



Department for
Communities and
Local Government

Troubled Families Programme

December 2015



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Communities and
Local Government

The original Troubled Families Programme (2012-2015)



How it started: Who are 'troubled families'?

"For years we've known that a relatively small number of **troubled families are responsible for a large proportion of the problems** in our society.

Maybe the **parents have an addiction** or have **never worked** in their life. Maybe there's **domestic violence**. Often the **children are completely out of control**.

... Let's not forget that children are being brought up in these homes - children who through no fault of their own have inherited **a life of despair**.

And let's not forget these families **cost us a fortune** - in benefits, social workers, police time and places in young offenders' institutes and prisons. ...**Take action now and we could cut these costs, turn lives round and sort out our neighbourhoods' worst problems**.

... All the evidence suggests that it's no use offering a range of different services to these families - the help they're offered just **falls through the cracks of their chaotic lifestyles**.

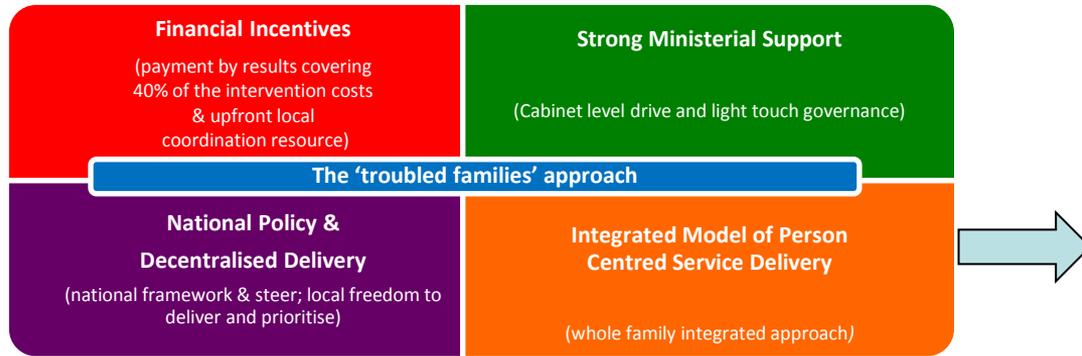
What works is focussed, personalised support - someone the family trusts coming into their home to help them improve their lives step-by-step, month-by-month.

.... I really believe we can **make a difference** this way."

Prime Minister, December 2010

Overview of the original Troubled Families Programme (2012-2015)

The Prime Minister's ambition:
"to turn around the lives of 120,000 families by May 2015"

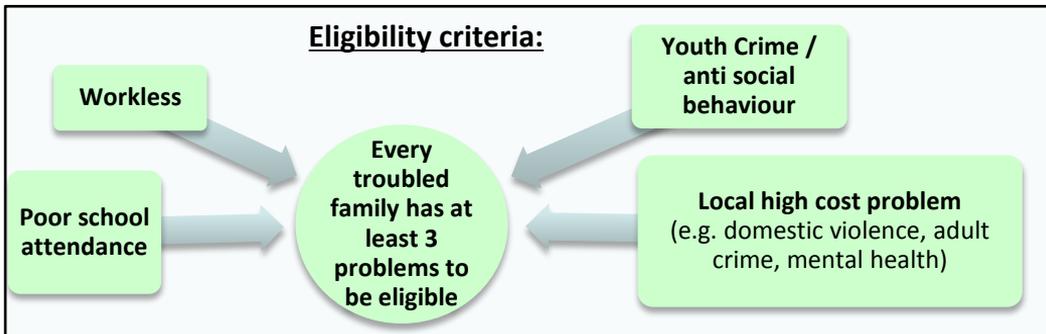


Integrated Model of Person Centred Service Delivery

(Whole family integrated approach)

- A key worker dedicated to the family
- Who looks at what's really happening for the family, 'gripping' all the family's problems and the agencies working with them
- Intensive work, trusting relationship, practical hands-on support
- With an assertive, persistent and supportive approach
- Addresses and challenges issues facing the whole family
- Recognises the interconnectedness between children's and adults' problems
- Agreed goals and plan with family

Eligibility criteria:





The families supported by the original programme

9 significant issues per family on average in original programme

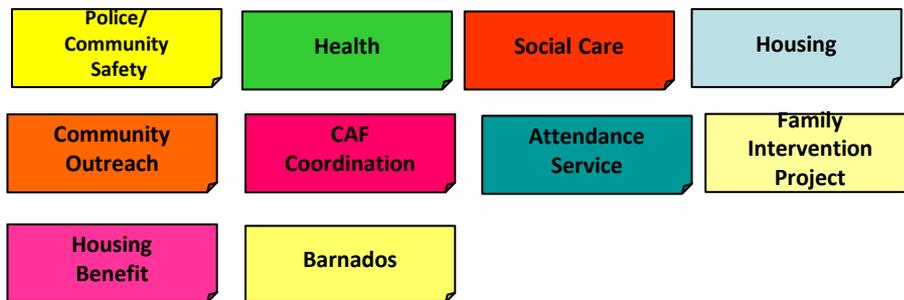
		Troubled Families	All Families
No. of children		2.7	1.7
3+ children		37%	16%
Lone parent household		49%	16%
Out-of-work benefits		83%	11%
No one working		74%	17%
Longstanding illness or disability		32%	19%

Source: DCLG (2014) Understanding Troubled Families

The case for service transformation:

One troubled family's contact with local services before the programme (with no improvement in outcomes after ten years)

A post-it = a contact or intervention



Source(s): Ecorys (2015) Family Monitoring Data – Interim report



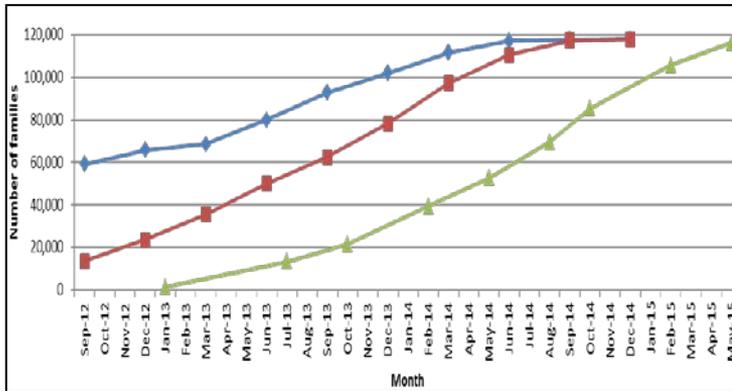
Original programme: the results

116,654 troubled families 'turned around' (99% of target)

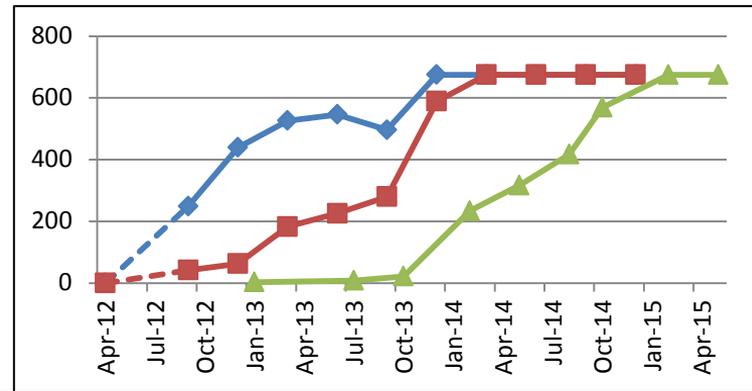
Payment by results outcomes:



Nationally 116,654 families were turned around through the original troubled families programme.



In Brighton the lives of 675 families were turned around.



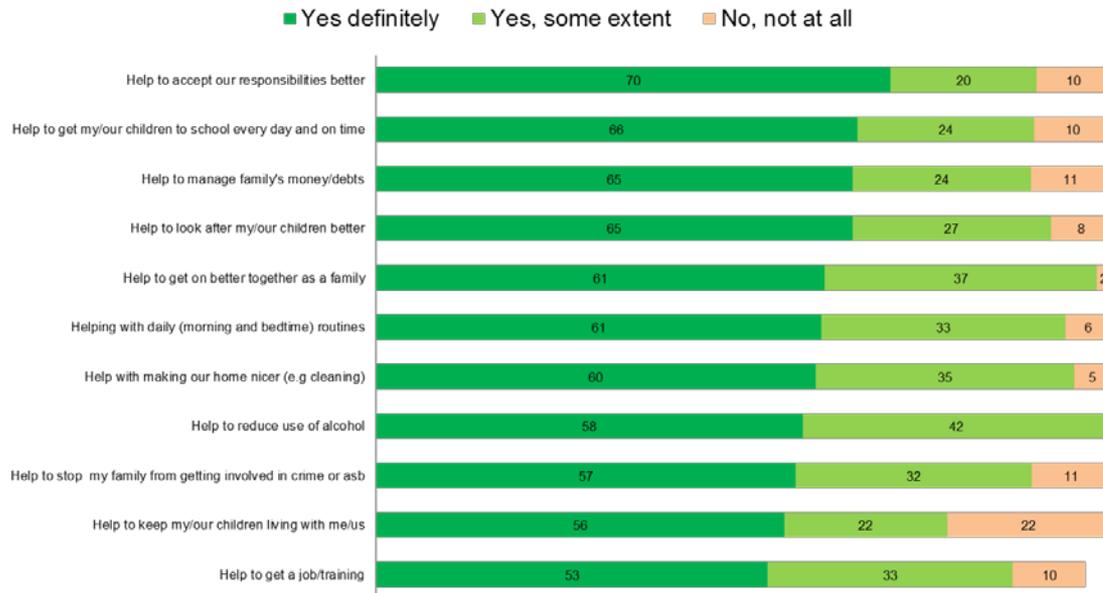
Identified Working with Turned around

To deliver this, local public services have transformed the way they work together, adopting a whole family approach and breaking down siloed ways of working.



Family survey results

“How much of your improvement is down to to your family intervention worker?”



85% of families reported that key workers have been honest with them about what needed to change.

78% of families feel safer in their home following family intervention. (proxy for domestic violence)

Over two-thirds of families feel positive about what the future holds for them and their family following family intervention.

6 in 10 families said that the keyworker had made much more difference to their lives compared to the support they received previously.

7 in 10 families said the key worker had helped them believe in a better life for them and their family.



The expanded Troubled Families Programme (2015-2020)



The expanded Troubled Families Programme (2015-2020)

Three key strategic objectives

For Families

- To achieve significant and sustained progress with up to **400,000 families with multiple, high cost problems** by 2020; and
- To make **work** an ambition for all troubled families.

For Services

- To transform the way that public services work with families with multiple problems to take an **integrated whole family approach**
- To help reduce demand for reactive services.

For the Taxpayer

- To demonstrate that this way of working results in **lower costs and savings for the tax payer.**

Six headline problems



How local authorities can claim results

Local authorities can claim only for one result per family. They receive £1000 upfront for committing to work with a family, and can claim a further £800 when they achieve one of two below.

1. Continuous employment

When an adult in the family has moved off benefits and into continuous employment (26/30 weeks for a JSA claimant)

2. Significant and sustained progress

When the family has achieved significant and sustained progress, compared with all their problems at the point of engagement



Objective: To achieve significant and sustained progress with 400,000 families by 2020 and make work a goal for all of them

All families should achieve either a work outcome; or significant and sustained progress against all problems identified on entry to the programme:

Continuous employment:

- Employment has a transformative effect in turning around the lives of families.
- **307 Jobcentre Plus secondees** into local authority troubled families teams will play a central role in supporting families to progress to work.

Significant and sustained progress :

- Outcomes set locally and brought together in a local **Troubled Families Outcomes Plan**.
- Relevant family goals are set once the **fuller picture of a family** is known – while information is known about a family's problems on entry to the programme, often it's only when a worker 'gets through the door' that they really get to understand a family's problems.
- Individual family outcomes must be explicitly linked to local strategic service transformation priorities
- All school age children in every family must be receiving a **suitable full time education**.



How we expect local authorities to deliver the expanded programme

Our demands of participating local authorities and their partners in the expanded programme are that they:

- **prioritise** the families with **multiple problems** who are of **most concern** and **highest reactive costs**
- appoint a **keyworker/lead worker** for each family who manages the family and their problems
- work towards **agreed goals for every family** for each of the headline problems, which are **shared and jointly owned** across local partners
- are **transparent** about outcomes, benefits and costs
- engage in **ongoing service reform** according to evidence of effectiveness and savings



Service transformation is a key strategic objective for the expanded programme

Service Transformation Grant

- Areas receive an annual Service Transformation Grant of between £150,000 and £600,000 (depending on the number of Troubled Families in the area). Receipt of the grant is dependent on Local authority Chief Executive sign-up to the requirements of the programme.
- The Service Transformation Grant is used for workforce development, commissioning services, and developing information systems, etc., as needed to meet the programme's aims.
- The grant also ensures areas can provide the necessary information to complete the asks of the national evaluation of the programme and to complete the cost savings calculator. This provides transparency and accountability on the costs of local programmes so as to inform continual, evidence-based service reform.

The case for service reform

- Improve the outcomes for up to 400,000 Troubled Families across a wide range of problems
- Shift services from reactive to proactive: preventing families from becoming troubled in the future and generating future savings
- For the wider community: reduce demand on services, unlock savings and maintain services for the wider community



Supporting local service transformation

Financial Framework - sets out the operating model of the programme.

‘Health Offer’: A leadership statement; interim guidance on health information sharing; and a learning and skills guide. Developed in partnership with the Department of Health, Public Health England, NHS England and the Local Government Association.

Troubled Families Employment Advisors Handbook – guidance on the new role for all 307 TFEAs as well as their JCP managers and LA published by DWP.



Troubled Families Outcome Plans (TFOPs) - the most advanced TFOPs shared with all local authorities. This will form part of an on-going good practice sharing process.

Cost Savings Calculator - The Troubled Families team has created a library of helpful tools and products to help areas in completing their local troubled families online cost savings calculators.

Justice communications - information on the new programme circulated to key MoJ stakeholders – Inc. CRCs, NPS and YOTs – published by MoJ.