

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	15 December 2014
Title:	Supporting Troubled Families in Hampshire Programme Update and Preparations for Phase 2
Reference:	6028
Report From:	Director of Policy and Governance

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1. Executive Summary

- 1.1 This report provides Cabinet with an update on progress with the Supporting (Troubled) Families Programme in Hampshire. It outlines continuing strong progress in relation to improved multi-agency contributions and in terms of securing increasing numbers of positive family outcomes. Programme targets are on course to be achieved and this is set to result in the full draw down of £5.3m of Government grant for the benefit of Hampshire families including some £2.1m of performance related reward grant. Independently, Ofsted, also commented positively about the impact on the lives of those Hampshire's families benefitting from being included on the programme.
- 1.2 As has previously been trailed, the present programme is set to be expanded in 2015/16 and subject to the in-coming national Government confirming continued financial support beyond its first full year, the 2nd phase of the programme is looking to target some 400,000 families over the course of the next parliamentary period to 2020. The report provides the most up to date position regarding the requirements and the move to Phase 2.
- 1.3 The Government are transitioning authorities to the widened programme in a phased manner based on existing performance. For Hampshire, it is almost certain that we will begin our phase 2 journey at the beginning of the new calendar year. With this in mind, we have, subject to Cabinet approval, negotiated a year long extension with the Barnardos led 'Transform' consortium who are delivering an increasingly valuable and impactful intensive family support service to some of the programme's more challenging families. The negotiated cost of the Transform extension can be met within the programme resources for 2015/16.
- 1.4 The extension of the programme, to agencies working differently and more collaboratively and the commitment to a more family centred approach that aims to tackle broader, underlying issues in a more cohesive, consistent and

relentless manner than previously, is not a surprise. The direction of travel whether in this arena, the world of 'better care' or other related areas is very much aimed at improved collaboration, improved use of intelligence and data (obvious digital opportunities) and service provision that better leads to sustained results.

- 1.5 At one level, the direction of travel is very much being driven by the toughening financial position and with further and deeper austerity to come, more effective collaborative working, improved contributions from the voluntary sector and stronger communities is arguably the 'only game in town'. Whilst some are finding it more difficult than others to commit to working differently in this way and are not always persuaded by the arguments, it is also essential that the customer perspective comes to the fore and is heard loud and clear. From the forays into this arena, recent experience tells us that most families want to be helped to live a better life, most are very grateful for the help they are receiving (from committed professionals) and for those that have been willing to work with the programme's independent academic advisor (Portsmouth University), all welcome the chance to be listened to, to have a lead worker (a constant in their life) who they (parents and children alike) can have a single, regular and meaningful contact with.
- 1.6 In terms of the family successes, it is still too early to say with absolute confidence that the positive outcomes will stick. Early analysis of the Year One successes (a year on) has shown some very welcome results e.g. 25 of 33 adults who have met the employment criteria, continuing to do so, 90% of families maintaining improved educational attendance, 90% of families maintaining reduced levels of crime and anti-social behaviour and 70% fewer police call outs. All very encouraging but still room for improvement, as there is in relation to the on-going challenge of optimising inter-agency working so that together, we can collectively buck the trend and help to contain the demand for high cost Children Services interventions.

2. Contextual Information

- 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. The programme seeks to reduce the current and future high cost of families on the public purse, improve the effectiveness of current spend and develop a new business model of improved coordination of service provision at a family level. This is supported by a business case being developed in partnership with Portsmouth University. DCLG set Hampshire a target of working with at least 1,590 families over the three years of the programme. They earmarked £5.3m of investment for Hampshire, 60% upfront for working with the identified families and 40% on a payment by results basis linked to performance.
- 2.2 The delivery strategy for the Hampshire programme relies on district based Local Co-ordination Groups (LCG's) which are led by a Senior Responsible Officer (SRO) and consist of individuals from the range of agencies involved in working with and supporting 'in need' families. The 'Transform' intensive family support service (IFSS) is available and delivered to circa 30% of the more

complex families being worked with (see Appendix 1). The IFSS service provider is voluntary sector based consortium of four local and national organisations led by Barnardos.

- 2.3 In October 2012, Cabinet approved the commissioning of the IFSS contract that was subsequently awarded to the Transform consortium. This contract was for 2 years from 1 April 2013 with a one year extension option. On the back of improving and strong performance, positive negotiations have taken place with Transform to amend the current service specification and payment by results element to reflect the changes that will be brought about by Phase 2 of the programme. Subject to Cabinet approving the continued delivery strategy, the contract extension will be confirmed enabling the Intensive Family Support Service to seamlessly continue into Phase 2 of the programme.
- 2.4 The programme, and the Government announcement to extend, is in the context of increasing demand for high cost statutory services. The position locally is no different, with over 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.
- 2.5 Earlier this year, the programme held three geographically based stakeholder events attended by nearly 400 professionals from across the public, private and voluntary sector. The events showed good multi-agency buy in to the programme ambition and to working differently but not surprisingly raised a number of issues and challenges that are common to all complex, cross agency, transformational programmes. The change management 'piece' is especially challenging and requires a joined up and relentless leadership approach, a middle management that is energised and able to see the bigger picture, an improved commitment to collaborative working and to sharing people, cash, buildings and information. Fundamental to success is a 'walking the talk' approach at all levels. Committing to an ambition and to working differently is easy to say. We all know it is harder to do.

3. Programme Performance

- 3.1 The programme has long surpassed the original DCLG target of identifying and working with at least 1,590 families across Hampshire over the three years to 31 March 2015. As at the end of October 2014 more than 1,800 families had been identified and engaged with, and based on current trends it is likely that by the close of the financial year this number will have risen to some 2,000. This is positive news in all senses and is being achieved within the overall financial envelope for the programme.
- 3.2 To date six quarterly reward claims have been made to DCLG, and the number of positive family outcomes claimed has risen on each occasion up to the most recent claim that we have just submitted. The Hampshire programme has never been about 'chasing the money' but that said, the successes to date in terms of family outcomes (now at 1,150 overall) gives confidence that 1,590 positive

outcomes will be secured by 31st March 2015 meaning that the full financial provision from DCLG (£5.3m) will be allocated to Hampshire for the obvious benefit of families in need of support.

- 3.3 Within the overall ‘successes’ to this point, Hampshire continues to lead the way in terms of employment outcomes with 192 of the 1,150 positive family outcomes (almost twice the national average performance) linked to getting adults into work. Employment, self-esteem, economic security, role-modelling different behaviours are all key factors in whether or not and to what extent families will continue to look to, or require, help from public services.
- 3.4 Based on the latest quarterly claim, Hampshire will be one of a number of authorities who has both identified at least the original target number of families (1,590) and achieved positive results (1,150) for more than 65% of the target cohort. This ‘double’ will allow Hampshire to be included in a second wave of ‘early starter’ authorities that begin work on the widened Government programme for 2015/16 on the 1st of January 2015. (See Section 5 on Phase 2).

4. Sustaining Results, Optimising Collaborative Working

- 4.1 Amongst the many reasons for the introduction of the programme in the first place was the evidence that services and systems, in their current state and current way of working, were struggling to make any real in-roads into problems at the family level that were (and perhaps always will be) the result of a complex web of deep- rooted societal and inter-generational issues. Our own local evidence tends to support this in that (and it’s not a surprise) lots of the families being worked with (sometimes 70% plus) are known and have been worked with by individual agencies previously.
- 4.2 In this context, the credibility of the programme and working differently will be very much linked to the sustainability of the results achieved and to what extent the positive outcomes ‘stick’. It is far too early in the life of the programme (just 2 full years of work) to draw any conclusions from what has happened to this point, but positively, the early results are encouraging. By October 2013, we had claimed successes for 222 positive family outcomes for the Hampshire programme. Over the past 12 months, we have continued to track the progress these families have made and a year on the analysis confirms that:
 - 167 of 184 families were still showing positive education outcomes – including reduced School absences and lower fixed term exclusions in the last year compared to the previous year;
 - 25 out of 33 adults who have entered work related training or employment are still meeting the employment criteria,
 - 91% of 184 families maintaining their improvement in terms of reduced crime and anti-social behaviour incidents and,
 - Police call outs for the families concerned reduced by 70%
- 4.3 The positive direction of travel has also been independently endorsed by Portsmouth University who interviewed families who have received support from the programme and by Ofsted following their recent inspection of services for

children in need of help and protection, Children Looked After and Care Leavers (April 2014). Two of the random 20 or so 'open cases' Ofsted reviewed were children who formed part of a 'Troubled Family' and as part of their inspection, they interviewed senior officers involved in the programme. Ofsted concluded:

“The local Troubled Families programme is particularly well targeted and responsive to the needs of families, with good take-up by those families in most need. Although this is a long term programme, the early signs are that it is making a real difference for many families, leading to improved outcomes for families”.

- 4.4 Key to the continued success and the sustainability of the results, is the quality of the engagement with families, the quality of the support and the preparedness for the 'system' to work differently including making it easier for vulnerable families to locally access or re-access support when they need it from the right place(s) at the right time. This should not be seen as a cost that the public services cannot afford and indeed there is both the opportunity for the voluntary and community sector to play a more significant role and for improved early help services to be regarded as a cost effective early intervention and/or (re) prevention investment.
- 4.5 The programme has made good progress in relation to embedding new multi-agency ways of working that are being driven locally and has the buy in and support of every significant public sector agency across Hampshire. The aforementioned stakeholder events, improving contributions from Public Health, from Police (partly linked to the programme impact re lower call outs and administration efficiencies) and the advent and then roll-out of Early Help hubs across Hampshire has all helped in this regard. It is acknowledged though that there is still much to do and much change to work through before we can start to see demand containment, let alone reduction for high cost public services particularly high end Children's Services interventions.
- 4.6 Two areas of Hampshire where the programme continues to show the way is in Havant and Rushmoor. Both have similar characteristics that are helping to drive the success including personal District Chief Executive leadership commitment, positive and hard working Senior Responsible Officers, good relationships with Children's Services District Managers (clearly aided by co-location) and a general willingness to air views, work at improving partner contributions and to work positively together.
- 4.7 Other LCG's are not altogether far behind and in some cases there are good examples of really strong personal contributions e.g. the District Manager for Children's Services in Basingstoke, that are helping to deliver strong local performance. Whilst it is acknowledged that there is much still to do and some very difficult challenges to overcome, encouragingly from a County Council perspective, there are a lot of things coming together that offer real hope. In no particular order we have our own Opportunity Assessments, our increasing emphasis on looking to improve the effectiveness of our Early Intervention/Prevention work (linked to Demand Management), ditto our relationship with the Voluntary Sector, our Digital transformation programme and our continued investment into organisational development. These will all

help and taken together with our wider public sector leadership role around the 'Extended Organisation' we should travel positively and openly towards a better future despite the very real fiscal challenges.

5. Moving To Phase 2

- 5.1 The Government have announced that the current programme will be extended from 120,000 families in Phase 1 (which ends on 31 March 2015) to an additional 400,000 families during the life of the next Parliament up to 2020. It has recently been confirmed that Hampshire will be required to identify some 1,112 further families next year compared to a current average of just over 500 per year and then repeat this level of activity year on year subject to clarification that the programme will continue to be funded beyond the first year of the next parliament.
- 5.2 The current criteria of poor school attendance/exclusion, youth offending and /or anti social behaviour and a member of the family out of work will be extended to include families with mental health/physical health issues, families where violence in the home is prevalent and lastly children who need 'help'. Within the now six broad headings, some 29 different criteria have been suggested as a starting point for local discussions prior to reaching agreement on a Troubled Families Outcomes Plan (TFOP) which all partners can influence, agree and be clear on. This offers local choice and flexibility and means that the Phase 2 programme can be targeted in a manner that most makes sense for Hampshire. Families meeting two of the six broad headings will be eligible for inclusion in the new programme arrangements.
- 5.3 The widening of the criteria is again not a surprise and is a further attempt to have a common set of issues that vulnerable or complex families often are beset by, tackled coherently by the different agencies working more collaboratively and effectively together. In the light of evidence we have gained from our reviews of the families we have worked with in Year 1 and Year 2, it is also clear that domestic violence, mental health and substance misuse were strongly linked or indeed the cause of why families met the then criteria to be included on the programme.
- 5.4 As outlined in paragraph 1.3, Hampshire is likely to begin its Phase 2 journey from the beginning of 2015 as part of the next wave of early starters. Aside from securing a contract extension with Transform to ensure that there is no break in the Intensive Family Support Service and finalising plans with the SRO about further administrative efficiencies, the SRO's and other key partners, Children's Services and Transform themselves, have been involved in a series of discussions about closer joint working and about the opportunities that the new programme may offer. All key partners were also involved in a 20 November workshop that enabled work on the TFOP for Phase 2 to begin to be developed. Over the month of December, the TFOP will be finalised via further forums, workshops and meetings involving the SRO's, the Management Group and key partners as appropriate.
- 5.5 In the lead up to Phase 2, certain localities have held their own focused events to target far greater numbers of professionals and other key stakeholders who

operate more locally. The programme team are also planning three further stakeholder events early in the New Year partly to build on the events held back in May 2014 and partly to help with the communication and promotion of the new widened programme and to pick up on any early delivery issues. Details (and progress) with Phase 2 will be communicated via a further series of District Council Member briefings and a third MP briefing session in the first part of next year.

- 5.6 Not surprisingly given the outlook for public finances, Government financial support for Phase 2 has been reduced from the current £4,000 per family to £1,800 per family with the payment by results element increasing from 40% to 44%. DCLG have recognised the need to continue to separately support programme co-ordination costs and have increased funding for information and data collection recognising the increased burden but also the benefits of this task being performed efficiently. The earmarked support from DCLG for Phase 2, the positive negotiations with Transform for the cost of the extended intensive family support service, the strong Phase 1 performance meaning the full draw down of Government grant (£5.3m) for this part of the programme and the prudent use of our own resources, mean that the Phase 2 programme cost in 2015/16 can be contained within the overall available financial envelope.
- 5.7 For Phase 2 to be a success against the backdrop of funding (per family) being cut in half and throughput set to double, all partners will need to continue to work harder, smarter and (importantly) differently to make progress with the new programme and at the same time address the challenges that came out of the recent stakeholder events (see paragraph 2.5).
- 5.8 We know that this will not be easy or straightforward, particularly with the worsening public sector financial picture and the likelihood of five tough years ahead. The leadership challenge will be significant but needs to be moved forward in an open and determined manner in order that scarce resources are even better targeted than at present. Additionally the number of working groups and different, but related service initiatives, will need to be combined in to a set of more coherent arrangements and our attention to demand management, to prevention (e.g. striking a better balance between our preventative and reactive commissioning arrangements), and to driving more value from the voluntary sector and volunteers will all need improving.

6. Conclusions

- 6.1 The current programme continues to evidence good progress and in addition to the welcome performance figures, there is no doubt that there are some good examples emerging of improved joint working, improved working relationships and improved awareness of the programme and its aims. Partner contributions are generally good and independent views from Ofsted, from Portsmouth University and from DCLG all point to a programme that is positively impacting on the lives of many vulnerable families in Hampshire.
- 6.2 There are though some continuing significant challenges to work through, not least of which is the change management 'piece' that is so critical to (all) complex multi partner transformation programmes. Generally, most partners

and most individuals who are contributing to the programme agree that transforming the way agencies work together and how they work for families is key to success. Walking the talk is, as ever, proving a challenge.

- 6.3 The move to a widened Phase 2 programme, at the same time as funding support is being cut (at a unit level) by half and all agencies are facing further difficult years in terms of public finance support really is a significant challenge for all concerned, but it is one that cannot be ducked and if taken forward openly and responsibly, also offers some real opportunities.
- 6.4 Ultimate success, not for the programme, but for public services and for vulnerable families, will be about help and support being accessed earlier, will be about the help and support making a lasting difference and will be about improved partner working leading to containment and then a reduction in high cost Children's Services interventions. The commitment (from all concerned) to a transformed and highly effective early help offer is set to be complemented by a number of associated work programmes including Digital, our Opportunity Assessment's, our Early Intervention/Prevention work and our efforts to work better with the Voluntary Sector. A lot of (related) work ahead for us to ensure that we remain joined up on.

7. Recommendations

- 7.1 Cabinet to note the continuing strong progress and performance of the Supporting (Troubled) Families Programme in Hampshire.
- 7.2 Cabinet to note the impending move to Phase 2 of the programme, the widening of the programme criteria and the changes in funding support.
- 7.3 Cabinet to support the activation of the one year extension clause of the Intensive Family Support Service (Transform) contract for a further year (2015/16).
- 7.4 Cabinet to acknowledge the positive results and general sustainability of the outcomes a year on, for the Year one families for which claims were submitted to DCLG.

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):	
OR	
This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Supporting Troubled Families Programme	4382	29 October 2012
Supporting Troubled Families Programme update	5050	22 July 2013

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. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- a) The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- b) Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- c) Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

Equalities Impact Assessment:

1.2. An equalities impact assessment was completed by the programme team as part of the initial programme planning 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 current DCLG definition of a troubled family.

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.

2. Impact on Crime and Disorder:

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

3. Climate Change:

3.1. How does what is being proposed impact on our carbon footprint / energy consumption? Not applicable

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? Not applicable



Family Case Study 1 - Transform

Family Composition and History:

Single parent (mother) household with five children and one grandchild.

- Nominated by children's social care team (Children in Need) with all children on a Child Protection (CP) Plan.
- Reports of low level anti-social behaviour and known to Youth Offending Team.
- History of domestic violence with previous partner.
- A number of agencies involved including children's social care, schools, health visitors.
- Overcrowded housing impacting on school attendance.
- School attendance for one child was 31% in 12/13.
- 2 adult children not in education, employment or training (NEET) and mum not in work.

The Single Multi-Agency Plan:

- A single plan developed with the family's social worker overseen by an Intensive Family Support Worker from Transform.
- Engaging with housing to find more appropriate accommodation.
- Supporting the family with debt management and making appropriate claim for eligible benefits.
- Supporting mum with routines at home such as getting children up and ready for school.
- Helping the adult child into supported employment through work with a local apprenticeship and supported employment provider.
- Empower mum to attend the Freedom Programme to provide support for domestic violence.

The Outcome:

One older child is off a CP plan and others likely to follow if school attendance continues to improve.

Significant improvements in school attendance.

Mum is attending college once a week.

One adult child (previously NEET) is now working full time.

No further incidents of crime or anti-social behaviour.