred to a single point for triage where a judgement is made about which service is the most appropriate to respond to ensure families get the right support at the right level.
- As a result of considerable consultation with partners, Essex has used Troubled Families funding to target support at families just below the qualifying threshold for statutory intervention in order to help families overcome their problems and prevent them escalating to social care.
- Funded a Development Officer post to raise awareness of the importance of early help within the family support

landscape and provide practical advice on the logistics of early help assessments.

- Funded a Service Manager post and provided the resources for almost 100 Family Workers to undertake solution focussed training.

Families have responded positively to the Families Solutions Programme; receiving a more integrated service means they are supported and challenged by one keyworker, rather than dealing with a range of different services. This co-ordination has helped families build confidence, families to work jointly with the keyworker using strengths and relationship based models to overcome their problems. Feedback from families includes “*you [keyworker] have changed our lives*”; ‘*thank you for listening, thank you for believing*’ and ‘*we work together now*’. These parent quotes have been collected through quality assurance activity.

Impact on Children’s Social Care

Essex’s transformation of services and their investment in a preventative approach has contributed to a reduction in around a third in the number of looked after children cases between 2010 and 2016.

For families that achieved positive outcomes on the Family Solutions programme between October 2013 and July 2017, only 13% have been re-referred back to either the programme or children’s social care following

the end of programme intervention. By comparison, children’s social care re-referral rates average 22% across England.⁵⁴

Greater Manchester: Troubled Families Funding spurs service transformation

Greater Manchester, as part of its devolution deal, has a new funding model – established in April 2017 – which brings together national Troubled Families Programme funding for the 10 local authorities in the region, as part of Greater Manchester’s Reform Investment Fund. With this joint pot of funding, Greater Manchester has committed to accelerating service reform. This is enabling the region to improve its support offer to families that need help both within the lifetime of the programme and beyond. Greater Manchester’s approach focuses on building on the strengths of families, which is reflected in the names of the local Troubled Families Programmes including Stronger Families, Confident Families or Families First.

Greater Manchester’s vision: where the region started and what it wanted to achieve

Greater Manchester’s local authorities and partners have a long history of taking innovative approaches to improving the service offer for families with complex

54 DFE, Characteristics of children in need: 2015 to 2016 <https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2015-to-2016>

problems and have long recognised that providing help early to families is crucial to managing demand on high cost services.

Greater Manchester had used a whole family working and key worker approach with a smaller number of families before the start of the Troubled Families Programme. The investment from the national Troubled Families Programme allowed for whole family working to be scaled up and mainstreamed across services to support targeted families in the region, meaning that this approach has become the norm rather than just existing as part of a separate programme. It is also being invested in extensive workforce development packages, activity that will strengthen the capability and capacity of universal services such as schools. Importantly it is also being used to strengthen the many existing assets that already exist in local communities to help vulnerable families.

Greater Manchester's approach to supporting families

The Troubled Families Programme investment has supported Greater Manchester's Local Authorities to strengthen their early help teams and integrate services. This has allowed for whole family working to be scaled up and mainstreamed across services in the region to better help families overcome some of the challenges in their lives. Initiatives include:

- Investment in training to strengthen the capacity of partners such as schools and housing providers so that services work in a joined up way

around families. This means families do not need to repeat their stories multiple times to different services.

- Common outcomes plans that include an audit and evaluation approach to the programme which ensures a consistent way of working across the region.
- Scaling up the public service hub model which co-locates partner organisations. The model allows better sharing of information and a more co-ordinated approach to ensuring that families get the support they need.
- Creating a shared commitment across the 10 Greater Manchester local authorities to the principles of whole family working which involves family assessments and providing families with keyworkers. This has meant all areas have a consistent approach to supporting families.

The national funding which has been brought together to fund the 10 local areas – Greater Manchester's Reform Investment Fund – is expected to accelerate this progress and change services in a sustainable way, to support families beyond the lifetime of the programme.

Impact of the approach on local services

There are a total of 27,230 families identified in Greater Manchester as part of the national Troubled Families Programme. Manchester City Council has a target of working with

over 8,000 of these families. As of 2017, Manchester City Council had worked with 4,000 families and their evaluation⁵⁵ showed:

Police calls-outs: Almost 2,400 families (73%) had at least one police response call to their home address in the six-month period before intervention began. Of those families that completed their intervention, 85% had no further police call-outs in the six months following the end of programme intervention. This indicates reduced demand on the police.

Children's services: In total 1,360 families (42%) had at least one child who was known to children's services whilst in the programme. Seventy-two percent of the children who were designated as a child in need, 42% of children who were on a child protection plan and 24% of looked after children had that status removed or reduced⁵⁶ by the end of their involvement with the programme. This indicates a reduction in demand on children's social care services.

⁵⁵ Manchester City Council 'Troubled Families evaluation 2017' [www.manchester.gov.uk/download/meetings/
id/22883/download_the_summons](http://www.manchester.gov.uk/download/meetings/id/22883/download_the_summons)

⁵⁶ Reduced from being Look After to being on a child protection plan to being designated as a child in need

Annex C: Earned Autonomy areas

The following 11 areas have been selected for Earned Autonomy at this stage. They will receive upfront payments from the Troubled Families Programme to accelerate service reform. An overview of how each local authority will invest the funding is provided below.

Barking and Dagenham

Earned Autonomy will be used by Barking and Dagenham to accelerate their local service reform plan known as Community Solutions. They will invest in more effective data systems to allow for predictive analytics to identify families in need of support and help them as early as possible. This will help to reduce future demand on public services by working with families to overcome problems before they are escalated to costly care services. Barking and Dagenham will also use the funding to invest in workforce development including training and upskilling staff in the local authority and partners to undertake whole family working and support family members at all ages and stages of life.

Brighton and Hove

Brighton and Hove will use Earned Autonomy to address the high level of mental health support needed in vulnerable families with complex problems. They will embed mental health specialists for children, young people and parents into family support teams. They will deliver a two-year programme of training and interventions to reduce parental conflict and improve parenting capacity. They will extend the successful programme of family support delivered in partnership with primary

schools to the wider school population targeting vulnerable families below the social work threshold.

Bristol

Bristol will use Earned Autonomy to reduce demand on children's social care services. They will do this by integrating children's social care with early help to ensure families are referred to the right services at the right time to prevent problems escalating and demanding future costly care. They will strengthen universal services such as developing a team around the school approach, to allow schools to meet regularly with family support services and develop a foundation to better support children and families. Bristol will also develop the early help workforce and further engage the voluntary and community sector to strengthen the support available to families.

Camden

Camden will use Earned Autonomy to test how Troubled Families principles can be applied to a community-led model of early help – families and residents helping each other, and early help delivered by the community for the community – and how this might help prevent escalation of families' problems to more costly interventions. They will expand their use of data and insight to help identify where early help could be most usefully deployed. In doing so, the local authority will seek to get help to families even earlier, boosting resilience and preventing need for statutory intervention.

Cheshire West and Chester

Cheshire West and Chester will focus on three distinct areas of service reform using Earned Autonomy funding: service integration, data sharing and leadership. They will invest in further integrating services, including probation services, adult community psychiatric nurses and drug and alcohol resources within the existing multi-agency front door arrangements. This will ensure timely and accurate decisions are made considering the full breadth of information from across agencies. The local authority will further enhance data sharing by developing an electronic case management system which can be accessed by multiple agencies beyond the public service network, to identify and respond to cases as soon as possible after they arise and prevent problems escalating to costly care services. Earned Autonomy will also be used to provide additional leadership to support integration for a new public service hub which will enable closer working relationships and develop a more holistic approach to more adult focused services that are essential in supporting families.

Durham

Durham will use greater upfront investment through Earned Autonomy to carry out a place-based initiative in three areas of the county that have a high need of family support. This will allow them to share and analyse intelligence to better understand and address the collective issues of families in these high need areas. In addition, the investment will help to develop an IT system through which partner agencies can share information and better work together to

provide timely support to families. They will also invest in training for local authority, partners and voluntary sector workers to ensure they have the knowledge and skills to address complex needs – including parenting programmes to help support parents affected by parental conflict and domestic abuse. They will further develop a relational, child-centred approach to family working to ensure children's needs are accounted for in making progress towards family outcomes.

Islington

Islington will use Earned Autonomy to accelerate delivery of their vision that children and young people are safe, able to overcome difficulties and form secure relationships through childhood and into adulthood. They will use the upfront funding to develop predictive analysis to better understand families' needs and demands on services. They will build the evidence base for effectively tackling domestic violence and abuse by testing a multi-disciplinary approach to tackle these problems. They will upskill the wider children and families workforce to identify and intervene early when domestic abuse emerges. This work aims to improve outcomes for children and families and reduce demand on specialist services.

Kent

Kent will use Earned Autonomy to secure increased integration of services to offer efficient and effective support to families, post-2020. They will use the funding to invest in three core strands of work: 1) Streamline referral pathways to ensure families receive the right help at the right time and develop

IT systems to support this; 2) Make better use of community-based resources by building closer relationships with voluntary and community sector partners, increasing co-location opportunities with health visitors, and working closely with schools to develop integrated early help and social care services that enable children to be supported earlier through a joint delivery approach; 3) Develop consistent and smoother processes for integrated working between early help and social care, including step-up and step-down, and for supporting adolescent risk, to improve families' experiences of using support services.

Leeds

Leeds will use Earned Autonomy to strengthen their early help offer to better support families in a timely way to prevent escalation of problems and increased demand on services. They will invest in expertise across multiple agencies to support earlier interventions, new ways of working with adolescents and improving educational attainment all underpinned by relational strength based approaches. They will develop their use of intelligence data to identify families early and provide proactive, targeted support to families to help them overcome problems as soon as possible after they arise.

Liverpool

Liverpool will use Earned Autonomy to develop family resilience through extending Family Group Conferencing – a process by which family members and professionals meet regarding the care and protection of a child or young person – into early help. They

will develop further support on parenting, domestic abuse and school exclusion to better support families with multiple and complex needs. They will invest in training to develop a confident workforce with specialist skills and disciplines to enrich the support provided to families. Liverpool will also increase analytical capability and intelligence sharing with partners to enable predictive, targeted early help support to help families overcome problems soon after they arise.

Staffordshire

Staffordshire's vision through Earned Autonomy is to use the upfront funding to initiate a fully integrated partnership workforce which will be better equipped to deal with root causes of problems such as debt and parental conflict. They also aim to work more closely with partners to enable better data, intelligence and risk sharing, to identify families as early as possible and manage demand on services. The local authority believes that bringing local partner organisations together will enable them to collectively improve families' lives that need support early on and prevent children's problems escalating to costly specialist services.

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