



Ipsos MORI
Social Research Institute

March 2020

Troubled Families Programme National Evaluation

Survey among Troubled Families Co-ordinators

Conducted by Ipsos MORI on behalf of MHCLG

Contents

1 Introduction	1
Background	1
Methodology	1
2 Management of the Troubled Families Programme	5
The profile of Troubled Families Coordinators (TFCs)	5
Programme management	7
3 Overall views of the Troubled Families Programme	11
Effectiveness of the programme	11
Challenges to delivery	18
4 Workforce and workforce development	21
Troubled families staff	21
Current skill levels	23
Whole family working	24
Workforce development	27
5 Needs-based commissioning	31
Attitudes towards commissioning	31
Wider influence of Troubled Families Programme	33
6 Identifying and supporting families on the programme	36
Identifying and prioritising	36
7 The service transformation maturity model	45
Leadership and governance	45
Partnership working	48
Links to wider local and national programmes	53
8 The national programme	56
9 Conclusions	59
Appendices	65

Introduction

Background

Methodology

1 Introduction

Background

This report presents findings from the fifth and final wave of research among Troubled Families Co-ordinators (TFCs), conducted by Ipsos MORI on behalf of the Ministry for Housing, Communities and Local Government (MHCLG). TFCs are those responsible for coordinating the delivery of the programme in local authorities.

The Troubled Families Programme (2015-2021) aims to support up to 400,000 complex families with multiple high-cost problems. It is designed to help families with severe and persistent problems make significant and sustained progress towards their goals. Key features include promoting a whole family, early help approach across partner agencies including the police, housing, schools, voluntary sector and health.

This research is one element of the national evaluation, alongside a longitudinal quantitative family survey, qualitative case studies and analysis of national and local datasets.

The evaluation aims to explore the level of service transformation driven by the programme as well as the impact of the whole family working approach on outcomes for families themselves, and the cost benefits that this has for the taxpayer. In 2018 and 2019 new questions were asked to further explore whole family intervention and the efficacy of the programme in relation to children at risk of becoming looked after.

Methodology

Data was gathered from TFCs through an online survey. MHCLG provided email addresses for TFCs across all 150 local authorities, who were then sent an email with a direct link to the survey. In total, responses were received from 104 TFCs and the overall response rate to the survey was 66%. Two thirds (65%) of these local authorities also completed the survey in the previous wave (68 local authorities). Fieldwork was conducted between 16 October and 8 December 2019.

Separate reports present findings for similar surveys of Troubled Families Employment Advisors (TFEAs) and Troubled Families keyworkers or front-line practitioners.

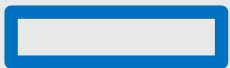
The staff surveys among TFCs, TFEAs and keyworkers or front-line practitioners are designed to run annually over the five years of the evaluation; this is the fifth in the series.

The questionnaire for the TFC survey was updated between waves to reflect changes in the delivery of the programme. However, many questions are consistent allowing for comparison over time. TFCs were asked to complete all questions in the survey, unless they do not commission other partners to deliver aspects of the programme.

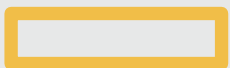
The following table outlines the fieldwork dates and sample sizes for each wave of research. As a guide, when looking at how a result varies between waves, differences should be between ± 6 to 10 percentage points to be sure they represent statistically significant (or 'real') differences and are not due to chance (based on 95% confidence intervals).

	Fieldwork dates	Sample size	Response rate
Wave 1	26 October- 30 November 2015	118 TFCs	78%
Wave 2	31 October- 9 December 2016	93 TFCs	61%
Wave 3	23 October- 13 December 2017	109 TFCs	72%
Wave 4	17 October- 16 th December 2018	89 TFCs	57%
Wave 5	16 October – 8 December 2019	104 TFCs	66%

Where the 2019 result is significantly greater than in previous years this is highlighted by the use of a blue box, where it is lower it is highlighted by the use of a yellow box.



Result has significantly increased since the previous wave.



Result has significantly decreased since the previous wave.

Notes for the reader

'N/A' is used to signify that a year-on-year comparison is unavailable due to the survey question not being asked in a comparable format, or at all.

Percentages are rounded to the nearest whole number. Where percentages do not add up to 100, this may be due to computer rounding or multiple responses.

Where data is available for more than two waves of the survey, this is shown in a line chart or included in tables in the report appendices. To ensure the bar charts are easy to read, where an answer is three per cent or lower the figure is not shown.

Management of the Troubled Families Programme

Troubled Families Co-ordinator profile

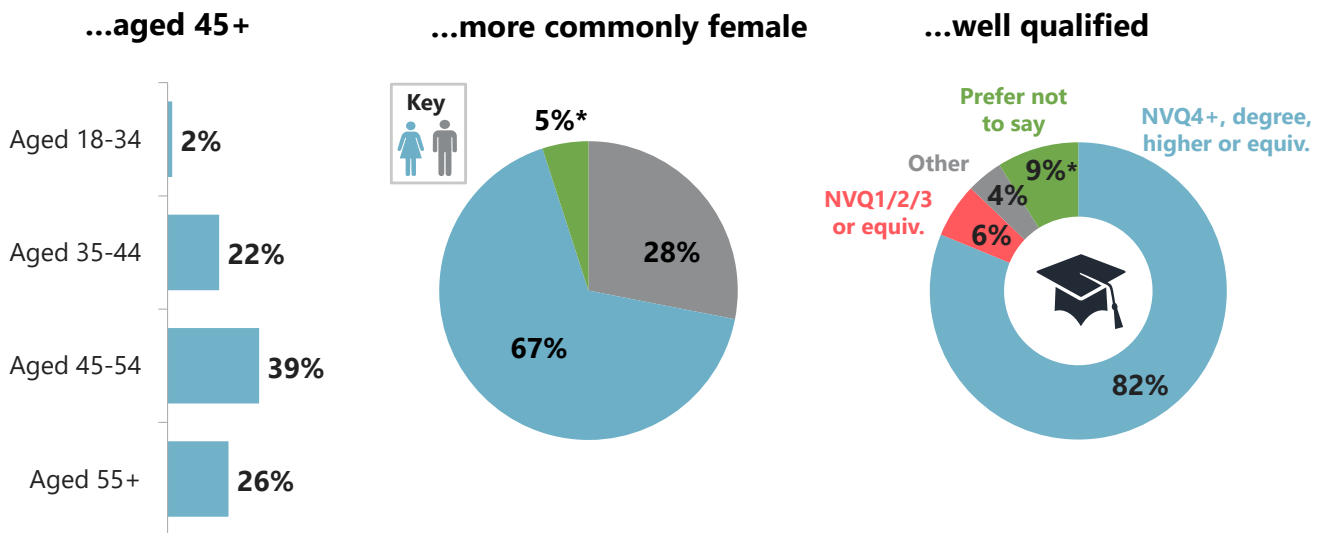
Programme management

2 Management of the Troubled Families Programme

TFCs are mostly female, aged 45 or over, and educated to NVQ4/degree level or higher.

The profile of TFCs

Troubled Families Co-ordinators tend to be...



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (QD2, QD1, QD3)

* 'Prefer not to say'

Almost all TFCs are employed by a local authority and work at manager level or above in their organisation.

In line with previous years, the majority of TFCs (97%) are employed by a local authority. The chart below illustrates the breakdown by type of organisation, agency, department or team: around two fifths (42%) of TFCs describe themselves as working in a children, young people and families' team, a quarter work in either an early help service/team within their local authority, or a specific Troubled Families team (27% and 25% respectively). Early help is commonly defined as support for families before problems reach a stage where statutory services such as children's social care need to intervene.

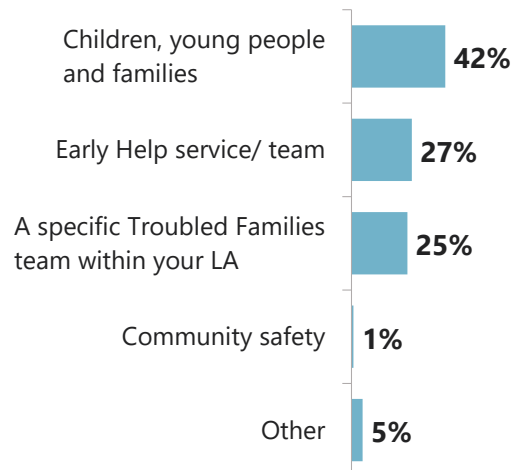
TFCs participating in the 2019 survey are mostly senior managers (38%) or heads of service (34%). A fifth (21%) describe their role as manager or supervisor, and very small proportions are assistant directors (two per cent) or directors (one per cent).

Troubled Families Co-ordinators tend to be...

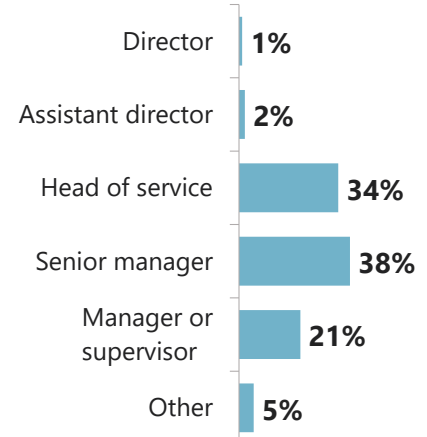
...employed by a local authority

97% are employed by a local authority

...working in a children, young people and families team



...in senior roles



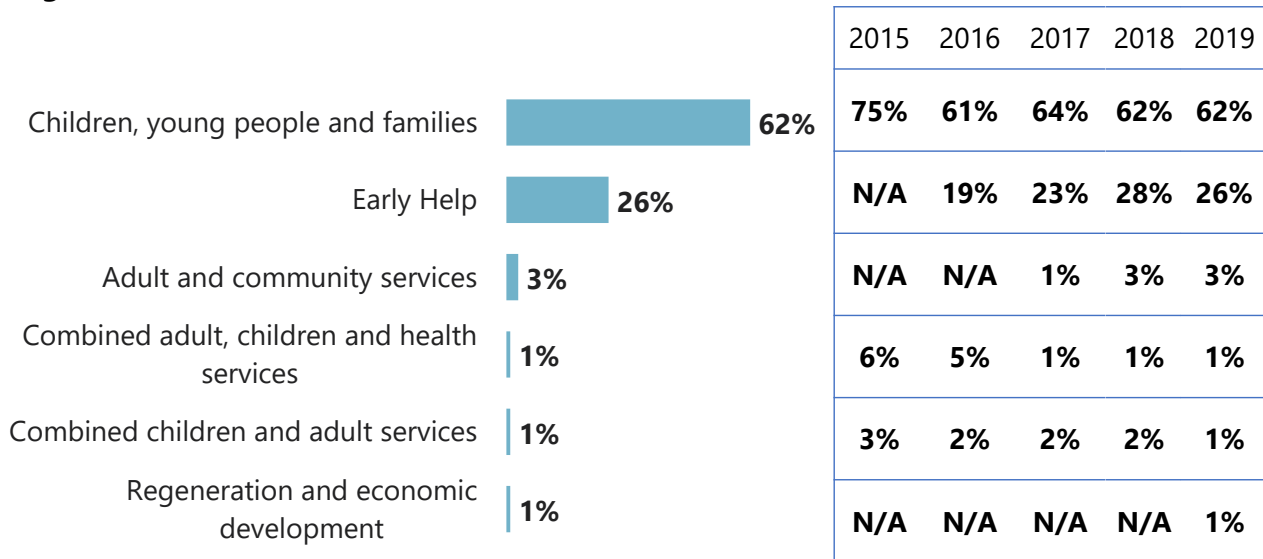
Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019. (QA4, QA5, QA6)

The delivery of Troubled Families Programmes is mostly led by children, young people and families’ departments.

Programme management

The majority of Troubled Families Programmes are led by children, young people and families’ departments (62%). A quarter (26%) report that the delivery of the programme is led by an early help team within their local authority. Only small proportions say they are led by other services as shown in the chart below.

Which local authority department is leading the delivery of your Troubled Families Programme?



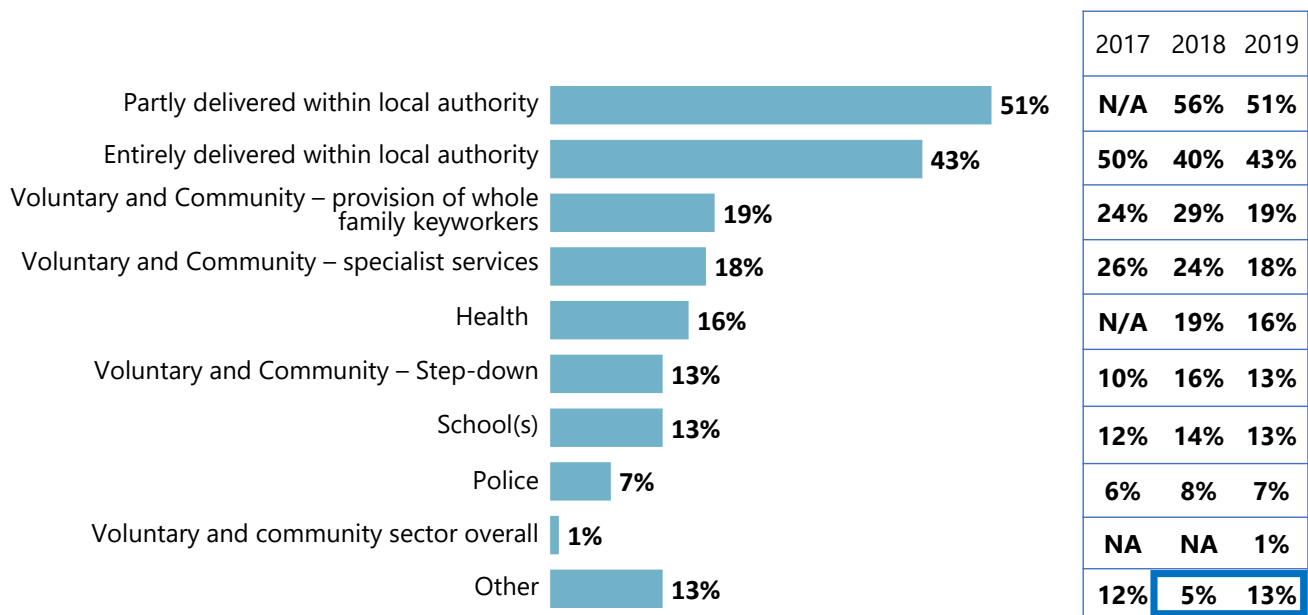
Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019. (QTFC1)
 Pre-codes have changed over time, as such a degree of caution should be taken in comparing trend data.

Most local authorities commission partners to deliver part of the programme, with the voluntary and community sector a key partner.

Half (51%) of all TFCs report commissioning **other partners** to deliver part of the programme, while more than two in five (43%) deliver the Troubled Families Programme entirely within their local authority.

Where local authorities commission others to deliver aspects of the programme, the voluntary and community sector is a key partner: one in five say the **voluntary and community sector** provides **whole family keyworkers** or **specialist services** (19% and 18% respectively) and 13% use them for **step down services** from the programme. In addition, 16% commission **health services** and 13% commission **schools** to help deliver the programme.

Who do you commission to deliver the programme in your local authority area?



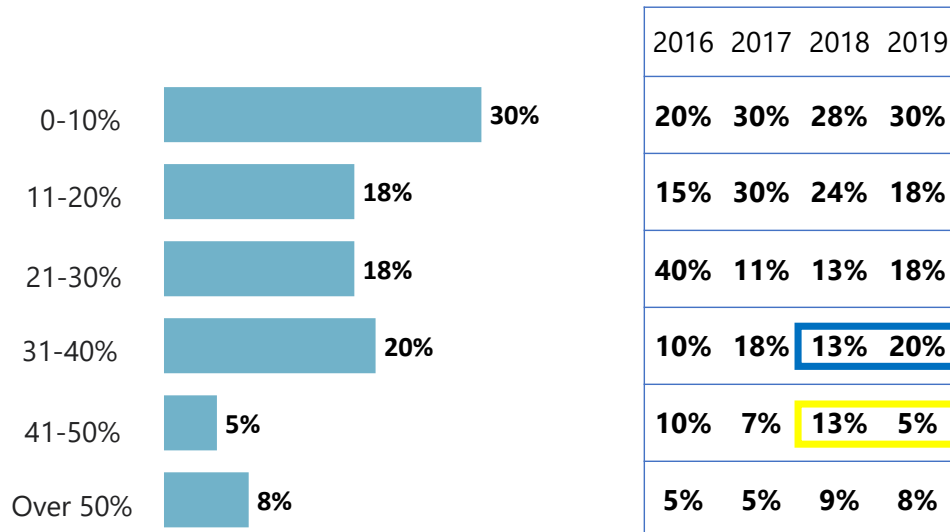
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (QTFC2)

Where partners are involved in delivering the Troubled Families Programme, they typically deliver less than 40% of services.

Where local authorities commission partners to deliver elements of the programme, almost half (48%) deliver up to 20% of the programme in this way.

The overall proportion delivered by commissioning other partners is broadly similar to the previous few years, though more say they commission 31-40% and fewer 41-50% of the programme, as shown in the chart below.

Approximately what proportion of the programme is delivered by commissioning other partners?



Base: TFCs who have commissioned other partners to manage some elements of their programme (60). Fieldwork dates 16 October to 8 December 2019. (W2Q2)

Overall views of the Troubled Families Programme

Effectiveness of the programme

Challenges to delivery

3 Overall views of the Troubled Families Programme

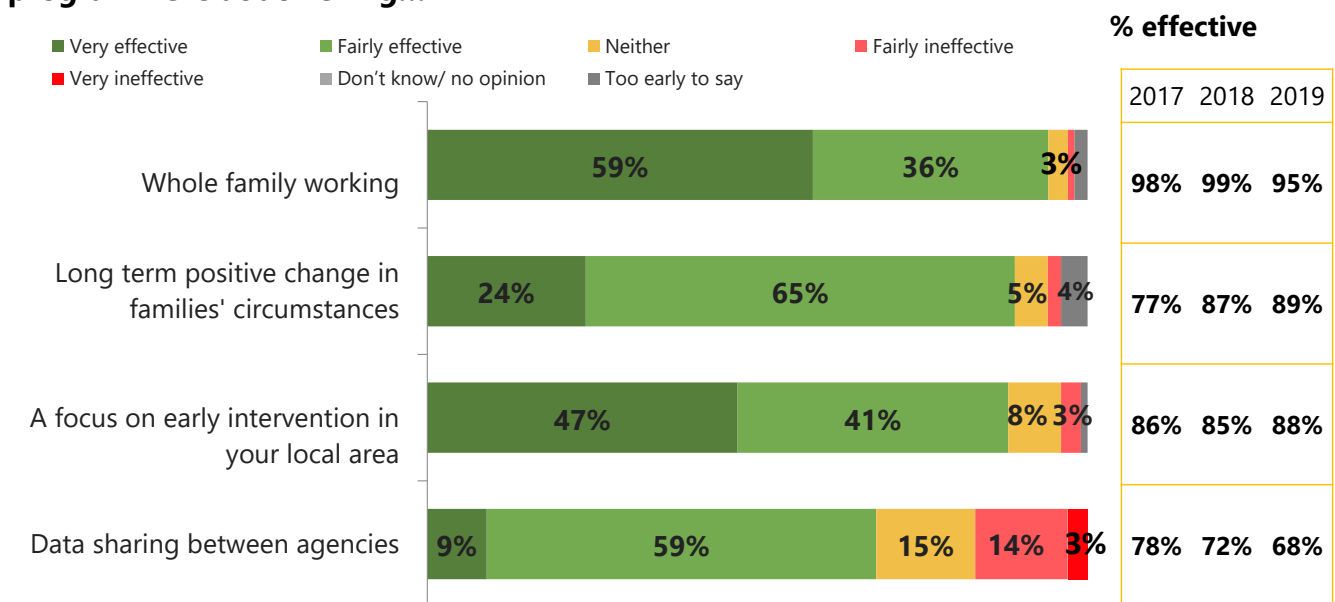
Most TFCs are positive about the programme’s effectiveness in achieving whole family working, long term positive change in families’ circumstances and a focus on early intervention.

Effectiveness of the programme

TFCs are very positive about the effectiveness of the programme in achieving **whole family working**: in 2019, 94% of all TFCs report that the programme is effective at achieving this, including nearly three fifths (59%) who say the programme is *very* effective.

Nine in ten TFCs consider the programme to be effective at **achieving long term positive change in families’ circumstances** and achieving a focus on **early intervention** in their local area (89% and 88% respectively). The programme is also seen as effective at achieving **data sharing between agencies** (68%), although less than one in ten (nine per cent) would say that the programme is *very* effective in this respect.

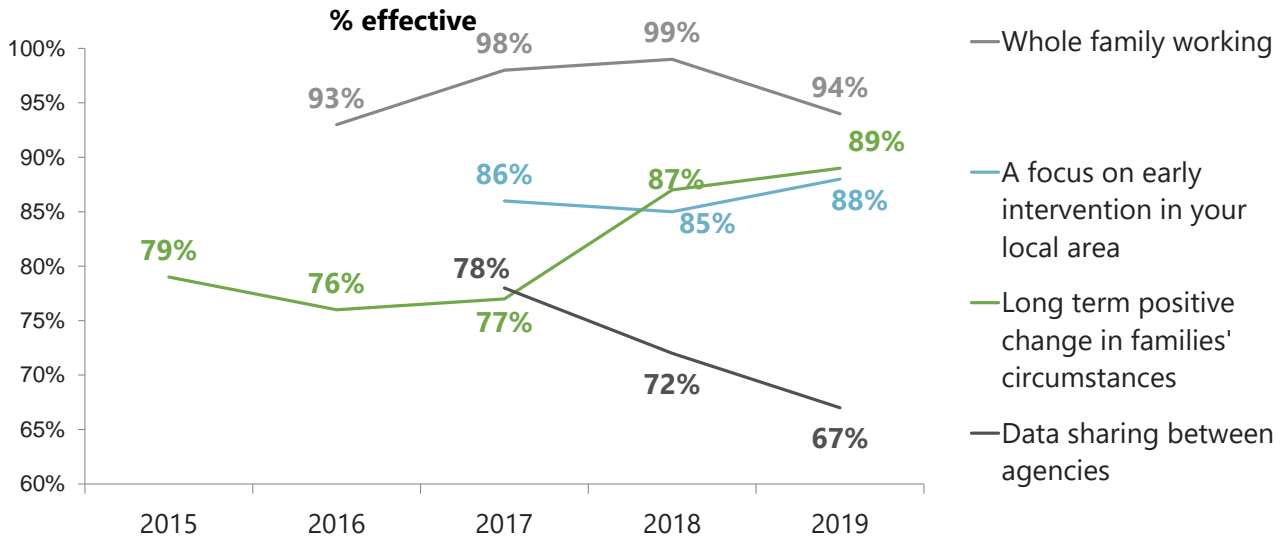
How effective or ineffective would you say the delivery of the Troubled Families programme is at achieving...



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (QTFC22). Percentages only shown if 3% or more.

Efficacy of Troubled Families Programme: Trend data (2015-2019)

How effective or ineffective would you say the delivery of the Troubled Families programme is at achieving...



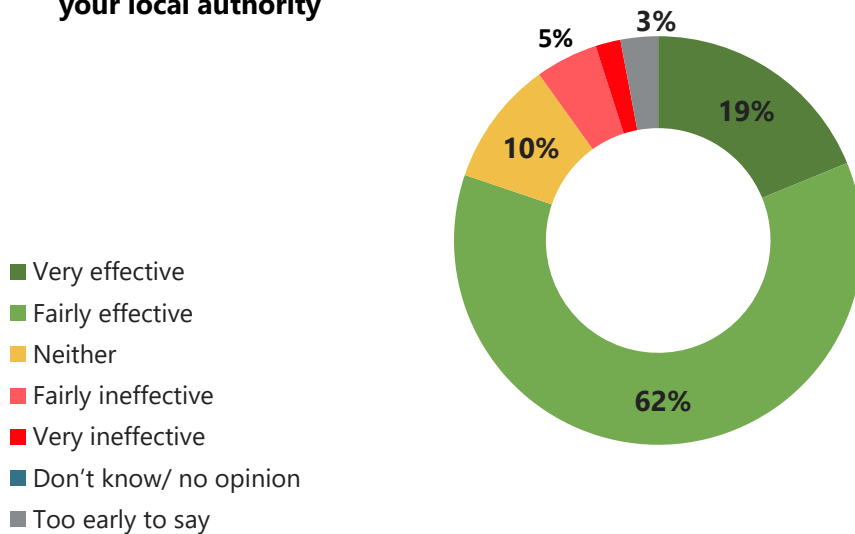
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC22).
 Statements on 'Data sharing between agencies' and 'A focus on early intervention in your local area' first asked in 2017.
 Efficacy of 'Whole family working' first asked in 2016.

TFCs are positive about the programme’s ability to achieve wider service transformation in their area.

Four in five (81%) of TFCs consider the Troubled Families Programme to be effective at achieving long term positive change in wider system reform/service transformation in their local authority; representing a sustained increase since 2017.

How effective or ineffective would you say the delivery of the Troubled Families programme is at achieving... ?

Long term positive change in wider system reform/service transformation in your local authority



% effective			
2016	2017	2018	2019
74%	67%	79%	81%

Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC22). Percentages only shown if 3% or more.

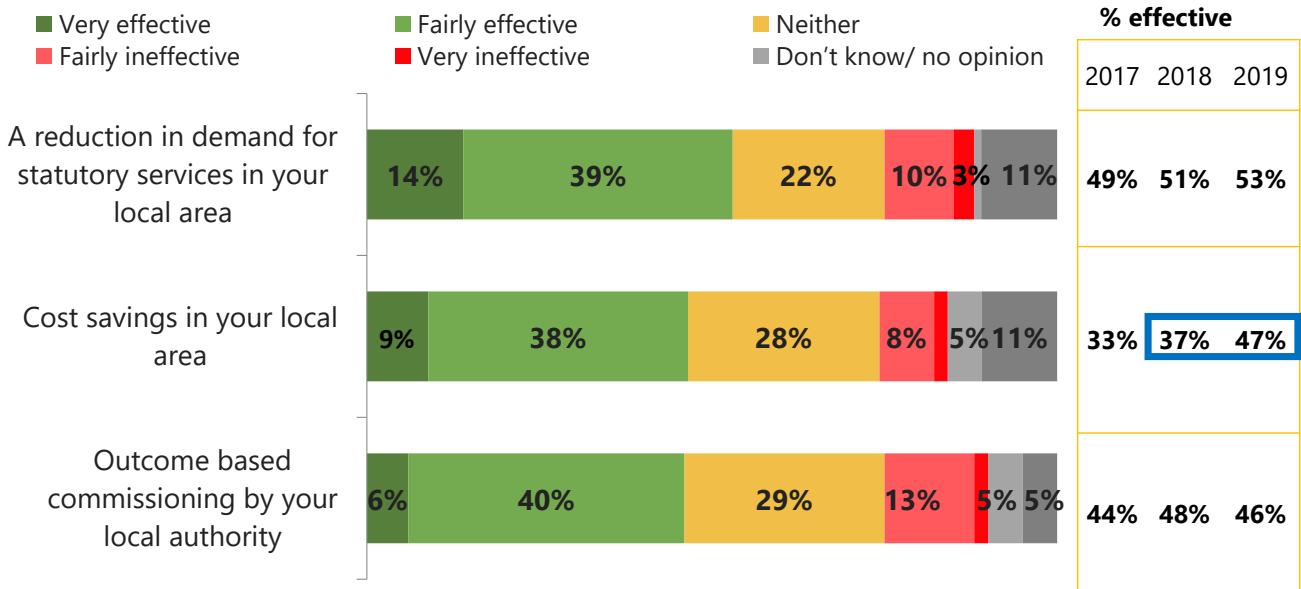
More TFCs feel the programme is effective at achieving cost savings in their local area than in 2018.

The programme continues to be considered less effective in other aspects: 53% of TFCs consider the programme to be effective at reducing demand for statutory services in their area. However, one in five (22%) say it is neither effective nor ineffective at doing this and 13% feel that it is ineffective.

Almost half (47%, a ten percent increase from 2018) think the programme is effective at delivering cost savings in their local area with 28% of TFCs saying that it is neither effective nor ineffective in this respect.

More than two in five (46%) think the delivery of the Troubled Families programme is effective at achieving outcome-based commissioning, and three in ten (29%) are again unsure, saying it is neither effective nor ineffective in this area.

How effective or ineffective would you say the delivery of the Troubled Families programme is at achieving...



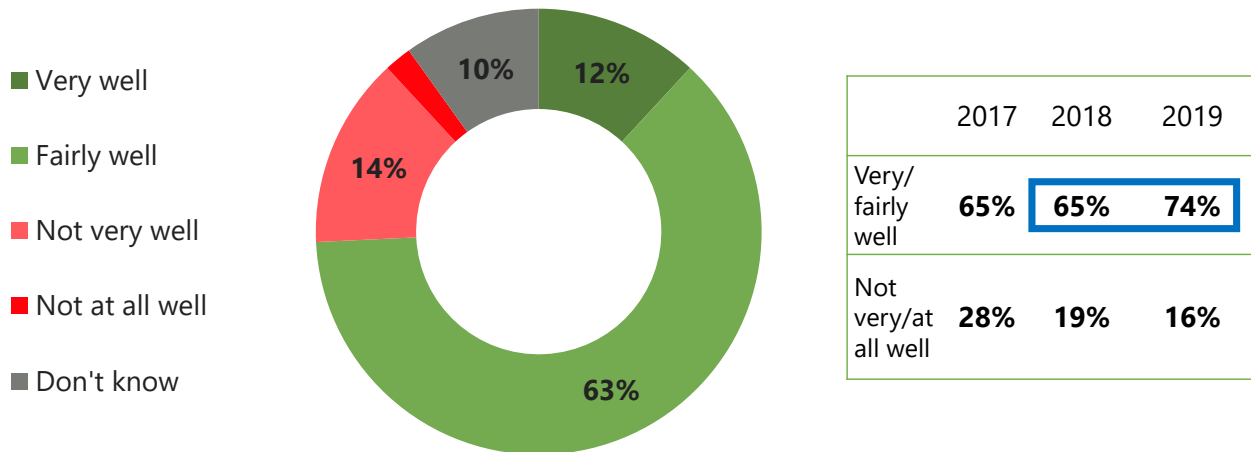
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC22). Percentages only shown if 3% or more.

TFCs increasingly feel that their local programme manages demand on children’s services well.

TFCs increasingly think (74% compared with 65% in 2018) their local Troubled Families Programme is able to **manage demand on children’s services** fairly or very well, for example, through evidence of reducing children in need and child protection numbers. This difference is driven by the fall in the proportion who are unsure (10% ‘don’t know’ compared with 16% in 2018).

Just 16% feel that the programme in their area is **not** doing well at managing demand on children’s services.

How well, if at all, would you say that the Troubled Families Programme in your local authority area is able to manage demand on children’s services (for example, through evidence of reducing children in need and child protection numbers)?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W3QTFC7). Percentages only shown if 3% or more.

TFCs feel the programme is effective at *preventing* issues that lead to children becoming children in need and are increasingly confident that it helps to prevent children being stepped up on protection plans or being taken into care.

TFCs were asked how effective the Troubled Families Programme in their local area has been at preventing and resolving certain issues relating to children in families who have been on the programme.

The majority (82%) of TFCs feel that the programme effectively *prevents* children becoming children in need (as defined under Section 17 of the Children Act 1989). More TFCs than in 2018 consider the programme effective at preventing children being stepped up to a child protection plan (77% agree, a ten per cent increase) or being taken into care (70% agree, a 14% increase).

Among families that have been on the Troubled Families Programme, how effective, if at all, has the programme in your local authority area been in preventing issues that would lead to..

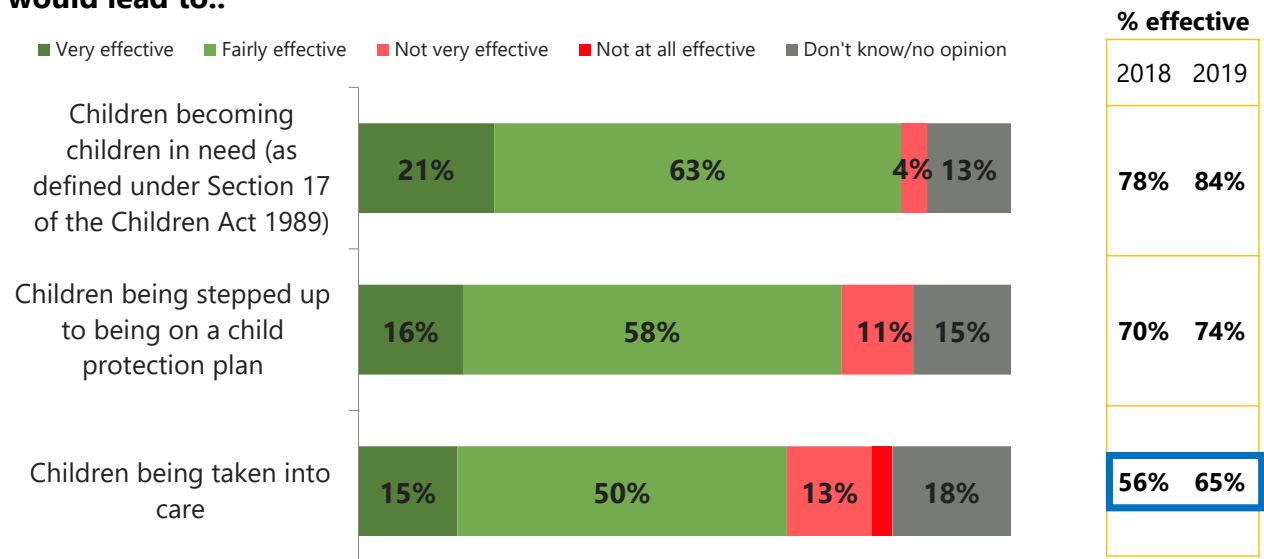


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W4Q3TFC). Percentages only shown if 3% or more.

TFCs highlight the programme’s effectiveness at *resolving* issues relating to children becoming children in need and are also increasingly confident in terms of children being taken into care.

The findings on the programme’s ability to *resolve* issues that risk children’s social care interventions are similar to the findings on prevention. The majority of TFCs (84%) feel that the programme is effective at resolving issues leading to **children becoming children in need** (as defined under Section 17 of the Children Act 1989). Three quarters (74%) consider the programme effective at resolving issues leading to children being **stepped up to a child protection plan**, and two thirds (65%) say it is effective at resolving issues that would lead to children being **taken into care** (65% agree, a nine per cent increase since 2018).

Among families that have been on the Troubled Families Programme, how effective, if at all, has the programme in your local authority area been in resolving issues that would lead to..



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (W4Q4TFC). Percentages only shown if 3% or more.

Cuts to core services remain the most frequently mentioned challenge to delivery.

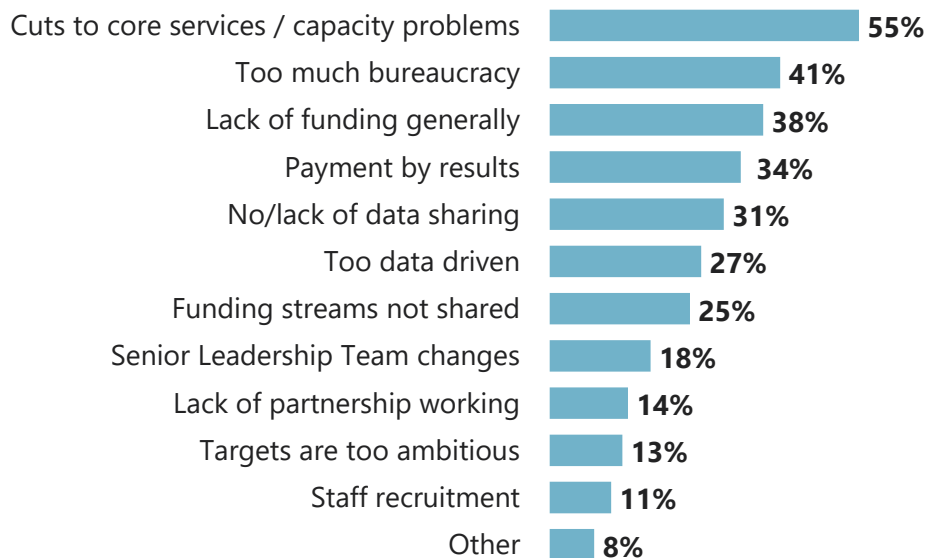
Challenges to delivery

While cuts and capacity problems in core services are still identified as the main challenge facing the delivery of the Troubled Families Programme, this has decreased since 2018 (55% compared with 70% in 2018). Fewer TFCs also mention a number of other challenges in the latest survey, including the programme's funding model of payment by results being too data driven, and overly ambitious targets.

Concerns around bureaucracy, however, have increased in 2019, from 30% in 2018 to 41%, alongside no/lack of data sharing (31% in 2019, a ten per cent increase since 2018).

Other key challenges are shown in the chart below and have remained consistent with findings in 2018. A full table of results for all previous waves is included in the appendix.

What would you say are the main challenges facing delivery of the Troubled Families Programme in your local authority?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC23)

Overall views of the Troubled Families Programme - Summary

TFCs are most positive about the effectiveness of the Troubled Families Programme in terms of achieving **whole family working** and the programme's efficacy in **achieving long term positive change in families' circumstances**. TFCs also view the programme as effective in terms of achieving a focus on **early intervention** in their local area. While the programme is regarded as effective at achieving **data sharing between agencies**, few would say that the programme is *very* effective in this respect.

Overall, the Troubled Families Programme is considered less effective in other aspects, such as reducing **demand for statutory services in their area**, achieving **outcome-based commissioning by their local authority** and **cost savings**. However, that said **cost savings** are increasingly seen to be effective.

TFCs increasingly think their local Troubled Families Programme is able to **manage demand on children's services** fairly or very well, for example, through evidence of *reducing* children in need and child protection numbers. While a small proportion continue to suggest that the programme in their area is not doing well at managing demand on children's services, this has declined since 2017.

While most TFCs feel that the programme effectively *prevents* children from becoming **children in need** (as defined under Section 17 of the Children Act 1989), an increasing majority of TFCs also feel that the programme effectively *prevents* **children from being on a child protection plan or being taken into care**.

Although TFCs continue to see **cuts and capacity problems in core services** as the number one challenge overall, fewer TFCs than in 2018 consider it as the main challenge facing the delivery of the programme. At the same time more TFCs feel that **too much bureaucracy and no data sharing or a lack of it** are key challenges in the delivery of the programme, while fewer TFCs think that **payment by results, being too data driven, and overly ambitious targets** along with **too many families to reach** are the main challenges.

Workforce and workforce development

Troubled Families staff

Current skill levels

Whole family working

Workforce development

4 Workforce and workforce development

Numbers of frontline staff, management and support staff, and data analysts are consistent with 2017, but considerably fewer ‘other lead professionals’ are involved in delivery this year.

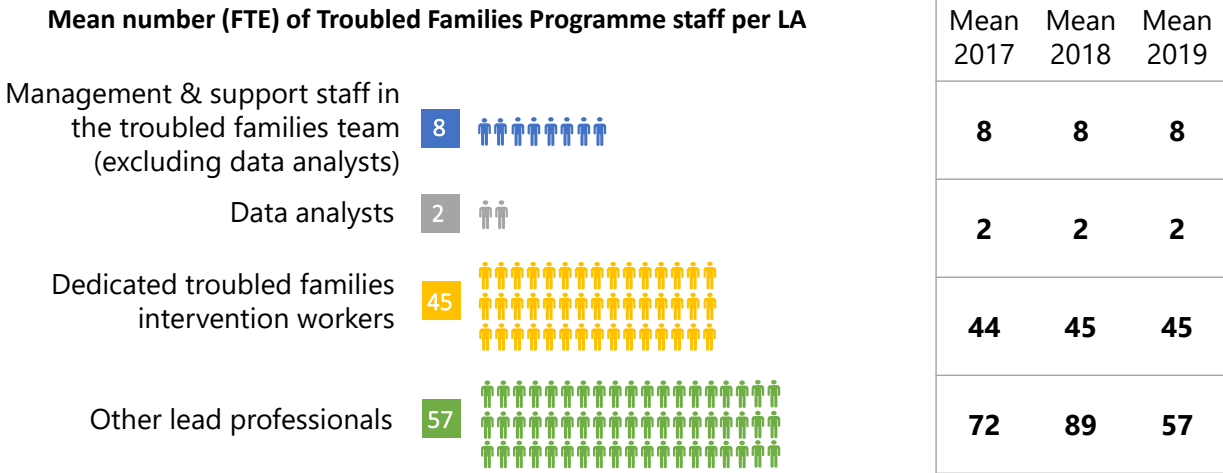
Troubled families staff

TFCs were asked to report the number of staff involved in delivering the Troubled Families Programme in their local authority across various roles. All numbers are expressed as full-time equivalents.

The mean number of management and support staff (eight) and data analysts (two) has remained consistent since 2015. The mean number of dedicated intervention workers in 2019 (45) has also remained consistent since 2017, after increasing significantly between 2015 and 2016.

However, the number of other lead professionals has seen more fluctuation, peaking at 89 on average in 2018 but falling back to 57 in the latest survey, suggesting the overall number of staff involved in delivering the Troubled Families Programme has decreased over the last year

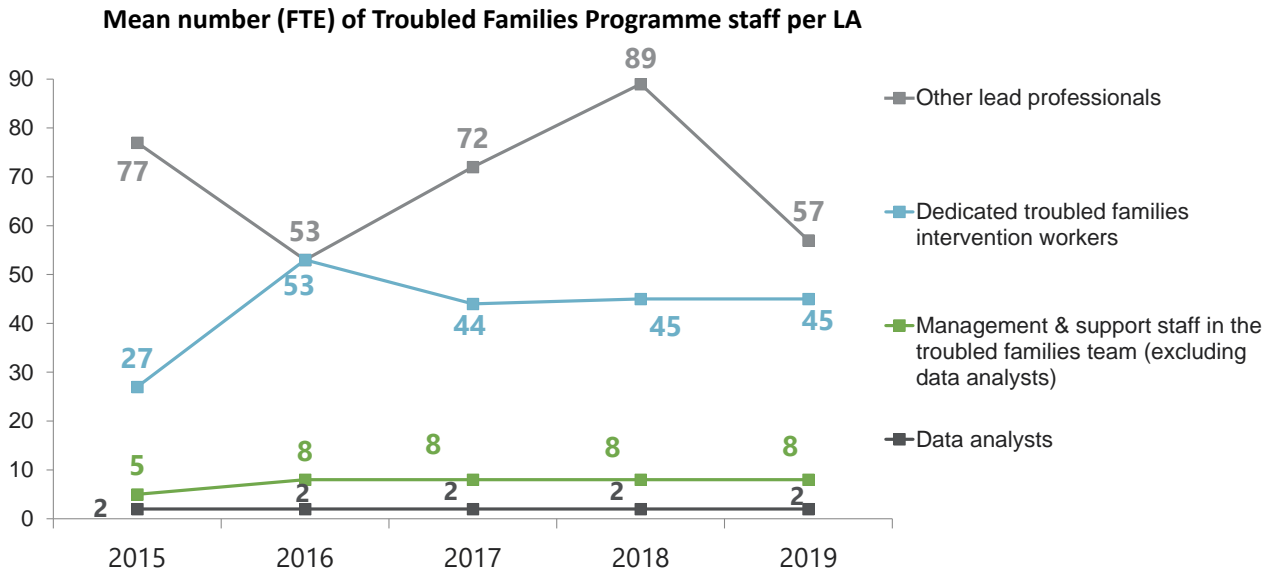
Approximately how many staff in each of the following roles are involved in delivering the Troubled Families Programme within your local authority area?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC4)

Troubled Families Programme Workforce: Trend data (2015-2019)

Approximately how many staff in each of the following roles are involved in delivering the Troubled Families Programme within your local authority area?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC4).

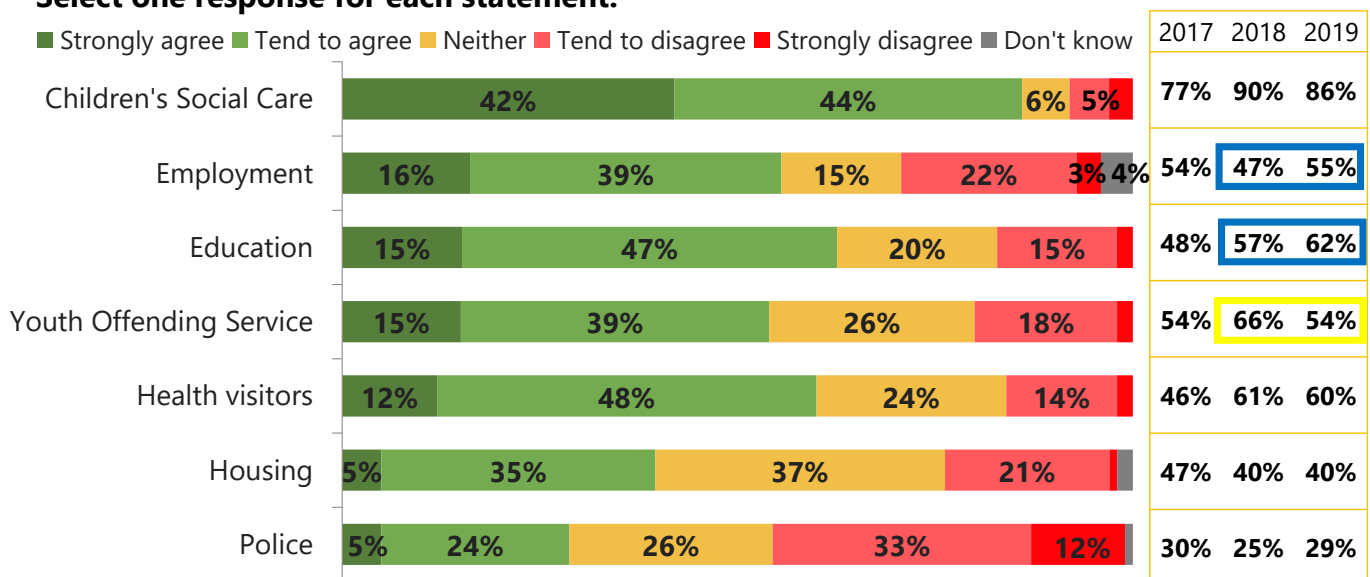
TFCs increasingly feel that staff in education and employment have the skills to deliver the whole family approach, but fewer think that staff in youth offending are equipped.

Current skill levels

TFCs were asked to consider the extent to which they agree that staff across a range of services in their area currently have the skills to deliver the whole family approach:

- Almost all TFCs (86%) agree that staff in **children’s social care services** are well equipped to deliver the whole family approach.
- TFCs are increasingly confident that staff in **education** and **employment services** have the skills they need (62% and 55% agree respectively), both increasing significantly since 2018.
- Three in five (60%) believe that **health visitors** have the skills needed to deliver the whole family approach, a proportion which has remained largely unchanged.
- TFCs’ confidence, however, that staff in **youth offending services** have the necessary skills has decreased (54% from 66% in 2018).
- Fewer TFCs (40%) agree that staff in **housing** have the skills they need, along with **the police** (29%).

To what extent do you agree or disagree that staff in the following services currently have the skills which allow them to deliver the whole family approach in your area? Select one response for each statement.



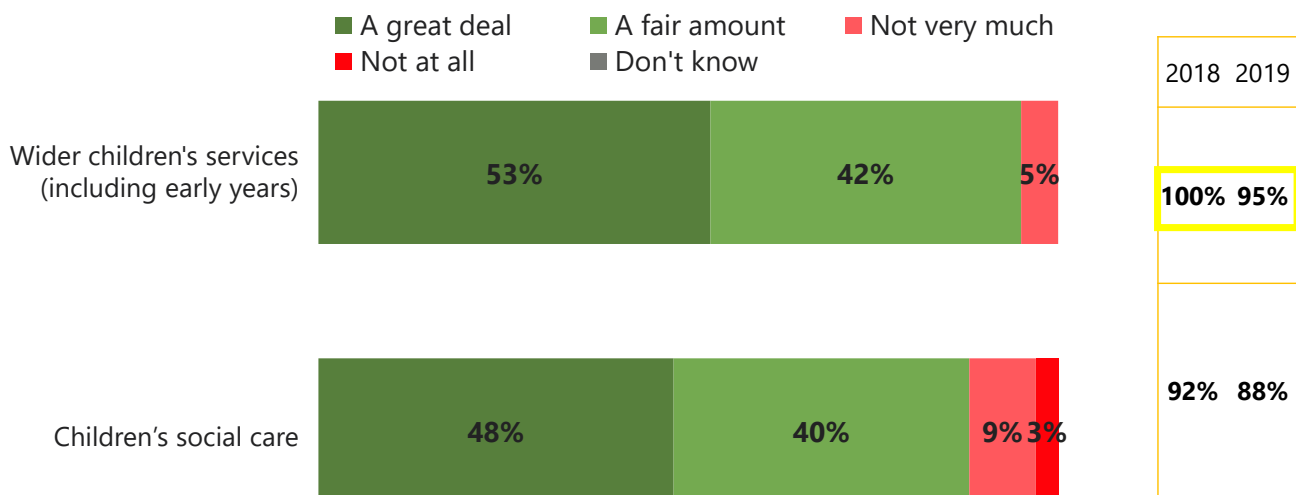
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC5)
 Percentages only shown if 3% or more.

Although fewer TFCs think that wider children’s services are well embedded, TFCs still strongly feel that whole family working is embedded well across children’s services and children’s social care.

Whole family working

The vast majority of TFCs are positive that whole family working has been embedded in children’s services, both across wider children’s services and children’s social care services (95% and 88% respectively). However, fewer TFCs than in 2018 think that whole family working has been embedded in wider children’s services (previously all TFCs agreed with this).

To what extent , if at all, has whole family working been embedded across the following services in your local area?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W4Q1TFC)

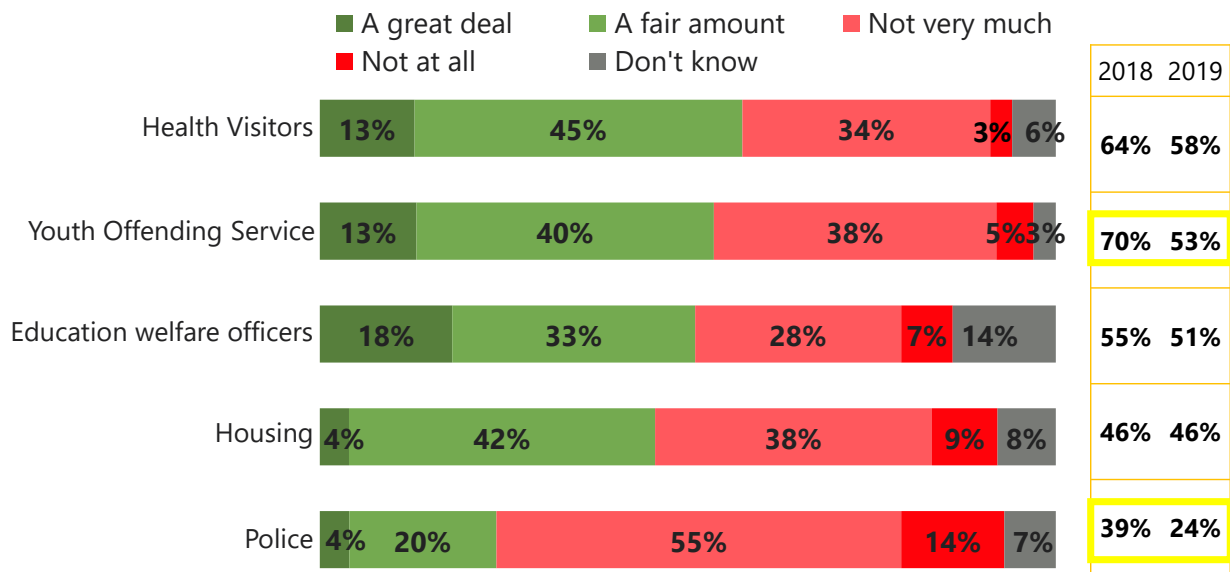
TFCs feel less confident about how well embedded whole family working is across other services, particularly the police.

TFCs are less confident about how well embedded whole family working is across other services in their local area and these views are less strongly held with only small proportions saying ‘a great deal’. Further, where there has been a change over the last year, confidence levels have also fallen.

Three in five (58%) say whole family working is embedded at least a fair amount in relation to **health visitors**, around half in relation to **youth offending services** or **education welfare officers** (53% and 51% respectively), and slightly fewer for **housing services** (46%). The **police** consistently are felt to have the lowest levels of engagement (24%).

Confidence looks generally lower this year, but there are notable falls for youth offending services and the police.

To what extent , if at all, has whole family working been embedded across the following services in your local area?

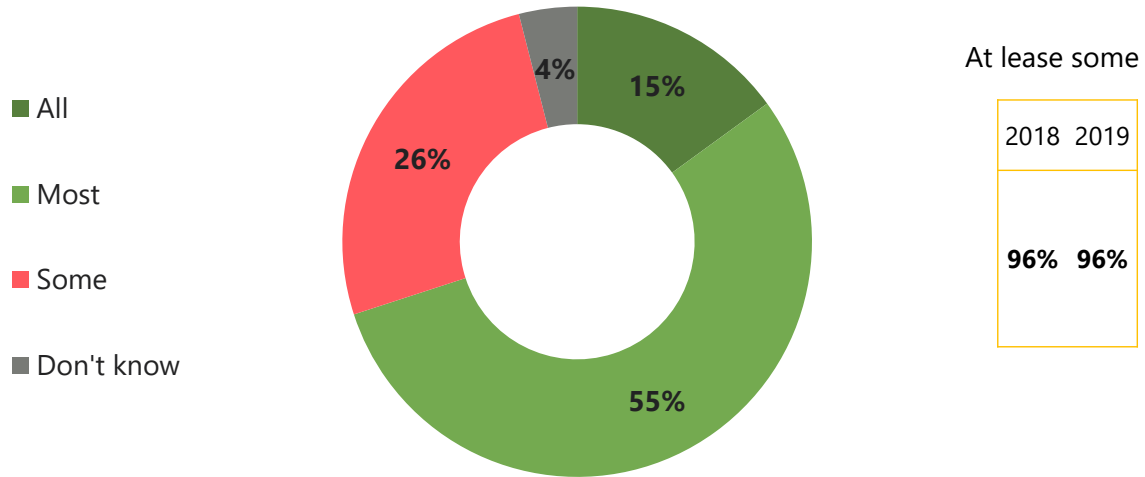


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W4Q1TFC)
 Percentages only shown if 3% or more.

The majority of TFCs say that most or all families known to children’s social care are receiving a whole family intervention.

TFCs were asked how many families known to children’s social care are receiving a whole family intervention, defined as working with families against all their identified headline problems. Almost all TFCs (96%) say that at least some families known to children’s social care are receiving whole family interventions, and slightly more than half (55%) report that this applies to most families. However, just one in six (15%) say that all families known to children’s social care are receiving a whole family intervention. This finding is very similar to 2018.

How many families known to children’s social care are receiving a whole family intervention?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W4Q2TFC)

TFCs are less positive than in previous years about systems allowing for shared opportunities and development of the workforce across the statutory, community and voluntary sectors.

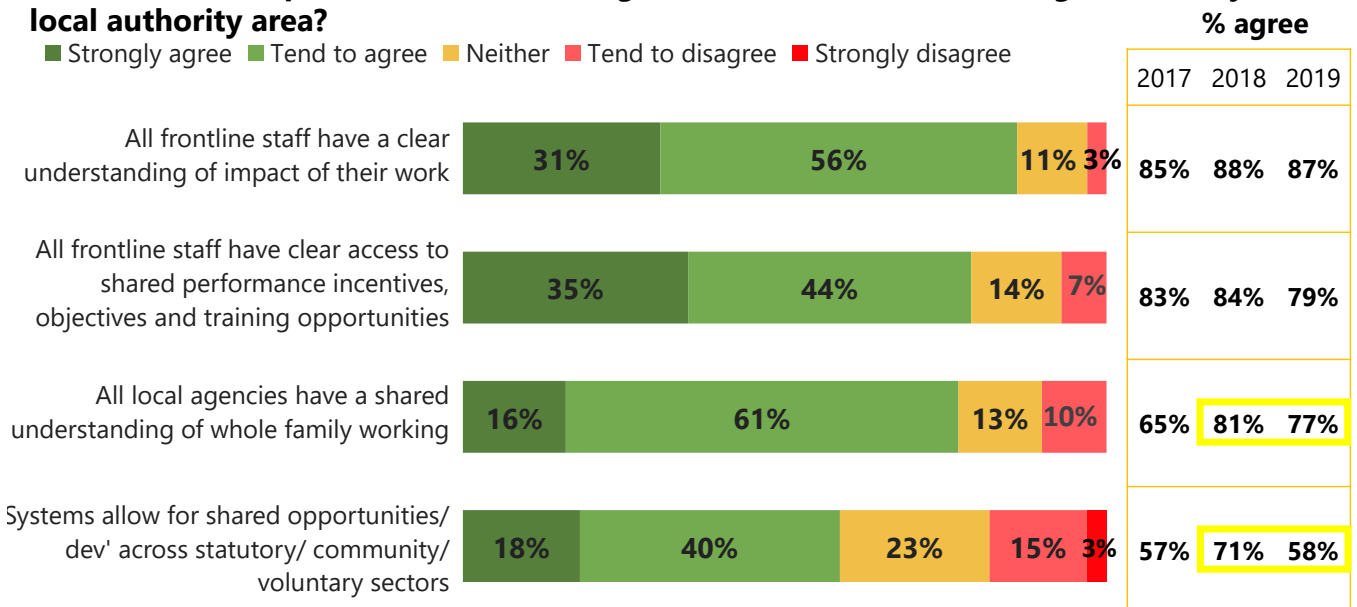
Workforce development

Nine in ten (87%) feel that frontline staff have a clear understanding of the impact of their work. TFCs also agree (79%) that frontline staff have clear access to shared performance incentives, objectives and training opportunities and that all local agencies have a shared understanding of whole family working (77%). These findings have largely remained consistent over time, though with more fluctuation in the proportion of local agencies who have a shared understanding of whole family working.

TFCs are less confident that systems allow for shared opportunities and development of the workforce across statutory, community and voluntary sectors (58%), and this proportion has fallen back to around the level of agreement seen in 2016 and 2017, after peaking in 2018.

To what extent would you agree or disagree with the following statements about workforce development for staff working in the Troubled Families Programme in your local authority area?

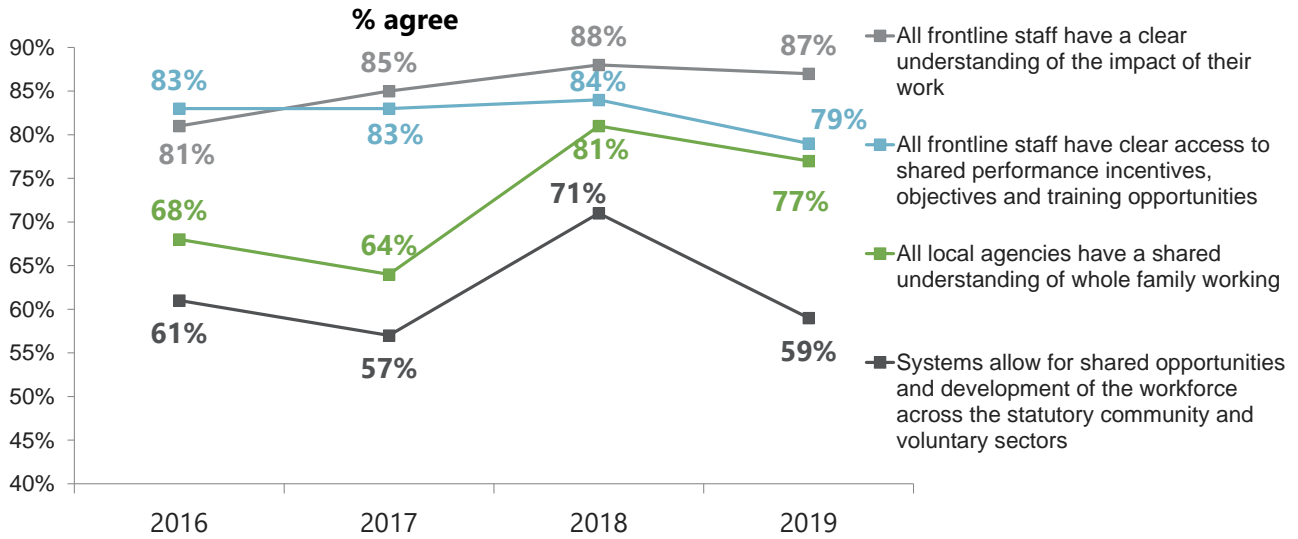
■ Strongly agree
 ■ Tend to agree
 ■ Neither
 ■ Tend to disagree
 ■ Strongly disagree



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q3TFC)
 Percentages only shown if 3% or more.

Workforce development: Trend data (2016-2019)

To what extent would you agree or disagree with the following statements about workforce development for staff working in the Troubled Families Programme in your local authority area?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q3TFC)

Workforce and workforce development – Summary

The mean number of **management and support staff, data analysts and dedicated intervention workers** has remained the same since 2016. However, the number of **other lead professionals** has decreased, demonstrating an overall decrease in the number of staff involved in delivering the Troubled Families Programme.

While TFCs continue to think that staff in children's social care and health visitors have the skills to deliver the whole family approach, there has been an increase in the proportion of TFCs who think this for **staff in education and employment services**. TFCs, however, have less confidence in 2019 that **staff in youth offending services** have the skills required to deliver the whole family approach. TFCs also continue to be less confident that staff in **housing services** and, most notably, **the police** are sufficiently well equipped to deliver the whole family approach.

Although the proportion has decreased, almost all TFCs agree that **whole family working has been embedded in children's services**, both across children's social care services and wider children's services. While around half of TFCs consider whole family working to be embedded across health visiting, education welfare officers and housing services, fewer TFCs than in 2018 are positive about the extent to which **whole family working has been embedded in youth offending services**, and mostly **the police**.

Almost all TFCs feel that **frontline staff have a clear understanding of the impact of their work** and agree that these **staff have clear access to shared performance incentives, objectives and training opportunities**. These findings are consistent over time. TFCs are less confident than in 2018 that all local agencies have **systems that allow for shared opportunities and development of the workforce across the statutory, community and voluntary sectors**.

Needs based commissioning

Attitudes towards commissioning

Wider influence of Troubled Families Programme

5 Needs-based commissioning

TFCs continue to be mostly positive about the commissioning process.

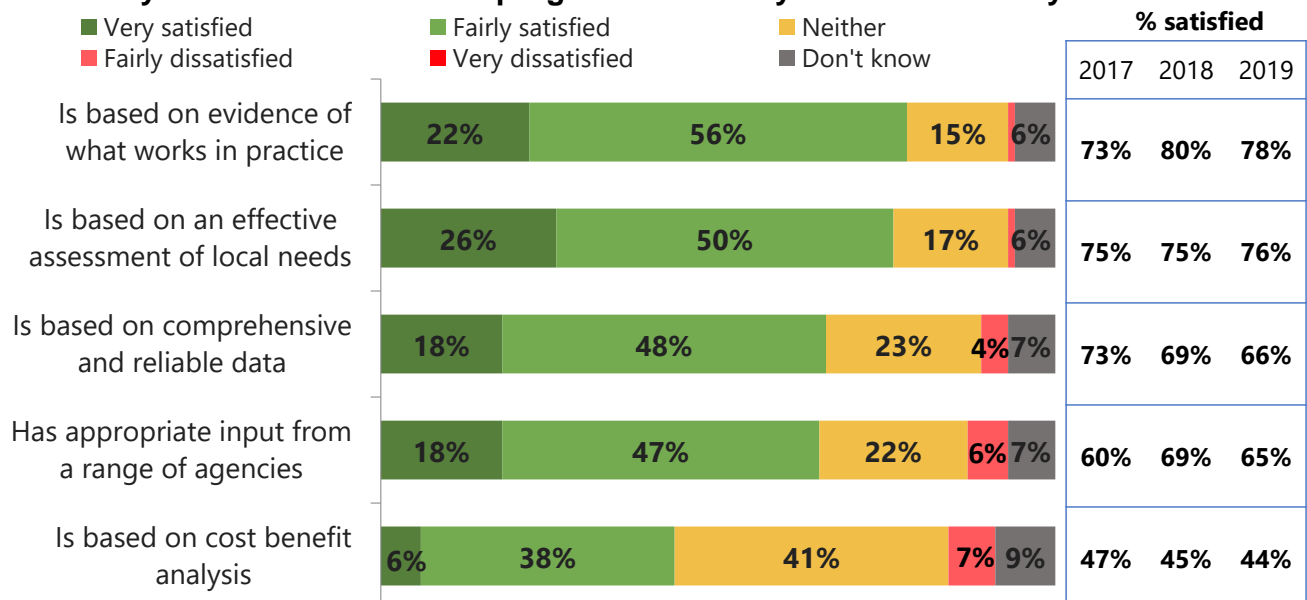
Attitudes towards commissioning

TFCs were asked how satisfied or dissatisfied they are with a range of aspects of the commissioning process funded by the Troubled Families Programme in their local authority.

In line with previous years, the majority of TFCs are satisfied that the Troubled Families Programme commissions services **based on evidence of what works in practice** (78%) and on an **effective assessment of local needs** (76%).

Two thirds of TFCs are satisfied that the commissioning process is **based on comprehensive and reliable data** and has **appropriate input from a range of agencies** (66% and 65% respectively). However, fewer (44%) are convinced that the commissioning process is **based on cost benefit analysis**.

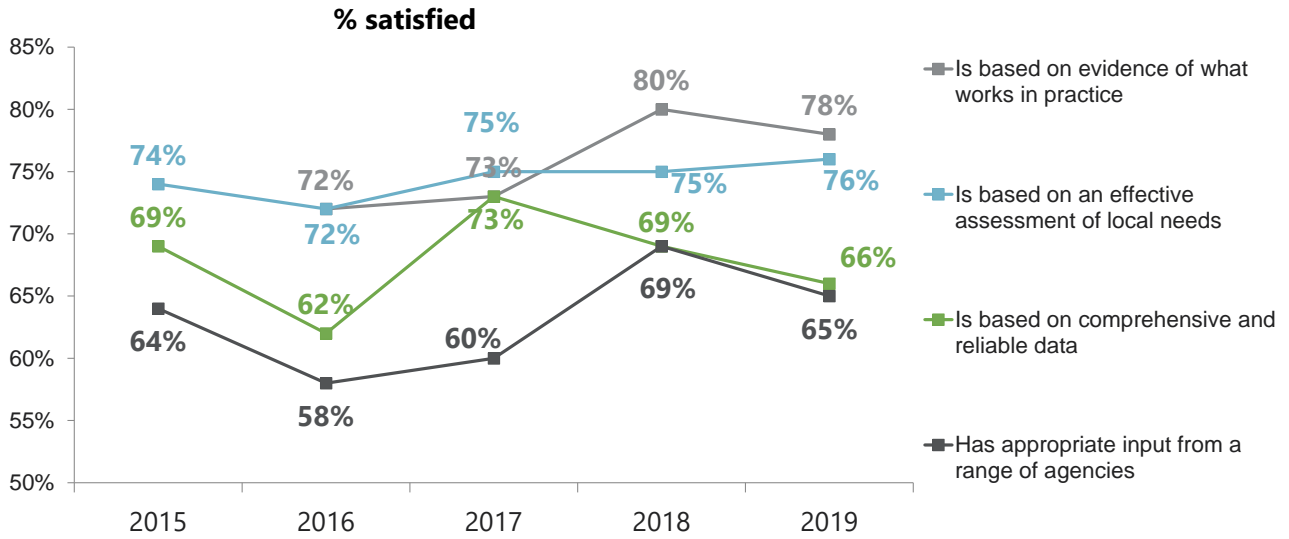
How satisfied or dissatisfied are you that the process of commissioning services funded by the Troubled Families programme within your local authority...



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019
Percentages only shown if 3% or more. (QTFC11)

Attitudes towards commissioning services: Trend data (2015-2019)

How satisfied or dissatisfied are you that the process of commissioning services funded by the Troubled Families programme within your local authority...



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019
 *First asked in 2016. (QTFC11)

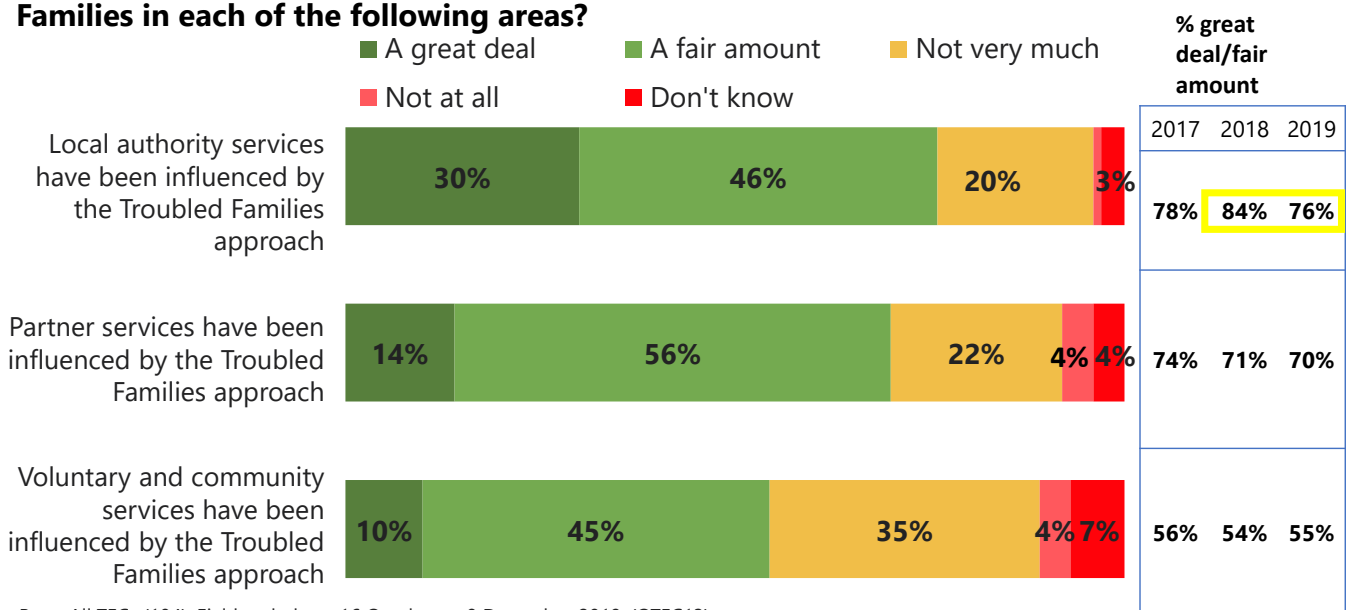
TFCs still feel that the programme has influence on commissioning local authority and partner services, although there has been a fall in those who think local authority services have been influenced by the Troubled Families approach.

Wider influence of Troubled Families Programme

Fewer TFCs feel that the Troubled Families Programme has had an influence on their local authority's wider approach to commissioning services:

- While three quarters (76%) of TFCs feel that commissioning of local authority services has been influenced a great deal or a fair amount by the Troubled Families approach, this has fallen since 2018 (from 84%).
- In line with previous years, 70% of TFCs feel that commissioning of partner services has been influenced by the Troubled Families approach and half (55%) say the same about voluntary and community services.

To what extent, if at all, would you say the Troubled Families Programme has influenced your local authority's approach to the commissioning of services beyond Troubled Families in each of the following areas?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (QTFC13). Percentages only shown if 3% or more.

Needs-based commissioning – Summary

In line with previous years, the majority of TFCs are satisfied that the Troubled Families Programme commissions services **based on evidence of what works in practice** and **based on an effective assessment of local needs**. Most TFCs are also satisfied that the commissioning process is **based on comprehensive and reliable data** and has **appropriate input from a range of agencies**. However, TFCs are less convinced that the commissioning process is **based on cost benefit analysis**.

TFCs continue to think that the Troubled Families Programme has had an influence on both the local authority's wider approach to commissioning partner services as well as local services, although the latter has decreased since 2018. In addition, the programme's influence continues to be less strongly felt for **voluntary and community services**.

Identifying and supporting families on the programme

Identifying and prioritising

Employment support

6 Identifying and supporting families on the programme

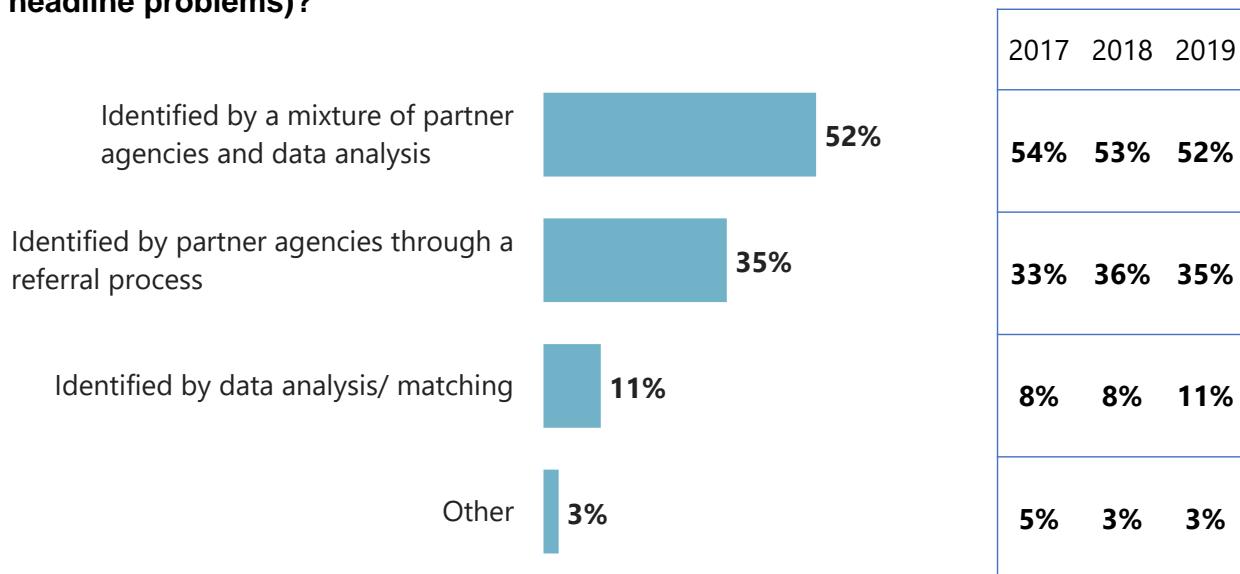
Local authorities continue to use a mix of partner agencies and data analysis to identify eligible families.

Identifying and prioritising

Half of TFCs (52%) say that their local authority identifies families to bring on to the programme using a combination of partner agencies and data analysis. A third (35%) say that partner agencies use a referral process to identify eligible families and one in ten (11%) identify families through data analysis or matching.

Approaches to identifying eligible families have remained mostly consistent over time.

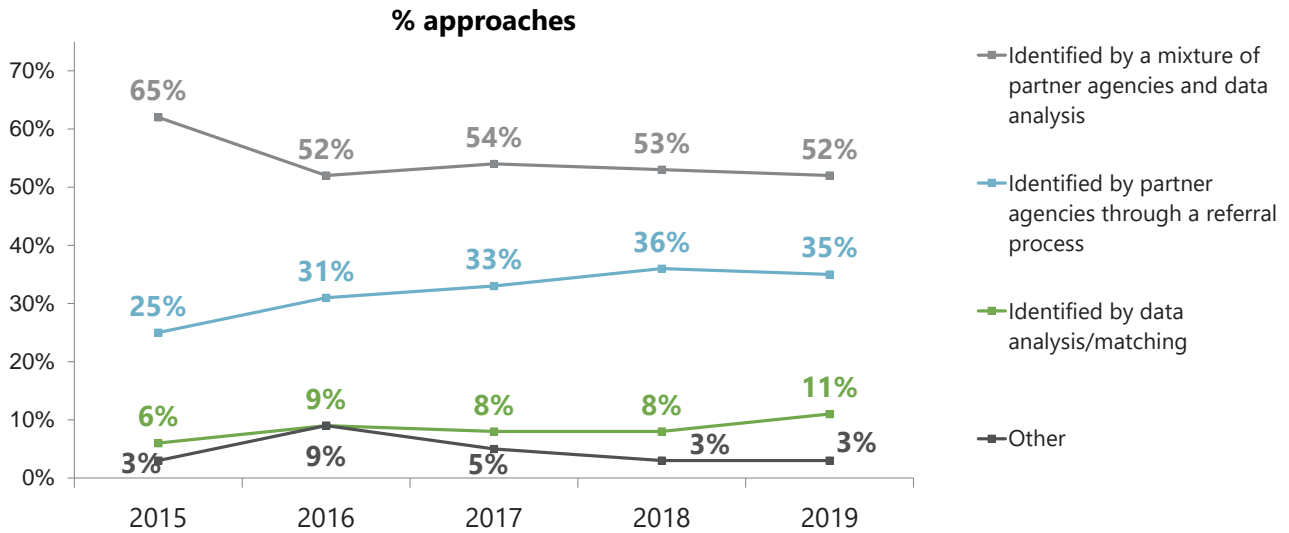
Which of the following approaches does your local authority take to identify eligible families to bring onto the programme (i.e. families who have two or more of the six headline problems)?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC14)

Identifying and prioritising families: Trend data (2015-2019)

Which of the following approaches does your local authority take to identify eligible families to bring onto the programme (i.e. families who have two or more of the six headline problems)?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC14).

While families with the greatest need or problems continue to be prioritised to receive support, fewer TFCs report prioritising families on a first come, first served basis.

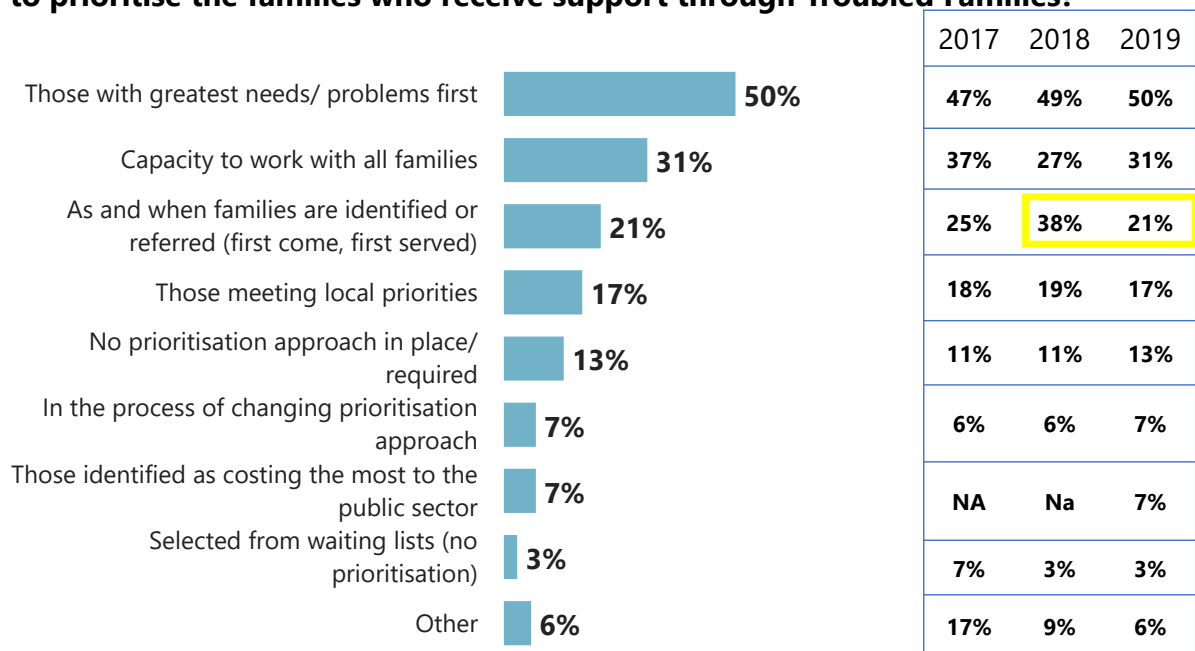
Once families have been identified as eligible, local authorities employ a range of approaches in order to prioritise those who receive support through the Troubled Families Programme, and some use a combination of methods.

The most common approach, mentioned by half of TFCs (50%), is to prioritise those with the greatest needs or problems first. Three in ten (31%) have the capacity to work with all families identified, and one in five (21%) adopt a first come, first served method; an approach that has been used less commonly in 2019 than last year (21%, compared with 38% in 2018, and 25% in 2017).

Other approaches include prioritising families who are meeting local priorities (17%) and having no prioritisation approach in place (13%). Fewer than one in ten TFCs prioritise those identified as costing the most to the public sector or are in the process of changing the prioritisation approach (both seven per cent).

A table detailing the trend data for approaches taken to prioritising families (2015-2019) is included in the appendices.

Once a family has been identified as eligible for the programme, what approach, if any, is used to prioritise the families who receive support through Troubled Families?



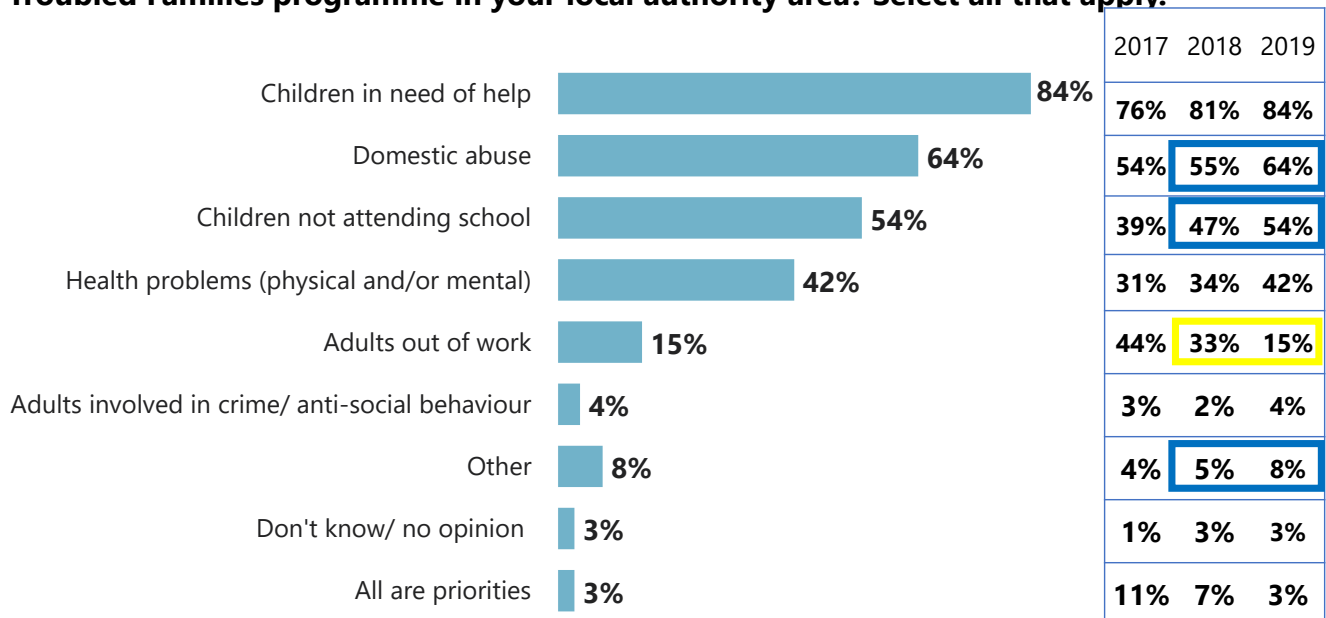
Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019 (QTFC15)

TFCs identify children in need of help as the most important priority for the Troubled Families Programme in their local authority area. Domestic abuse and children not attending school have become more important priorities, and adults out of work less important.

When asked about the two or three most important priorities for the Troubled Families Programme in their local authority area, more than four in five (84%) of TFCs identify **children in need of help** as a top priority, and two thirds (64%) highlight **domestic abuse**. Around half (54%) mention **children not attending school** and two in five (42%) say that **health problems** (physical and/or mental) are an important factor for the programme in their area.

The relative importance of these priorities has remained consistent over time, but more TFCs mention domestic abuse and children not attending school as priorities. However, the proportion of TFCs who identify **adults out of work** as one of their most important priorities has fallen from 44% in 2017 to 15% in 2019.

Which of the following, if any, are the two or three most important priorities for the Troubled Families programme in your local authority area? Select all that apply.



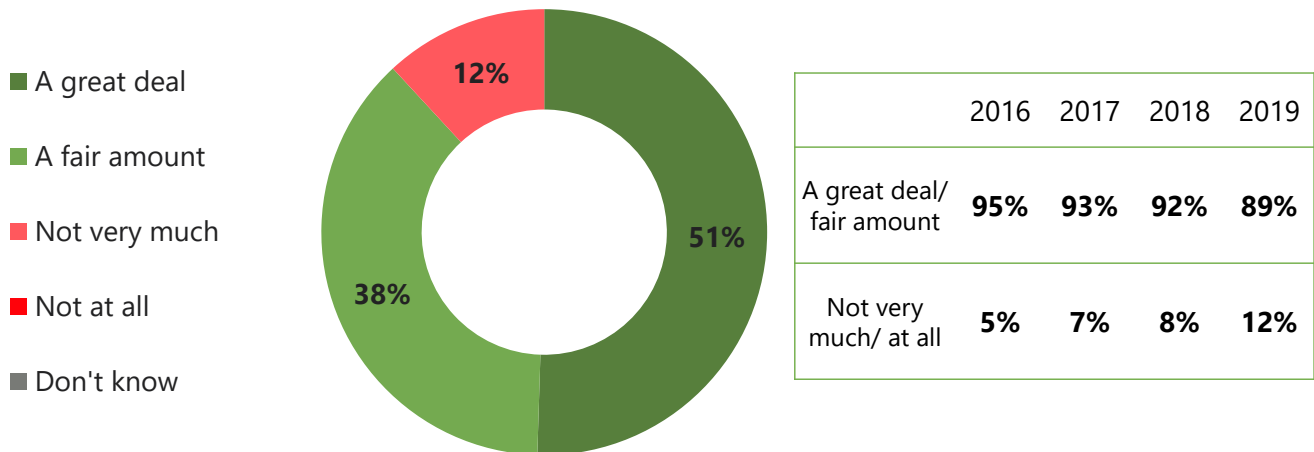
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W3QTFC15)

Employment support continues to be considered an integrated part of the programme.

Employment support

Almost nine in ten TFCs (89%) believe employment support is an integrated part of the programme in their local authority, including half (51%) who say it is integrated 'a great deal'. This is consistent with findings from 2016 and 2017.

And to what extent, if at all, do you think employment support is an integrated part of the Troubled Families programme in your local authority?



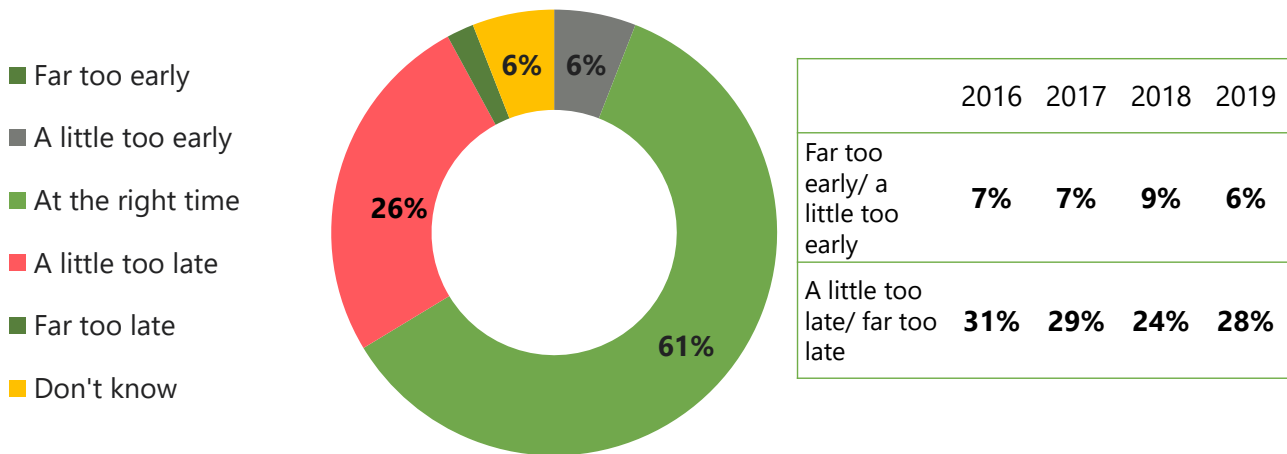
Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019. (W2Q9TFC).

In line with previous years, TFCs generally feel that employment support is offered to families at about the right time.

Most TFCs are also positive about the timing of employment support being offered to families: three in five (61%) say it is offered at the right time.

Only two per cent of TFCs feel that employment support is offered to families far too late, but a quarter (26%) say it is offered to families a little too late.

In general, would you say that employment support is being offered to families too early, too late or at about the right time during their time on the programme?

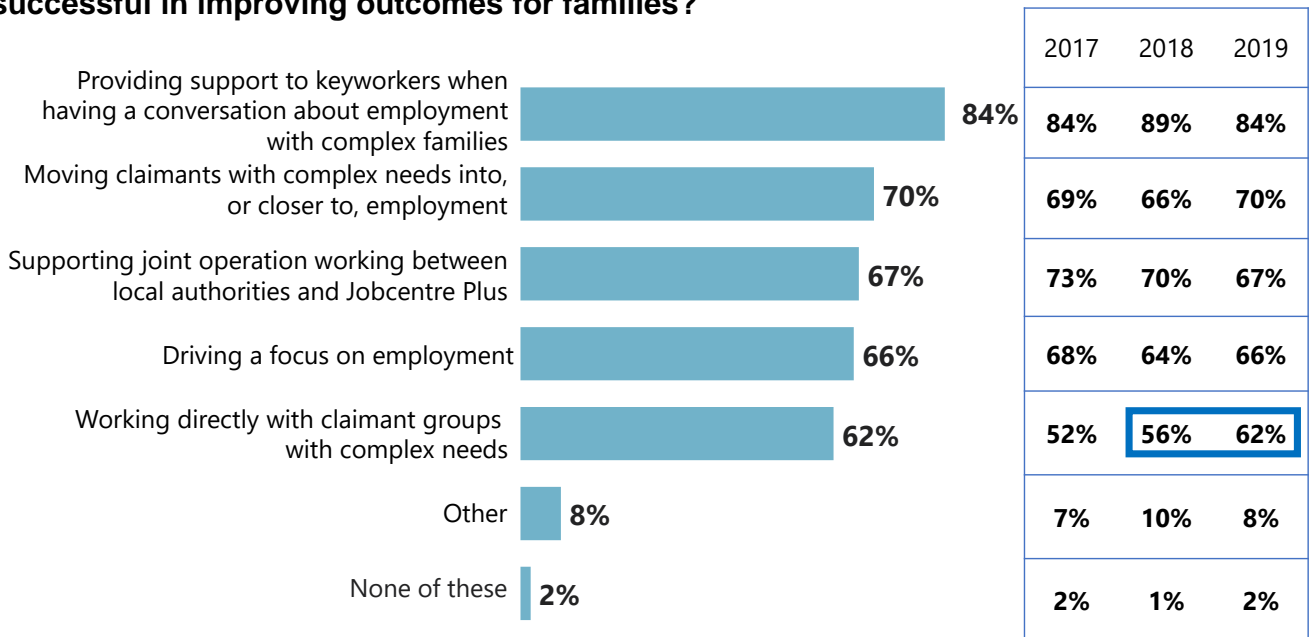


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (W2Q8TFC). Percentages only shown if 3% or more.

TFCs are consistently positive about the TFEA model.

TFCs are overwhelmingly positive about the way in which the TFEA model works in relation to improving outcomes for families, which is consistent with the findings from the 2017 and 2018 surveys. Most TFCs (84%) feel that the TFEA model has been successful at **providing support to keyworkers when having a conversation about employment with complex families** and seven in ten (70%) say it is successful at **moving claimants with complex needs into, or closer to, employment**. Two thirds consider the TFEA model to be successful in terms of **supporting joint working between local authorities and Jobcentre Plus** (67%) and in **driving a focus on employment** (67% and 66% respectively). Three in five (62%) think the TFEA model has been successful in **working directly with claimant groups with complex needs**, a six per cent increase since 2018.

In which of the following ways, would you say that the TFEA model has been successful in improving outcomes for families?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W3QTFC10)

Identifying and supporting families on the programme – Summary

TFCs say that their local authority typically uses a combination of partner agencies and data analysis to identify families to bring on to the programme, and once identified, the most common approach to prioritising families is based on **those with the greatest need or problems**. Fewer TFCs mention a **first come, first served** method for prioritising families in 2019, compared with 2018.

TFCs consistently identify the most important priorities for the Troubled Families Programme in their local authority area as **children in need of help** and **domestic abuse**. **This last priority has grown in importance for TFCs alongside children not attending school**. However, the proportion of TFCs who identify **adults out of work** as one of their most important priorities has fallen for the second year.

Employment support is still held-up as a very successful element of the Troubled Families programme: TFCs remain highly positive about the way in which the TFEA model works in relation to improving outcomes for families. Most feel that the TFEA model has been successful at providing support to keyworkers when having a **conversation with complex families about employment** and in **supporting joint working between local authorities and Jobcentre Plus**. It is regarded as an integrated part of the programme and most TFCs are also positive about the **timing of employment support**, sensing that it is **offered at the right time**.

The service transformation maturity model

Leadership and governance

Partnership working

Local services

7 The service transformation maturity model

TFCs remain very positive about the way the programme is led and governed in their local authority, although they feel that the commissioning of services is less informed by evidence and analysis of demand than previously.

Leadership and governance

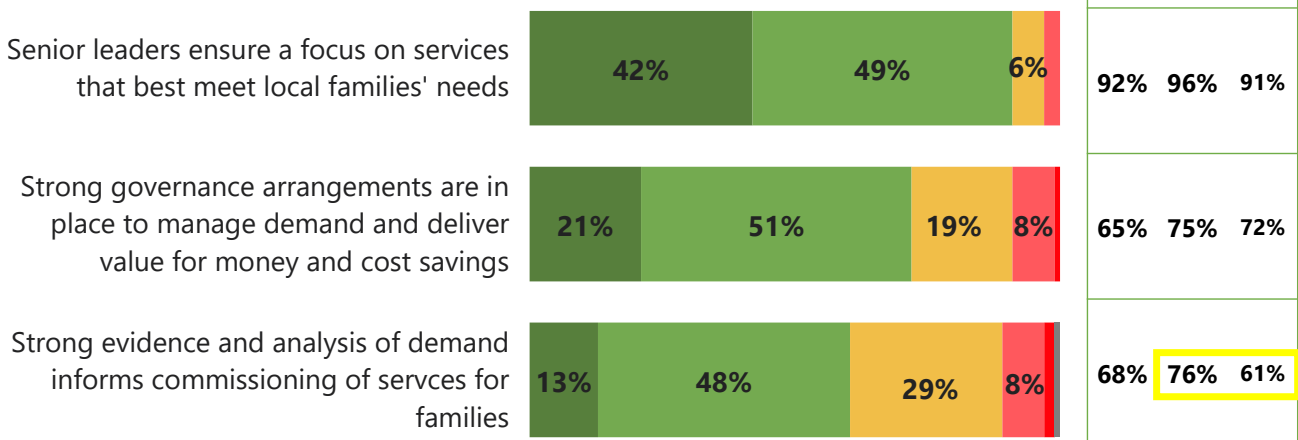
TFCs largely continue to be confident in how the Troubled Families Programme is led and governed in their local authority; nine in ten (91%) agree that senior leaders ensure a focus on services that best meet local families’ needs.

Seven in ten TFCs (72%) feel that strong governance arrangements are in place to manage demand and deliver value for money and cost savings. Slightly fewer (61%) agree that strong evidence and analysis of demand informs commissioning of services for families, a decrease of five per cent since 2018.

To what extent would you agree or disagree with the following statements about how the Troubled Families programme is led and governed in your local authority area?

% agree

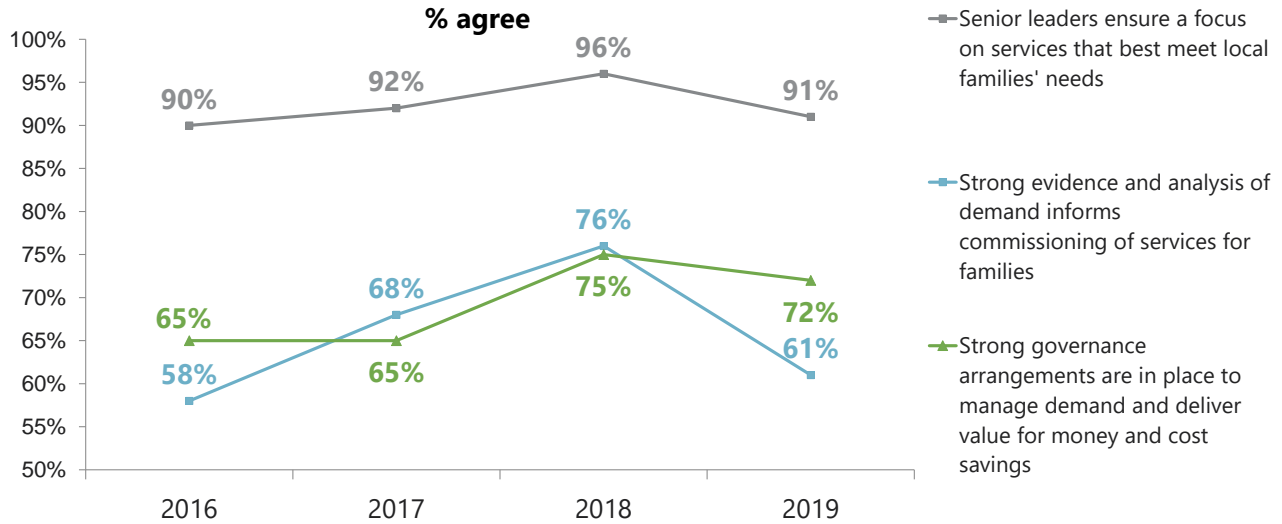
■ Strongly agree ■ Tend to agree ■ Neither ■ Tend to disagree ■ Strongly disagree ■ Don't know



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q3TFCA)
 Percentages only shown if 3% or more.

Leadership and governance: Trend data (2016-2019)

To what extent would you agree or disagree with the following statements about how the Troubled Families programme is led and governed in your local authority area?

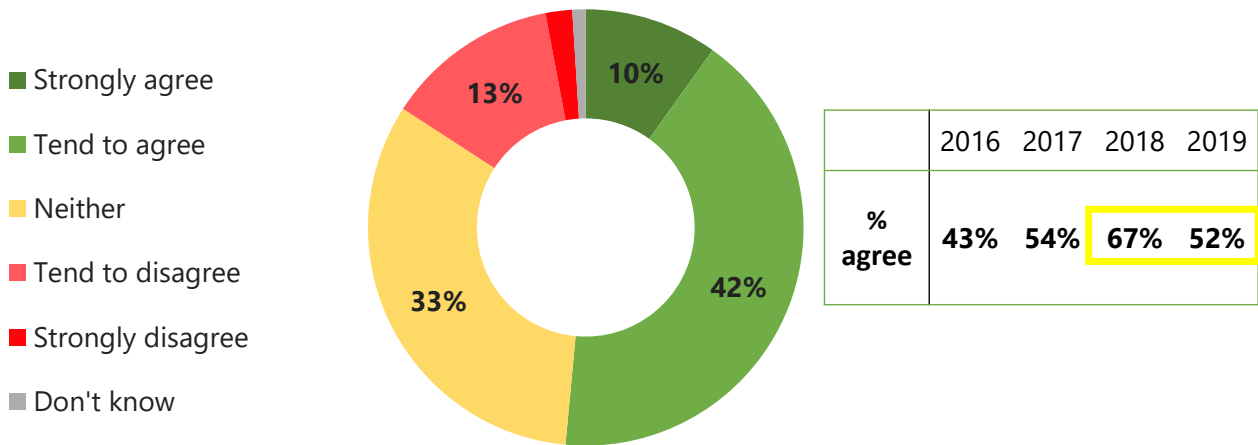


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q3TFCA)

TFCs feel less confident than they did before that all agencies share a common purpose.

When asked about how the programme is led and governed, TFCs are less convinced (compared with the statements above) that all agencies in their local area have a common purpose, commissioning services designed to deliver whole family outcomes. After a peak in 2018, agreement has fallen back to the same level as 2017, as shown in the chart below.

To what extent would you agree or disagree with the following statements about how the Troubled Families programme is led and governed in your local authority area... All agencies in the local area have a common purpose, commissioning services designed to deliver whole family outcomes?



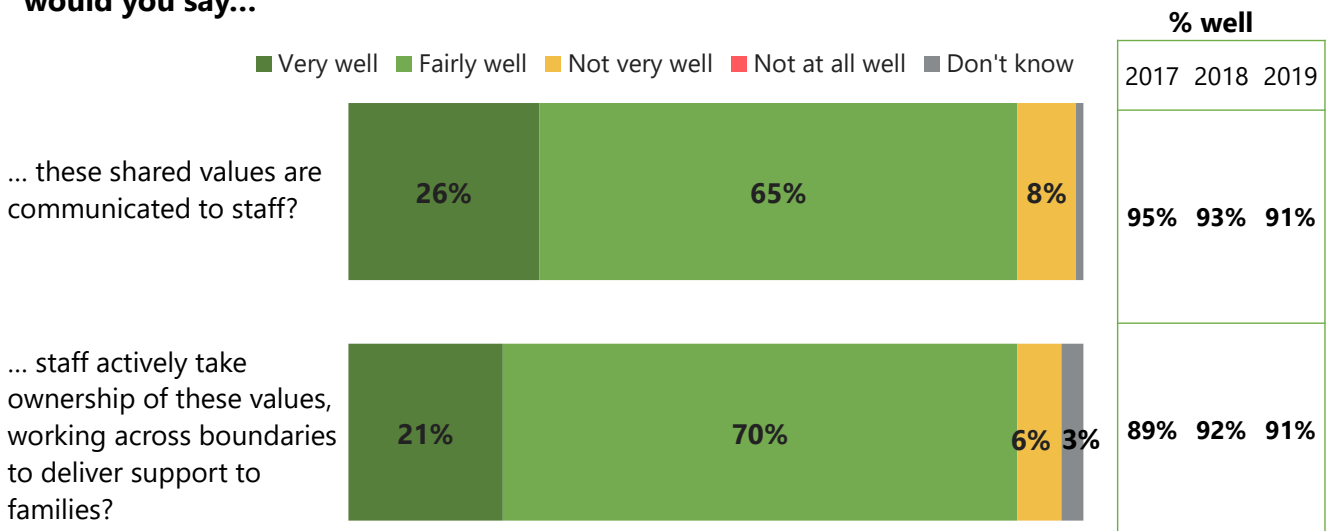
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q3TFCA)
 Percentages only shown if 3% or more.

TFCs remain positive about the way in which the programme communicates shared values to staff and the way in which staff actively take ownership of these values.

Partnership working

TFCs remain very positive about partnership working. Most say that shared values are communicated to staff well, and that staff do well at actively taking ownership of values, working across boundaries to deliver support (both mentioned by 91% of TFCs).

Troubled Families involves local agencies in a shared commitment to transform the way services work with families with complex needs and whole family working. How well would you say...

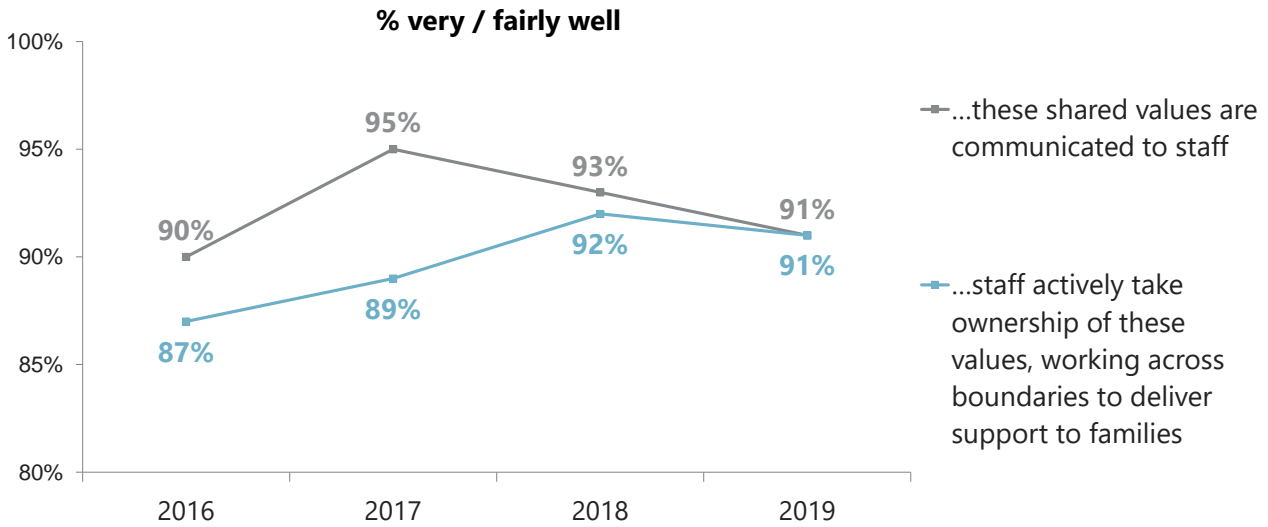


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q4TFC)
 Percentages only shown if 3% or more.

Partnership working: Trend data (2016-2019)

The following chart demonstrates how confidence in the way the Troubled Families programme involves local agencies has remained high.

Troubled Families involves local agencies in a shared commitment to transform the way services work with families with complex needs and whole family working. How well would you say...

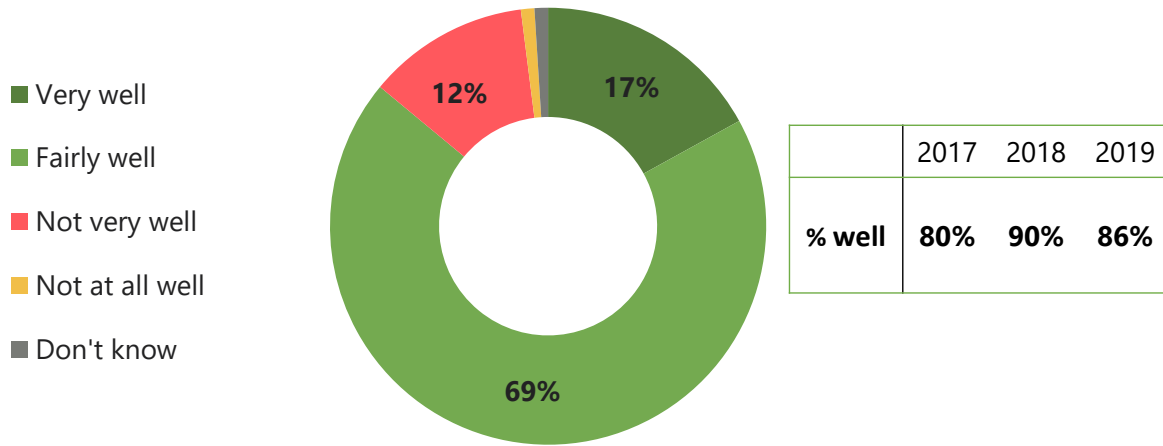


Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q4TFC)

Most TFCs think that the delivery structures work well to enable staff to work together and to share priorities and outcomes.

The majority of TFCs (86%) say that delivery structures enable staff from different disciplines to work together to share priorities.

Troubled Families involves local agencies in a shared commitment to transform the way services work with families with complex needs and whole family working. How well would you say delivery structures enable staff from different disciplines to work together to share priorities and outcomes?



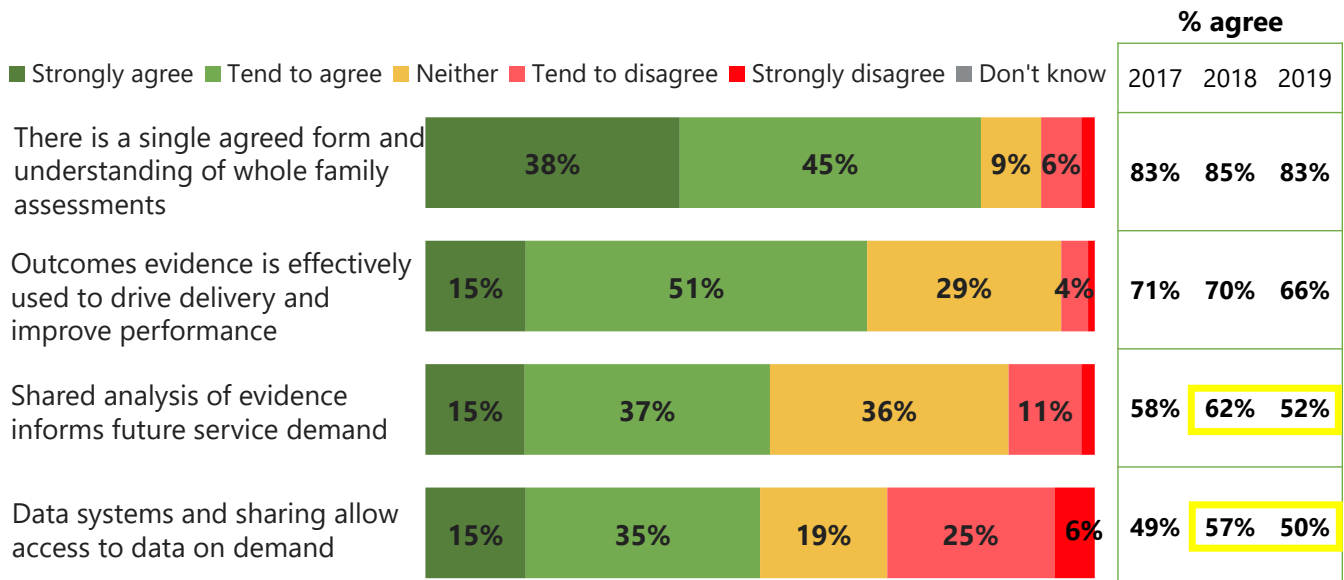
Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q4TFC)
 Percentages only shown if 3% or more.

TFCs are less positive about how well the Troubled Families Programme allows staff to work together effectively.

Most TFCs (83%) agree that there is a single agreed form and understanding of whole family assessments in their local area. Two thirds (66%) agree that outcomes evidence is effectively used to drive delivery and improve performance.

Fewer TFCs say that shared analysis of evidence informs future service demand or that data systems and sharing allow access to data on demand (52% and 50% respectively). The extent to which TFCs agree with both these statements has fallen significantly since 2018.

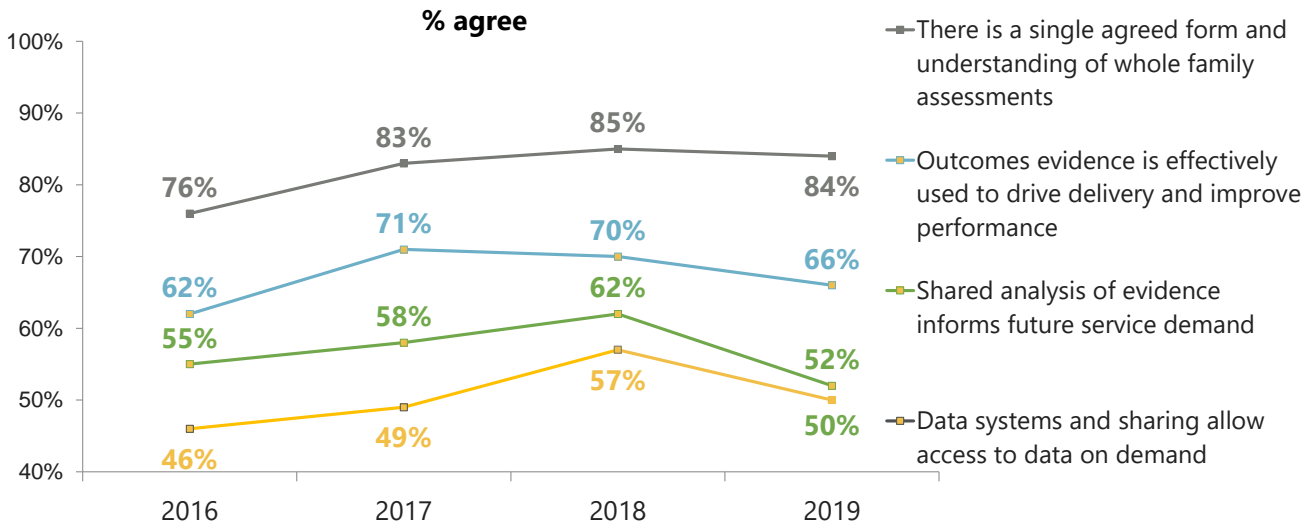
And to what extent would you agree or disagree that the Troubled Families programme in your local area allows staff to work together effectively in the following ways?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019. (W2Q6TFC)
 Percentages only shown if 3% or more.

Local services: Trend data (2016-2019)

And to what extent would you agree or disagree that the Troubled Families programme in your local area allows staff to work together effectively in the following ways?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (W2Q6TFC)

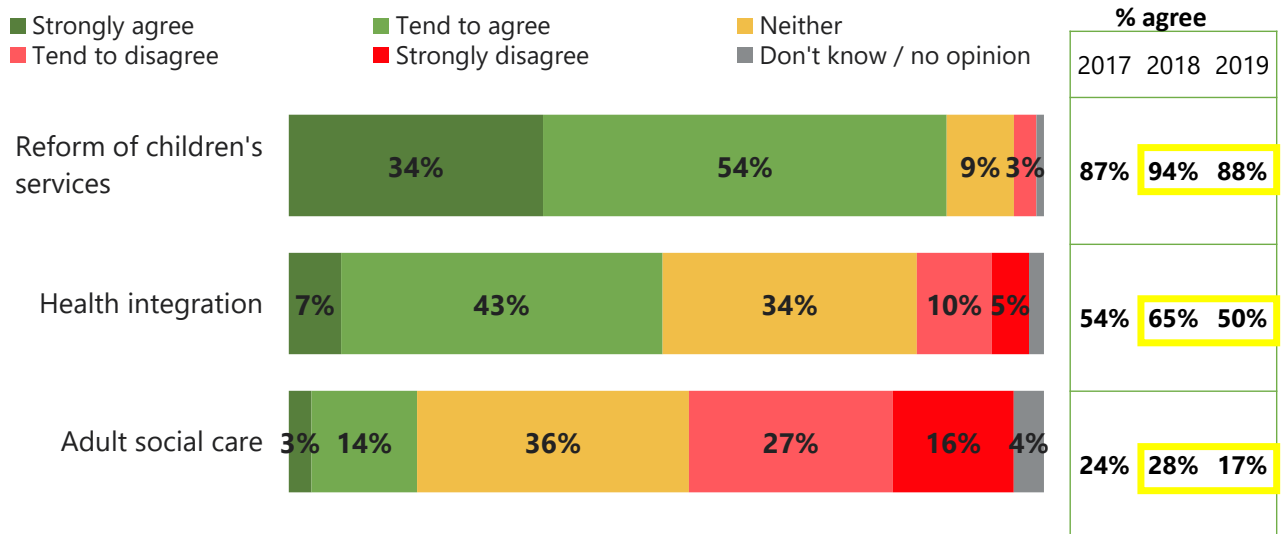
TFCs are less confident that the Troubled Family offer in their local authority area links to wider local and national transformation programmes.

Links to wider local and national programmes

The majority of TFCs (88%) agree that the Troubled Families offer in their local area links to wider local and national transformation programmes in relation to reform of children’s services. Half (50%) agree that health integration programmes have wider links and 17% say the same for adult social care

TFC’s views are less positive in relation to the strength of these links in all three areas in 2019.

To what extent do you agree the Troubled Families offer in your local authority area links to wider local and national transformation programmes in the following areas?



Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019 (W3Q7TFC)
 Percentages only shown if 3% or more

The service transformation maturity model - Summary

Whereas most TFCs agree that **senior leaders ensure a focus on services that best meet local families' needs**, fewer agree that **strong governance arrangements are in place to manage demand and deliver value for money and cost savings**. A smaller proportion of TFCs agrees that **strong evidence and analysis of demand informs commissioning of services for families**. This last proportion has decreased since 2018.

TFCs remain very positive about partnership working: most say that **shared values are communicated to staff** and that staff do well at **actively taking ownership of values and working across boundaries to deliver support**. A similar proportion say that **delivery structures enable staff from different disciplines to work together to share priorities**.

The Troubled Families programme also continues to be viewed positively in relation to allowing staff to work together effectively, specifically in terms of an **agreed approach to whole family assessments**, and **the use of outcomes evidence**. However, fewer TFCs agree that shared analysis of evidence informs future service demand. Similarly, the proportion of TFCs who think that staff work together effectively in terms of **data systems and data sharing** has decreased.

Whereas the majority of TFCs agree that the Troubled Families offer in their local area links to wider local and national transformation programmes in terms of **reform of children's services**, only half think that their local offer links to wider **health integration** programmes and even fewer think that **adult social care** is linked to wider transformation programmes. Views for all three areas are less positive compared with 2018.

The national programme

Attitudes towards the national Troubled Families team

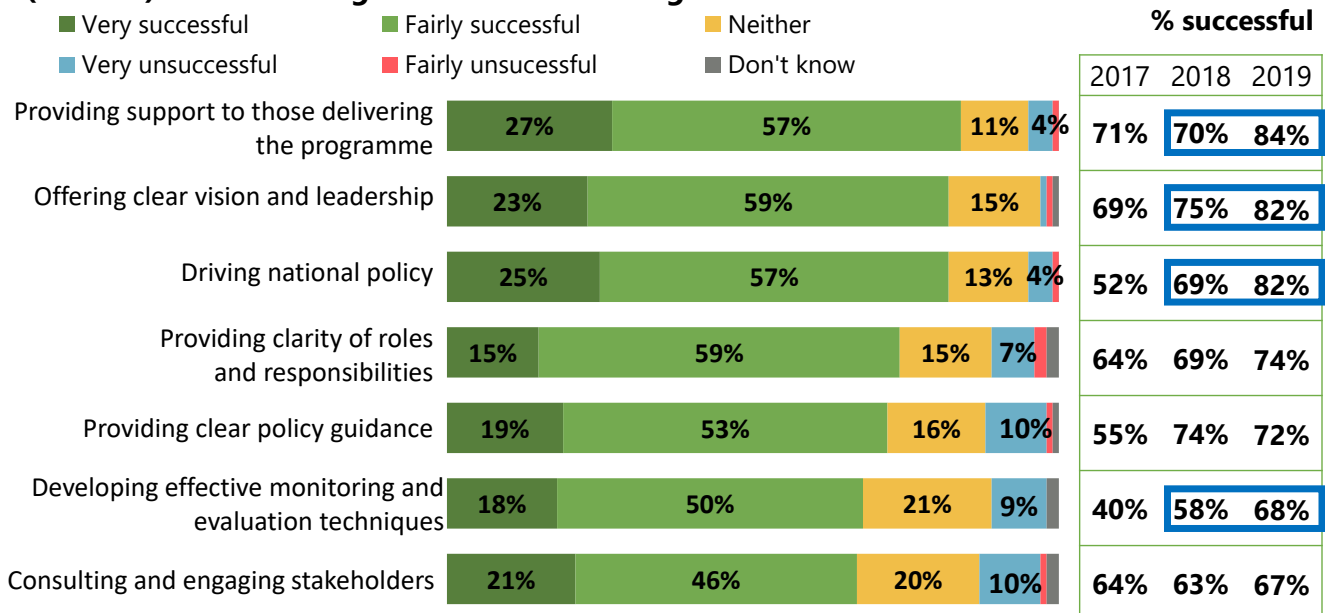
8 The national programme

TFCs increasingly think that the national Troubled Families team is successful in terms of offering leadership, clear vision, policy guidance, and clarity of roles and responsibilities.

TFCs are increasingly positive about the success of the national Troubled Families team (MHCLG), particularly in terms of providing support to those delivering the programme (84%, a 14% increase since 2018), offering clear vision and leadership (82%, a seven per cent increase) and policy guidance (82%, a 13% increase).

Three quarters (74%) continue to regard the national team as successful at providing clarity of roles and responsibilities and slightly fewer (72%) say it is successful at providing clear policy guidance. Seven in ten (68%) say it develops effective monitoring and evaluation techniques (an increase of ten percentage points since 2018) and a similar proportion is successful at consulting and engaging stakeholders (in line with previous findings).

How successful or unsuccessful would you say the national Troubled Families team (MHCLG) is in achieving each of the following?



Base: All TFCs (104); Fieldwork dates 16 October to 8 December 2019 (QTFC19)
Percentages only shown if 3% or more

The national programme - Summary

The national Troubled Families team (MHCLG) in 2019 is viewed more positively in terms of successfully providing support to those delivering the programme, offering clarity of vision and leadership, and driving national policy.

TFCs also consider the national team to be more successful than all other years at developing effective monitoring and evaluation techniques.

The majority of TFCs continue to regard the national team as very successful at providing clarity of roles and responsibilities as well as providing clear policy guidance. TFCs also continue to be largely supportive of the national team in terms of their success at consulting and engaging stakeholders.

Conclusions

9 Conclusions

This is the **fifth annual survey of Troubled Families Coordinators (TFCs)** involved in delivering the Troubled Families Programme. The research set out to explore their views on the level of service transformation driven by the programme alongside the impact of the family intervention approach.

Findings are mostly consistent with those found previously – both in terms of the TFC role and their views of the programme. Where year-on-year changes occur, they typically suggest improvements in the way the programme is operating, although some persistent challenges remain.

Management of the Troubled Families Programme

Almost all TFCs are employed by a local authority (97%) and work at a senior management level in their organisation. They are **well-qualified** (82% have an NVQ4+ or equivalent), **mostly female** (67%) and **aged 45 or over** (65%). Two in five TFCs (41%) work within a children, young people and families team, and a quarter each work as part of an Early Help service team or a specific Troubled Families team (27% and 25% respectively).

The voluntary and community sector is a key partner for Troubled Families Programmes providing a range of services including whole family keyworkers (19%), specialist services (18%) or step down provision (13%). **Where partners are involved in delivering the Troubled Families Programme, they typically deliver small proportions of the programme;** 13% say that 40% or more of the programme is delivered by other partners.

Local authorities typically use a combination of **partner agencies and data analysis** to identify families to bring on to the programme (52%), and once identified, the most common approach to prioritising families is based on **those with the greatest need or problems** (50%), and three in ten (31%) say they have the capacity to work with all families identified. Fewer TFCs than last year mention a **first come, first served** method for prioritising families (21% compared with 38% in 2018).

TFCs consistently identify the most important priority for the Troubled Families Programme in their local authority area as **children in need of help** (84%). Domestic abuse and children not attending school have moved up the agenda this year, both identified by more TFCs, but fewer pinpoint adults out of work as a priority.

Over the last four waves of the research, TFCs have been consistently positive about their workforce. Almost all (87%) feel that **frontline staff have a clear understanding of the impact of their work** and four in five agree that **frontline staff have clear access to shared performance incentives, objectives and training opportunities and that all local agencies have a shared understanding of whole family working** (79% and 77% respectively). There has been more fluctuation in confidence that **systems allow for shared opportunities and development of the workforce across statutory, community and voluntary sectors**; three in five (59%) agree, returning to the level of agreement in 2016/2017 after a peak of 71% in 2018).

Confidence in skill levels varies by service, with a high proportion of TFCs continuing to say that staff in **children's social care services** (87%) are well equipped to deliver the whole family approach. TFCs are increasingly confident that staff in both **education** (63%, compared with 57% in 2018) and **employment services** (56%, compared with 47% in 2018) have the skills they need. There has been no change in the proportion who think health visitors have the right skills to deliver a whole family approach (60% are confident). However, fewer are confident that **staff in youth offending services** are equipped this year (54% versus 66% previously). Confidence is generally lower in relation to **housing services or the police** (39% and 29% respectively).

Not surprisingly, these views are reflected in responses exploring the extent to which whole family working is embedded across different services. Most are still positive that **whole family working has been embedded in children's services** (95%, compared with 100% in 2018), but they are less positive about the extent to which whole family working has been embedded within **health, youth offending, education, housing and the police**. Further, confidence levels have fallen for youth offending and the police this year.

Employment support is consistently held-up as a successful, integrated element of the Troubled Families Programme: TFCs are very positive about the way in which the TFEA model works in relation to improving outcomes for families. Most feel that the TFEA model has been successful at **providing support to keyworkers when having a conversation about employment with complex families** (84%) and in **moving claimants with complex needs into, or closer to, employment** (70%). More this year say the TFEA model has been successful in **working with claimants with complex needs** (62% versus 56% previously). Three in five (61%) of TFCs are also positive about the **timing of employment support**, and most agree that it is **offered at the right time**. However, similar to previous years, a notable minority (28%) feel that it is offered too late.

Implementation of the Troubled Families Programme

TFCs continue to be positive about the effectiveness of the Troubled Families Programme in terms of achieving **whole family working** (94%) as well as the programme's efficacy in **achieving long term positive change in families' circumstances** (89%). TFCs also view the programme as effective in terms of achieving a focus on **early intervention** in their local area (88%). While the programme is regarded as effective at achieving **data sharing between agencies** (67%), few would say that the programme is *very effective* in this respect (nine per cent).

TFCs continue to be positive about the programme's ability to effectively **achieve wider service transformation in their area** (81%). However, there has been an increase in the proportion who say it is effective at **cost saving** (47%, compared with 37% in 2018). In contrast, the Troubled Families Programme is considered less effective in other areas, such as reducing **demand for statutory services** (54%) or **achieving outcome-based commissioning** (46%).

In line with previous years, the majority of TFCs are satisfied with the commissioning process within their LA. Most feel that the Troubled Families Programme commissions services **based on evidence of what works in practice** (78%) and **on an effective assessment of local needs** (76%). Two-thirds are also satisfied that the commissioning process is **based on comprehensive and reliable data** (66%) and has **appropriate input from a range of agencies** (65%), but they are less convinced that the commissioning process is **based on cost benefit analysis** (43%).

TFCs confidence in how the Troubled Families Programme is led and governed in their local authority mostly remains strong. Nine in ten (91%) agree that **senior leaders ensure a focus on services that best meet local families' needs** and seven in ten (72%) say that **strong governance arrangements are in place to manage demand and deliver value for money and cost savings**. However, fewer TFCs (61%) agree that **strong evidence and analysis of demand informs commissioning of services for families**, a significant fall since 2018 (76% previously).

TFCs also remain positive about partnership working. Almost all say that **shared values are communicated to staff well** and that staff do well at **actively taking ownership of values, working across boundaries to deliver support** (both 91%). Most (87%) also say that **delivery structures enable staff from different disciplines to work together to share priorities and outcomes**.

The national Troubled Families team (MHCLG) is increasingly viewed positively by TFCs across a range of areas: successfully providing support to those delivering the programme (84%, a 14% increase since 2018), offering clear vision and leadership (82%, a seven per cent increase), driving national policy (82%, a 13% increase) and developing effective monitoring and evaluation techniques (68%, up 14%). There is also evidence that the national team offers clarity of roles and responsibility (74%), provides clear policy guidance (72%) and consults and engages stakeholders (67%).

Areas for development

The annual Troubled Families Co-ordinator survey set out to explore the level of service transformation driven by the programme as well as the impact of the whole family working approach on outcomes for families themselves. TFCs are consistently positive about the programme, and while many aspects are increasingly held in high regard, areas for development continue to exist:

- **Concerns about data systems and data sharing have moved up the agenda.** For example, there has been a change in the relative importance of the challenges faced by the programme, with more identifying no data sharing or a lack of data sharing as a problem and there has been a fall in the proportion who say the programme is effective at data sharing between agencies. Additionally, fewer TFCs than last year say that shared analysis of evidence informs future service demand and that data systems and sharing allow access to data on demand, reversing a positive trend on these measures.
- In line with previous years, **TFCs are satisfied with the commissioning process within their local authority.** They say the Troubled Families Programme commissions services based on evidence of what works in practice, uses effective assessments of local needs, and has influenced the local authority's wider approach to commissioning services. However, they continue to be less convinced that the commissioning process is based on cost benefit analysis, and, as before, there is more work to do with voluntary and community services in this area.
- **TFCs confidence in how the Troubled Families Programme is led and governed in their local authority continues to be high, but they are less positive about how leaders use evidence to inform commissioning and on the existence of a common purpose between agencies.** For example, they believe that senior leaders are ensuring a focus on services that best meet local families' needs and that strong governance arrangements are in place to manage demand and deliver value for money and cost savings. However, again reflecting concerns about data systems, fewer say that strong evidence and analysis of demand informs commissioning of services for families and fewer agree that all agencies in their local area have a common purpose, commissioning services designed to deliver whole family outcomes.

- **The workforce is viewed positively, but TFCs are less positive about the ability of systems to allow for shared opportunities and development.** The majority agree that frontline staff have a clear understanding of the impact of their work and that they have clear access to shared performance incentives, objectives and training opportunities. However, fewer TFCs agree that systems allow for shared opportunities and development of the workforce across statutory, community and voluntary sectors, and this has fallen in 2019 (back to match the level seen in 2017).
- **Confidence in staff skills varies by service.** Confidence levels remain high for both children's social care and health visitors, and has increased for education and employment services. However, TFCs are less confident that those working in youth offending services have the skills to deliver the whole family approach. Similarly, a skills gap remains apparent for housing services and the police.
- **Focusing on children at risk,** while most TFCs are confident that their local programme can prevent and resolve issues that lead to children becoming children in need or being stepped up to a child protection plan, they are less confident about whether the programme can effectively address and resolve issues around children being taken into care.

Appendices

Appendices

Trend data tables

Fig 10.1: Challenges facing delivery of the Troubled Families Programme (Trend data 2015-2019)

What would you say are the main challenges facing delivery of the Troubled Families Programme in your local authority?

	2015	2016	2017	2018	2019
Cuts to/ capacity problems in core services	73%	71%	68%	70%	55%
Payment by results	25%	47%	53%	49%	34%
Too much bureaucracy	30%	26%	50%	30%	41%
Too data driven	32%	32%	42%	42%	27%
Lack of funding generally	28%	26%	30%	33%	38%
Senior Leadership Team changes or restructuring	N/A	33%	29%	21%	18%
No/ lack of data sharing	N/A	N/A	28%	21%	31%
Funding streams not shared across local partners	30%	26%	28%	26%	25%
Targets are too ambitious	24%	31%	21%	29%	13%
Lack of partnership working	16%	20%	15%	17%	14%
Too many families to reach	14%	17%	12%	15%	7%
Staff training/ support	8%	4%	6%	-	4%
Staff recruitment	11%	7%	6%	6%	11%
Programme funding ending in 2020	N/A	N/A	N/A	3%	NA
Other	9%	13%	7%	1%	8%

Base: All TFCs (89): Fieldwork dates 17 October to 16 December 2018.

Pre-codes have changed over time, as such a degree of caution should be taken in comparing trend data. (QTFC23)

Fig 10.2: Approaches taken to identify eligible families (Trend data 2015-2019)

Once a family has been identified as eligible for the programme, what approach, if any, is used to prioritise the families who receive support through Troubled Families?

	2015	2016	2017	2018	2019
Those with greatest needs/ problems first	65%	59%	47%	49%	50%
Capacity to work with all families	N/A	N/A	37%	27%	31%
As and when families are identified or referred (first come, first served)	27%	34%	25%	38%	21%
Those meeting local priorities	N/A	17%	18%	19%	17%
No prioritisation approach in place/ required	N/A	8%	17%	9%	13%
Those identified as costing the most to the public sector	22%	14%	11%	11%	7%
In the process of changing prioritisation approach	N/A	2%	7%	3%	7%

Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019 (QTFC15)

Pre-codes have changed over time, as such a degree of caution should be taken in comparing trend data.

Fig 10.3: The national programme (Trend data 2015-2019)

How successful or unsuccessful would you say the national Troubled Families team (MHCLG) is in achieving each of the following?

	2015	2016	2017	2018	2019
Providing support to those delivering the programme	72%	69%	71%	70%	84%
Offering clear vision and leadership	86%	74%	69%	75%	82%
Providing clarity of roles and responsibilities	74%	61%	64%	69%	74%
Consulting and engaging stakeholders	62%	55%	64%	63%	67%
Providing clear policy guidelines	65%	68%	55%	74%	72%
Driving national policy	N/A	61%	52%	69%	82%
Developing effective monitoring and evaluation techniques	48%	50%	40%	58%	68%

Base: All TFCs (104): Fieldwork dates 16 October to 8 December 2019 (QTFC19)

Pre-codes have changed over time, as such a degree of caution should be taken in comparing trend data.

Rachel Williams

Research Director

rachel.williams@ipsos.com

Pascal Roelcke

Research Executive

pascal.roelcke@ipsos.com

Charlie Peto

Graduate Research Executive

charlie.peto@ipsos.com

For more information

3 Thomas More Square
London
E1W 1YW

t: +44 (0)20 3059 5000

www.ipsos-mori.com

<http://twitter.com/IpsosMORI>

About Ipsos MORI's Social Research Institute

The Social Research Institute works closely with national governments, local public services and the not-for-profit sector. Its c.200 research staff focus on public service and policy issues. Each has expertise in a particular part of the public sector, ensuring we have a detailed understanding of specific sectors and policy challenges. This, combined with our methods and communications expertise, helps ensure that our research makes a difference for decision makers and communities.