

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	22 July 2013
Title:	Supporting Troubled Families in Hampshire – Year 1
Reference:	5050
Report From:	Director of Policy and Governance

Contact name: Paul Archer

Tel: 01962 846124

Email: paul.archer@hants.gov.uk

1. Executive Summary

- 1.1. This report sets out the end of year (one) position for Hampshire's Supporting (Troubled) Families Programme. It outlines the strong progress that has been made in relation to establishing multi-agency arrangements, identifying and understanding the Year 1 cohort of families and initiating a significant new intensive family support service.
- 1.2. Although the three year programme (which government has recently announced will be extended) is in its early stages and successes must be demonstrated over three consecutive school terms, approximately 50 positive family outcomes will be reported to the Department for Communities and Local Government (DCLG) in July 2013. The foundations have been established to sustain these outcomes and to deliver, monitor and evaluate further substantial family progress over the next two years and beyond.
- 1.3. The Troubled Families programme is a challenging and ambitious multi-agency transformation initiative that is being delivered through 10 local (District based) coordination groups. It is seeking to find new and/or improved ways of working with some of Hampshire's most complex families by building on targeted intervention and early help initiatives, questioning as it evolves, embedded cultures and partner contributions.
- 1.4. This offers a significant opportunity for the County Council, and for a range of other agencies and partnerships to transform the effectiveness of collaborative working around a joined up single family plan. This will reduce current and future public service costs and demands whilst delivering better outcomes for families and the communities in which they reside.
- 1.5. Through mapping and better understanding the year one cohort of families it is clear that these families cross cut the core business of all public sector agencies, including our own. The families are geographically concentrated in the County's most deprived communities and exhibit a number of complex issues requiring interventions from a number of agencies.

- 1.6. Many of the lessons learned to date, confirm much of what is arguably already known about complex families. What is clear, from the early work is that the families, in the main, do want to be supported and helped.
- 1.7. The lessons learned also highlight some of the shortcomings and challenges of multi-agency working and have helped to crystallise the need for a wider, more focused, better coordinated and more relentless approach to providing targeted support for families. The transformational challenge is a key area of focus for Year 2 of the programme that will seek to engage with a further 712 families.

2. Contextual Information and Ambition

- 2.1. The Supporting (Troubled) Families Programme (STFP) in Hampshire was established in May 2012. Cabinet approved the programme's overall delivery strategy in October 2012, and requested that they receive an updated position following the end of Year 1.
- 2.2. The programme has the ambition to engage with at least 1,590 families across Hampshire over the three years to 31 March 2015. Target programme outcomes include increased school attendance, reduced worklessness and less crime and anti-social behaviour.
- 2.3. The programme offers a unique opportunity for partners to collectively transform the ways in which the lives of families and communities can be improved through innovative approaches to targeted family intervention, better providing early help and building upon and further improving the coordination between agencies and existing service provision.
- 2.4. Alongside improved outcomes for families, the programme will seek to reduce the current and future cost of high need families on the public purse, and optimise the impact of spend across a range of services through the improved coordination of service provision at the family level. The costs and benefits of success will be demonstrated by a business model that is being developed locally in partnership with the University of Portsmouth.
- 2.5. In June 2013, the DCLG announced an additional £200m will be invested from across a number of Whitehall departments to extend the programme into 2015/16, the first of a further five years of funding. This is a collective commitment from central government, along with the development of Community Budgets, to improve the effectiveness of the significant amount of multi-agency public resources spent on a relatively small number of families/communities. Over time, this approach should reduce the future costs of high need families on the public purse through more effective and focussed early help.
- 2.6. The programme, and the recent government announcement to extend, is in the context of increasing demand for high cost statutory services. The position locally is no different, with approximately 10,000 cases currently open to Children's Services across Hampshire, and demands on child safeguarding and protection increasing year on year. Managing this increasing statutory demand pressure, which is impacting on all public sector agencies, through improved early help and more effective multi-agency working at the family level is at the heart of the programme's ambition.
- 2.7. There is clear multi-agency buy in to this ambition. The programme is being supported by significant resource contributions from Hampshire County Council, Hampshire Constabulary, District Council's and Job Centre Plus. The Police and Crime

Commissioner's (PCC) Police and Crime Plan 2013-17 commits to supporting the initiative and the programme is a strategic priority for Public Health England (PHE).

3. Delivery Strategy

- 3.1. The programme is being delivered at a local level by ten multi-agency local coordination groups (LCGs) based on District Council Boundaries. The LCGs provide the local leadership capacity, the local intelligence to identify families, develop and oversee single family plans and use local knowledge and relationships to inform the design and delivery of services at a local level.
- 3.2. Each LCG is led and chaired by a Senior Responsible Officer (SRO), whose skills, experience and local presence are drawing together a number of key local partners and helping to drive progress at the local level.
- 3.3. Approximately, one third of the Year 1 cohort of families (c150), have been nominated to an Intensive Family Support Service provided by "Transform"¹. This service provides each family with a single specialist family support worker who will act to coordinate services around the single family plan and deliver additional evidence based interventions (such as parenting support).
- 3.4. Support for the remaining Year 1 families is delivered locally by LCGs (in line with the agreed family plan) in conjunction with existing local resources and the better joined up and coordinated efforts of local partners. Additional local funding has been made available by the programme to support this activity.

What's New?

- 1 Family, 1 Plan, One joined up approach
- One agency/one professional leading the work (doesn't mean they 'do everything')
- Using existing assessments rather than further resource being used for further assessment
- Statutory & voluntary agencies working together to reduce demand for high cost services
- Putting the family at the centre of service delivery
- **It's everybody's core business!**

4. Communications and Engagement

- 4.1. The programme has actively and relentlessly engaged all public and voluntary sector agencies across the County. This has helped to emphasise the contributions that each

¹ Transform is an Intensive Family Support Service provided by a consortium of National and Voluntary Sector providers. This service was commissioned by the County Council on behalf of the Supporting Troubled Families Programme and will work with up to 500 families by March 2015.

organisation can make and the significant opportunity to work in a more targeted, further joined up and effective way at the family level.

- 4.2. Every key partner has received a summary “lift card” detailing the programme’s ambition and approach, and the Executive Member has written to every Hampshire School and GP, outlining the important contribution that they can make to the programme.
- 4.3. The programme has also provided briefings for every District Council, head teacher forums, the Hampshire voluntary alliance, Clinical Commissioning Groups and key practitioner groups across the County.

5. Year 1 Cohort

- 5.1. As at May 2013, the Year 1 target of identifying 530 families has been exceeded, and a multi-agency single family plan is in place for more than 500 of families. A detailed analysis of the Year 1 cohort (data not fully complete) to understand the profile and characteristics of a “typical” troubled family has recently been undertaken.
- 5.2. The analysis has arguably confirmed what was already known/suspected. The Year 1 families are geographically concentrated in Hampshire’s most deprived communities (see exempt Appendix C) and those communities with the greatest health deprivation and inequality (80% of families are located in 25% of Hampshire’s wards). Given this geographical concentration, there are a number of important primary and secondary schools as well as key nodal points in communities (e.g. GP practices, community centres etc), which are being actively engaged.
- 5.3. A detailed analysis of the family plans shows that the “typical” troubled family consists of 5 family members, including 3 children and generally an older sibling. Nearly two thirds of the families are led by a single parent. Poor health is prevalent amongst the Year 1 cohort. 22% of the families have identified mental health issues and 29% of the families have identified substance misuse issues. Domestic violence is prevalent in nearly 30% of family cases. The numbers of families living in social housing is at a very high level (80%) and 16% of the families have 5 or more children under the age of 16.
- 5.4. A number of the families are well known to police, youth offending teams, children’s services, housing providers, adult services, community safety teams and a range of other agencies over a number of years. Amongst other things, and against the backdrop of continued and worsening funding reductions, this confirms that existing service provision needs transforming and improving.
- 5.5. What is also clear is that the families cross cut the core business of all key public sector organisations, including our own, and drive a significant amount of ongoing costs and resources. This will be quantified in the programme’s business case that is in the early stages of development.

6. Year 1 Progress and Lessons Learned

- 6.1. The programme has made significant progress in relation to establishing a new multi-agency programme that is being driven locally and has the buy in and support of every significant public sector agency across Hampshire. A summary of the key areas of progress is detailed below.

Year 1 Progress

- **Local Coordination Groups (LCGs)** –10 multi-agency established, each led by a Senior Responsible Officer.
- **Year 1 Cohort** – Identified (546 families) and plans and lead agencies in place for over 500 families.
- **SafetyNet** – Existing cost effective secure web-based system has been adapted to share information and track progress at the family level.
- **Transform** – A consortium of voluntary sector agencies will deliver Intensive Family Support Services to 500 families by March 2015.
- **Evaluation** – University of Portsmouth appointed as an independent academic evaluation partner.
- **Outcomes** – Expected that 50 successful outcomes will be claimed in July 2013.

6.2. This early progress has been recognised by the DCLG during their attendance at the programme’s strategic board meeting in March 2013 and through the timely identification of the year one cohort of families, the programme will receive all of its upfront Year 2 funding.

6.3. Alongside the positive start, the programme has helped to accentuate a number of issues (lessons learned) based on a review of family plans, the self evaluation of the 10 LCG’s, feedback from Hampshire Constabulary and the Youth Offending Team, and the review of other Troubled Families Programmes. These key observations will feed into the programme’s evaluation and business case as well as helping to shape the programme’s priorities and focus for years two and three.

Lessons Learned

- **Complete Picture** – Don’t always have the complete family picture.
- **Skills and Resources** – No single organisation has the skills, and capacity to “go it alone”.
- **Information** – Practitioners must make better use of existing information /assessments.
- **Coordinated Efforts** – Agencies must pull in the same direction around a single coordinated plan.
- **Engagement of Partners** – Agencies must continue to improve the engagement and cooperation of key partners at a local level.
- **Plans and Lead Agencies** – Local Groups must deliver a coordinated multi-agency approach (single plan) with an accountable lead agency.
- **Locally accountable multi-agency forums** are critical to driving progress, challenging agencies and ensuring better join up.
- **Referral Culture** – There is evidence of a referral culture when working with complex families and passing responsibility.

- 6.4. The need and opportunities for cross organisation contributions to the programme are clear and becoming more evident with time e.g. Adult's Services (Mental Health). Pleasingly, all four frontline service Departments and Corporate Services (including Public Health) have supported the programme in its first year in different ways.
- 6.5. In particular, Children's Services have provided key input and will continue to align the Children's Trust 'Early Help' agenda with the troubled families programme, particularly given the need for optimal multi-agency input and for improvement in the early intervention and prevention agenda. As part of this, it has been agreed that the Children's Services I.T development will be broadened at the appropriate point in time to allow for a wider, partner input (at the family level) to be accommodated.
- 6.6. At a corporate level, there is a need for the County Council, including Members and senior officers, to use its leadership and influencing capability in this area to optimum effect, especially in terms of working with key public sector partners e.g. the Health and Wellbeing Board, the Police and Crime Commissioner and Community Safety organisations.
- 6.7. Additionally, it will be important to maximise the impact that the apprenticeship and intern programmes can have with individuals from troubled families and hard to reach groups. The County Council's leadership will be paramount in widening out the apprenticeship ambition across other parts of the sector to introduce their own employment, skills and training programmes that accommodate a troubled families focus.

7. Risks

- 7.1. Risks are recorded on a programme risk register, monitored as the programme progresses and reported to the programme's management forum on a monthly basis. Key risks to bring to the attention of Cabinet include:
 - **Family Identification** – Although the programme has exceeded the Year 1 cohort target of 530 families, identifying a further 712 in Year 2 and 348 in Year 3, that meet the strict criteria, will present challenges. Identifying fewer than the 1,590 target will reduce the amount of funding that the programme can draw down from DCLG.
 - **Culture, Transformation and Engagement** – Multi-agency engagement has been encouraging to date, but as the programme progresses it will require a continued and improved commitment and strong and open leadership from all agencies to challenge the current ways of working, break down silos and work in a more joined up, coordinated and effective manner. SRO leadership will need to be highly effective and more will be required internally and from certain external partners including Health.
 - **Programme Sustainability** – DCLG funding will be extended to 2015/16, but it will become increasingly essential (benefits of focusing on families/public sector funding reductions) that this new way of working is financially sustained in the medium term. All partners will need to commit to developing a sustainable funded delivery model from local resources, which recognise the financial benefit of early intervention and prevention for all.

8. Conclusions

- 8.1. This is an ambitious multi-agency transformation programme, seeking to challenge embedded cultures and ways of working with complex families. Strong progress has been made in establishing the programme, identifying the Year 1 cohort of families and beginning to deliver new ways of working around single coordinated family plans.
- 8.2. The programme is having a positive impact, but due to the DCLG reporting conditions, we will only start to report on outcomes (up to 50 families) in July. As part of the commitment to a new way of working, the programme will continue to engage with those families where positive outcomes are reported.
- 8.3. It is clear that Troubled Families cross cut the core business of all public sector agencies including the County Council's, and the programme represents a significant opportunity for both the County Council and partners to improve their contributions in support of families and to improve the effectiveness of multi-agency working. Programme success will depend upon new ways of working being sustained.
- 8.4. Many of the lessons learned to this point tell us what we already know about the families and also confirm some of the suspected shortcomings and challenges of multi-agency working. What is clear from the early work to date is that families, in the main, do want to be supported and that practitioners see the need, and want to work more effectively together in partnership. This 'want' will need to be translated into firm and consistent action in the second year.
- 8.5. The programme has, at its heart, a significant multi-agency appetite for change and the right local buy in to sustainably transform the way public services are delivered to families requiring help. At a time of increasing service demands and decreasing resources, this is a welcome position on which to build.

9. Recommendations

- 9.1. Cabinet acknowledge the strong progress made with, and findings from, the Troubled Families Programme in its first year.
- 9.2. Cabinet note the positive contributions thus far from the different parts of the County Council and acknowledge the opportunities that exist for an enhanced and more coherent organisational approach to be developed as the programme continues into Year 2.
- 9.3. That Cabinet Members endorse the transformational ambition of the programme, for the County Council and key partners to work in an even more joined up, better coordinated and more effective way with complex families.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes/æ
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes/æ
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes/æ
Corporate Improvement plan link number (if appropriate):	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Supporting Troubled Families Programme	<u>Reference</u> 4382	<u>Date</u> 29 October 2012
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

1. Equalities Impact Assessment:

- 1.1 An outline equalities impact assessment was completed by the programme team as part of the initial programme planning and mobilisation in October 2012. This highlighted that the programme may disproportionately impact upon families within particular age groups and families with women in the household due to the DCLG definition of a troubled family.
- 1.2. The programme also targets disadvantaged families, who are low income households and are geographically clustered in areas of high deprivation. These families also have specific health issues and are located in areas of high health inequality and health deprivation.
- 1.3 This is a positive programme designed to improve the lives of some of Hampshire's most troubled families and communities, and therefore the impacts are likely to be positive.
- 1.5. The impact assessment is treated as a dynamic document and is periodically updated.

2. Impact on Crime and Disorder:

- 2.1. A key objective of the programme is to reduce offending and anti social behaviour amongst families targeted for support.

3. Climate Change:

- a) How does what is being proposed impact on our carbon footprint / energy consumption? Not applicable
- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? Not applicable