

Date: 14th February 2020
Subject: Troubled Families Funding
Report of: GM Mayor, Andy Burnham

PURPOSE OF REPORT

The report provides an update on the position of the Troubled Families funding for 2019/20 and 2020/21.

RECOMMENDATIONS:

1. GMCA are recommended to agree the allocation of Troubled Families funding for 2019/20 to all GM districts in line with the previously agreed process.
2. GMCA are recommended to note the announcement of a further years funding for the Troubled Families Funding for 2020/21.
3. GMCA are recommended to support a similar process for managing the 2020/21 allocation of Troubled Families funding through the GM Reform Investment Fund in line with the devolved arrangements agreed with Government.

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Background

1.1 In April 2017 GMCA received a report that set out details of an agreement with MHCLG that Greater Manchester would re-profile its remaining allocation of Troubled Families funding (c.£35m) through the GM Reform Investment Fund. Within this report was the recommendation that:

'Local Authorities will receive the remainder of their allocation of funding (including what would have been the payment by results and subsequent STG and attachment fees) on a phased basis once clear investment plans have been developed which demonstrate the transformation required to ensure sustainability.'

1.2 Each Local Authority subsequently produced a three year investment plan in 2017, which has been refreshed and reviewed on an annual basis. In practice receiving the Troubled Families funding through this 'earned autonomy' arrangement has provided GM Local Authorities with a greater level of certainty of funding. It has also increased the focus on how this funding is used to achieve service transformation, move towards more sustainable delivery models and align to GM's shared ambitions on public service reform. This latest investment plan refresh has provided an opportunity for reflection around the overall impact of the TF funding since it was agreed that GM would receive this funding through the Reform Investment Fund, which is summarised in this report.

1.3 MHCLG's Troubled Families Unit have also recently confirmed that the Troubled Families programme will be funded for an additional year in 2020/21. They have confirmed that the overall level of national funding for the Troubled Families Programme for the next financial year is equal to this year's allocation. In practice this means that Greater Manchester Local Authorities will collectively receive an additional £10,722,320 in funding assuming we continue to deliver on the requirements of the programme. Further details of the funding arrangements for 2020/21 are also included in this report.

2019/20 Troubled Families Funding

2.1 All GM Local Authorities submitted a refresh of their investment plans by the end of December. Following a review of the plans a report was shared at a one off meeting of the Reform Investment Fund panel and with the Director for the Troubled Families Unit on 8th January which highlighted some of the evidence around the impact of Troubled Families Funding. The key findings are summarised in the Appendix however overall there is evidence that:

- Alongside local investment TF funding has been a vital source of funding in helping areas to realise their ambitions for early help services,
- The 'Troubled Families' way of working is now part of a mainstream approach rather than a separate programme in all areas,
- GM has collectively been able to meet the performance and evaluation requirements of the national Troubled Families programme whilst operating under the devolved arrangements through the GM Reform Investment Fund,
- The investment plans demonstrate a good balance between investment in service transformation and capacity to work with families and are helping GM districts shift to more sustainable delivery models,
- There are positive examples of investment from troubled families funding helping Districts to shift towards GM Unified Public Service model.

- The GM Audit of Troubled Families that was introduced when GM moved into the new devolved funding arrangements, is proving effective in ensuring that there is accountability at the local and city-regional level for delivery of the programme. The latest audits produced a positive overall assurance rating from all districts with no limited or low-level assurance ratings identified.

2.2 Based on the information Troubled Families Unit have now confirmed that there are the necessary assurances in place for them to recommend to ministers that funding for 2019/20 is released to GM. It is anticipated that this funding will be paid to GM in February noting that Troubled Families funding is traditionally paid towards the end of the financial year. The amount Local Authorities can expect to receive has been previously shared and is included in the table below. These allocations were based on the original formula used by MHCLG to work out how many families each Local Authority would be expected to work with over the course of the programme.

Troubled Families Funding Allocations 2019/20

District	Final TF Phase 2 Allocation of Families	Total Funding Paid upfront in 17/18	Total Investment Funding paid in 17/18 following submission of Investment Plans	Funding available in 18/19	Funding available in 19/20	Total Troubled Families Funding available until 2020
Bolton	2,794	£670,000	£726,824	£559,988	£559,988	£2,516,800
Bury	1,297	£496,500	£580,367	£431,717	£431,717	£1,940,300
Manchester	8,023	£2,016,000	£2,875,326	£1,960,937	£1,960,937	£8,813,200
Oldham	2,289	£949,000	£479,015	£572,493	£572,493	£2,573,000
Rochdale	2,272	£670,000	£590,072	£505,164	£505,164	£2,270,400
Salford	2,810	£763,000	£1,065,836	£733,182	£733,182	£3,295,200
Stockport	1,903	£572,000	£784,864	£543,968	£543,968	£2,444,800
Tameside	2,088	£675,000	£613,044	£516,378	£516,378	£2,320,800
Trafford	1,213	£373,500	£589,592	£386,104	£386,104	£1,735,300
Wigan	2,541	£977,000	£506,626	£594,787	£594,787	£2,673,200
GM Total	27,230	£945,000	£2,342,988	£939,306	£939,306	£5,166,600
GM Funding		£9,107,000	£11,154,553	£7,744,024	£7,744,024	£35,749,600

3.0 Impact on Families in Greater Manchester

3.1 As of the 10th January 2020 Greater Manchester had identified 34,705 families as part of Troubled Families, this is over the original target of 27,230. Based on the success criteria for the programme GM has collectively managed to achieve successful outcomes for 24,589 families, which is 90% of our target of 27,230 families and remains on course to have achieved a successful outcome with 100% of it's target by the end of 2019/20. In addition evidence from GM's own evaluation indicate that 62% of families that are supported through the programme avoid escalation to statutory intervention through Children's Social Care suggesting that the troubled families investment is helping many families to access support they need before issues escalate.

4.0 2020/21 Troubled Families Funding

4.1 In addition to the arrangements for 2019/20 the Troubled Families Unit have now confirmed that GM can expect to receive the allocation of funding for 2020/21 through the same devolved arrangements through the GM Reform Investment Fund (see attached letter). In practice this

means that assuming GM Local Authorities continue to meet the performance and assurance requirements of the programme they will continue to operate outside of the national payment by results model and can expect to receive a full allocation of funding for 20/21.

4.2 The level of funding is broadly in line with the level our allocation for the period 2017-20 and estimates that were provided to Local Authorities several months ago. The allocation of funding GM Local Authority can expect to receive for 2020/2021 is shown in the table below along with the additional allocation of families that each Local Authority will be expected to support.

GM Troubled Families funding allocation for 2020/21

	Original Allocation of Families	New Allocation of Families for 2020/21	New Total	Attachment	Success	Service Transformation Grant	Total	% of funding allocated to each area
Bolton	2,794	643	3,437	£ 139,751	£ 514,096	£ 451,473	£ 1,105,320	10.26%
Bury	1,297	298	1,595	£ 64,874	£ 238,648	£ 209,578	£ 513,099	4.76%
Manchester	8,023	1,845	9,868	£ 401,297	£ 1,476,232	£ 1,296,408	£ 3,173,938	29.46%
Oldham	2,289	526	2,815	£ 114,492	£ 421,176	£ 369,871	£ 905,539	8.41%
Rochdale	2,272	523	2,795	£ 113,642	£ 418,048	£ 367,124	£ 898,814	8.34%
Salford	2,810	646	3,456	£ 140,552	£ 517,040	£ 454,058	£ 1,111,650	10.32%
Stockport	1,903	438	2,341	£ 95,185	£ 350,152	£ 307,499	£ 752,836	6.99%
Tameside	2,088	480	2,568	£ 104,438	£ 384,192	£ 337,393	£ 826,023	7.67%
Trafford	1,213	279	1,492	£ 60,672	£ 223,192	£ 196,004	£ 479,869	4.45%
Wigan	2,541	584	3,125	£ 127,097	£ 467,544	£ 410,591	£ 1,005,232	9.33%
GM Total	27,230	6,263	33,493	£ 1,362,000	£ 5,010,320	£ 4,400,000	£ 10,772,320	100%

4.3 Final details of the requirements that will underpin the funding arrangements for 2020/21 will be incorporated into a Memorandum of Understanding that will be developed over the next few months in consultation with the Troubled Families Unit. The terms are expected to be similar to those that are already in place under the current arrangements and further details will be shared with all GM Local Authorities in due course.

5.0 Conclusions

5.1 There is positive evidence of the impact that Troubled Families funding has had in improving the support offer available to many vulnerable families in Greater Manchester, particularly those that need early help. There is also evidence that receiving the funding through the Reform Investment Fund has helped provide greater certainty of funding whilst also helping to align this investment with broader ambitions described in the White Paper on Unified Public Service for the People of Greater Manchester.

5.2 That is not to say that there are not areas for improvement and during 2020/21 there will be a particular focus on the following areas:

- Responding to evidence from the GM evaluation around particular issues where data suggests there is a challenge in terms of sustainability of impact,
- Using evidence to identify specific families where despite support offered on paper at least they continue to face challenges,
- Responding to particular issues around consistency that have been identified through the local audits of the programme,
- Ensuring districts continue to capture the views of families and put them at the heart of ongoing service improvement,
- Continue to focus on how the troubled families investment can compliment the ambitions set out in the GM Unified Public Service Model most notably around the workforce, the

opportunities for alignment with other transformation plans / funding and shared accountability and leadership around early intervention and prevention.

Appendix: Summary of Investment of Troubled Families Funding

Workforce – There is significant evidence that ‘whole family’ working is well established and understood across many frontline workers across a good range of organisations working with families. Similarly strength /asset based approaches to working with families is increasingly the ‘norm’ in GM rather than the exception or something novel. Troubled Families funding has enabled GM districts to invest in and accelerate workforce development programmes whilst also investing in the capacity of Local Authorities to support staff in partner organisations.

Addressing local priorities for families – There is strong evidence from the investment plans of how Troubled Families funding has been used to invest in additional capacity to address particular issues experienced by families. Examples include investing funding in specialist Domestic Abuse, Mental Health and debt support or in dedicated resources designed to work with young people that have been excluded from school.

Growing capacity of partner organisations and communities to support families – In addition to providing training for partner organisations there is evidence that Local Authorities have invested in the capacity of their own services to directly support staff in partner organisations (particularly schools and Housing Providers) to be able to support families earlier and more effectively. This direct support has been vital in increasing the capacity to work with more families and increasing opportunities for earlier intervention at a neighbourhood level. This is vital in ensuring that targeted early help (mostly Local Authority) services are not overwhelmed by demand and can operate at a sustainable level. As a proxy measure GM districts point to the significant increase in early help assessments over the last few years and the increasing level and quality of work undertaken by partner organisations. Some districts have invested in dedicated resources to provide a quality assurance function that considers the quality and impact of early help. In addition we are seeing increasing evidence of how TF investment is being used to bolster community based resources to support families including the VCSE sector.

Analytical capability and capacity – Investment in analytical resources has been a consistent feature of Troubled Families investment. This has helped fulfil the requirements of the national evaluation for the programme whilst also helping to produce GM and local evaluations of Troubled Families/early help. This has in turn enabled greater reflection and continuous improvement of delivery. The Troubled Families database that has been built over recent years has also become the basis for work on risk stratification and predictive analytics that a number of GM authorities are pursuing in order to better target help and their resources.

A Place-based approach and geographical alignment – Responding to demand at a neighbourhood level and having geographical alignment of services across organisations is at the heart of the vision for GM public services. In many areas early help services have been at the forefront of this shift. The greater certainty of funding for early help as a result of Troubled Families funding has helped accelerate this process and plans to move towards place-based working has been a common feature of the investment plans since 2017.

Shared financial resources – The Troubled Families investment plans include examples of how GM Local Authorities have sought to align the Troubled Families funding with other funding including health transformation funding, mainstream funding and public health budgets. This approach is important in securing the commitment of the partnership to deliver on the requirements of the programme but also in securing support for the idea that a strong early help offer is everyone’s responsibility. More recently GM Local Authorities that have received DfE funding for

implementing the Stockport Family 'Team Around the School' model have highlighted how the TF investment plans will align and complement this investment. Whilst there is still progress to be made in this area the TF investment planning process has had a positive effect on prompting this approach to investment in early intervention.