

HAMPSHIRE COUNTY COUNCIL

Report

Committee/Panel:	Children and Families Advisory Panel
Date:	31 January 2017
Title:	Update on the Supporting (Troubled) Families Programme (STFP)
Reference:	8069
Report From:	Director of Children's Services

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1. Summary

- 1.1. To provide the Children and Families Advisory Panel with an overview of progress made in both Phase 1 (2012-15) and the first part of Phase 2 (2015/16 onwards) of Hampshire's Supporting (troubled) Families Programme (STFP).
- 1.2. The report also provides a summary of the independent academic evaluation of Phase 1 of the programme by the University of Portsmouth.

2. Contextual information

- 2.1. The Supporting (Troubled) Families Programme (STFP) in Hampshire was established in May 2012 and is led by a small central team based at the County Council which since 2013 has included a senior Police Officer. As with all Local Authorities nationally the County Council is the accountable body for the programme.
- 2.2. From the outset STFP has been fortunate to have high level support at political and senior officer level from agencies across the county. To enable the programme to make a strong start the County Council invested £1.4m of its own money in the programme alongside Department for Communities and Local Government (DCLG) grants.
- 2.3. The principles of the national Troubled Families programme, as set out below, align with the County Council's own transformational ambitions up to and beyond 2020;
 - a) Improved outcomes and lasting positive changes to the lives of families.
 - b) Greater inter-agency co-operation and more effective partnership working.

- c) Reducing the current and future costs of high need families on the public purse.
- d) Challenging and changing the way we work, not just more of the same.
- e) Demonstrating to communities where families reside that positive and sustained change has been made.

2.4 Communicating the transformational ambition to key stakeholders such as Head Teachers and GP's has been critical. For example, we have distributed thousands of two sided postcards summarising the programme to professionals across Hampshire (see below).

Hampshire's Supporting (Troubled) Families Programme

Phase 2



The goal: to target 5,600 Hampshire families with multiple, complex issues, delivering solutions to persistent problems that lead to lasting, positive change for families and communities.

How:

- Early Help** - tailored and intensive support
- Single family plans** - putting the whole family at the centre of service planning
- Co-ordinated multi-agency approach** - local services working more effectively together
- Transforming the way we work** - local innovation, system changes, dedicated, assertive and persistent approach.



Hampshire
County Council



Email: troubled.families@hants.gov.uk

Web: www.hants.gov.uk/supporting-troubled-families

Hampshire's Supporting (Troubled) Families Programme

Who:

Targeting families with problems relating to:

- Crime** and anti-social behaviour
- Education**, children not in school
- Worklessness**, adults on out-of-work benefits
- Young people not in employment**, education or training
- Problems with drugs** and/or alcohol
- Physical or **mental health problems**
- Domestic violence** and abuse
- Families at risk of homelessness** or unmanaged debts
- Young children failing to thrive**
- Unhealthy weight** and/or malnutrition concerns

The result:

- Children attending school regularly
- Parents and young adults in jobs or training
- Lower levels of crime or anti-social behaviour
- Improved physical and mental health
- Reduced number of reported domestic incidents
- Children with increased levels of development and health check scores
- Families working better as a unit, able to look after and support each other



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3. Phase 1

3.1 In Phase 1 families with children with poor school attendance, young people offending, family members committing anti social acts or claiming out of work benefits were targeted for support. Families voluntarily come onto the programme and by the end of 2014/15 Hampshire had exceeded

the (DCLG) phase 1 target to identify/engage 1590 families by identifying/engaging an additional 372 families.

- 3.2 This performance enabled Hampshire to maximise the amount of grant drawn down from DCLG (£3.1m) for attaching families to the programme, an average of £2,400 per family.
- 3.3 In terms of Phase 1 positive family outcomes (referred to by DCLG as 'turning families around'), an average of £1600 reward grant per family was available. In total Hampshire secured £1.8m of reward grant (which has been reinvested in the programme) however, the achievement of the transformational ambition (see 2.3) has been the bigger prize rather than the chasing of reward grant.
- 3.4 Tracking of positive phase 1 family outcomes a year after submission to DCLG shows the sustainability of outcomes with 4 out of 5 families still with improved school attendance, reduced school exclusions/anti social behaviour/youth offending or remaining in employment.
- 3.5 The two year follow up of 459 phase 1 families for whom a positive family outcome was recorded with DCLG for education and anti-social behaviour between July 2013 and August 2014 shows half of those families would still meet the reward claim criteria demonstrating sustainability of progress made.
- 3.6 The strong progress in relation to identifying/engaging the cohort of (troubled) families and positive family outcomes reported to DCLG in phase 1 enabled Hampshire to commence phase 2 of the programme three months early on 1/1/15.

4. Phase 1 Independent Academic Evaluation

- 4.1 In 2012 Hampshire commissioned an independent academic evaluation of the first phase (2012-15) of our local Supporting (troubled) Families Programme (STFP) from the University of Portsmouth led by Prof Carol Hayden. We believe it to be the most comprehensive evaluation of the programme from any Local Authority area. The evaluation started in early 2013 and the final report was completed by September 2015.
- 4.2 The final evaluation report is available on our website via the following link; <http://documents.hants.gov.uk/childrens-services/universityofportsmouth-evaluationreport-july2015.pdf>
- 4.3 The evaluation consisted of a multi-method approach involving the collection and analysis of local programme data plus in depth interviews with families and front line staff who had participated in Hampshire's STFP. The evaluation concluded (p4);
'Hampshire's STFP is promoting positive change in professional practice with families. There is more inter-agency co-operation and understanding,

better information sharing, more targeted work with families, more whole family working, more positive experiences for service users.....The STFP also appears to be a more cost effective way of responding to families with multiple and complex needs.'

- 4.4 The evaluation's conclusion demonstrates a programme that moves beyond transactional and process driven activity towards a programme that challenges service culture, delivery and transformation for both the benefit of the public purse and more importantly for the benefit of families. It also demonstrates movement toward the transformational ambition described in 2.3.
- 4.5 The evaluation report (p31) also notes;
 - a) 87.9% reduction in the prevalence of families with a child persistently absent from education from baseline to comparison year
 - b) 54.9% reduction in the prevalence of families experiencing temporary exclusion from baseline to comparison year
 - c) 48.4% reduction in the prevalence of families with a young offender (with a record of offending known to the Youth Offending Team) from intervention to comparison year.
- 4.6 Section 5 (p32) of the evaluation includes an economic assessment of the programme which provides an estimate of 'costs avoided' to the public purse (in terms of reduced police call outs, reduced benefit claims and reduced growth of Looked After Children numbers) of £2.4m per annum. It is notable that this figure does not include health or housing costs.
- 4.7 Much of this is in contrast to the findings of the national Troubled Families evaluation published by DCLG on 17/10/16 which was the subject of an enquiry by the Public Accounts Committee. Hampshire County Council submitted evidence to the inquiry including the independent academic evaluation of phase 1 by the University of Portsmouth.
- 4.8 STFP has just completed a commissioning process which has appointed Southampton Solent University as the independent academic provider undertaking an evaluation of Phase 2 (2015-2020) of the programme. This evaluation will include an economic assessment of health and housing costs which were not included within the Phase 1 evaluation. It is intended that this report will be finalised in 2019 to inform Hampshire's strategy beyond 2020 when the programme is likely to end.

5. Phase 2

- 5.1 In December 2014 the Government announced Phase 2 of the Troubled Families Programme 2015 to 2020 would significantly increase the number of families nationally to be targeted for support from 120,000 to 400,000 families. The three criteria used to identify families in phase 1 (see 3.1) were extended by DCLG in Phase 2 to include families with children who

need help and those experiencing domestic abuse issues or health problems (6 criteria in total).

- 5.2 This has meant a significant increase in the number of families (5540) Hampshire is now required to identify/engage and where possible 'turn around' by the end of Phase 2 in 2019/20. On average Hampshire needs to identify/engage 1108 families per annum (92 per month) which is over double the Phase 1 average of 530 families each year (44 per month).
- 5.3 Poor Health is the most prevalent issue within families (55% of phase 2 families nominated under this criterion) and of these 4 out of 5 are for mental health issues. This need has been recognised by the lead Clinical Commissioning Group in Hampshire for children and young people (NE Hants and Farnham CCG) by the attachment of a senior health manager to the STFP central team to improve partnership working with key professionals such as GP's, School Nurses and Health Visitors.
- 5.4 A recent successful STFP bid to the NHS Health and Justice fund has secured 160k per annum up to 2020. This will be used to fund two Trauma Counsellors within Hampshire Youth Offending Team and a grant pot to provide small grants to organisations that demonstrate they can provide support to (troubled) families with health/mental health issues.
- 5.5 Significant numbers of families are also nominated under the poor school attendance, requiring early help and being in receipt of out of work benefits criteria. There are also notable numbers of families nominated for anti-social behaviour, rent arrears/financial difficulties and domestic abuse issues.
- 5.6 Comparison with other Local Authority areas indicates that the proportion of families identified with domestic abuse issues is lower in Hampshire than most areas. The senior Police Officer within the STFP central team is establishing stronger links within Hampshire Constabulary to ensure families where domestic abuse is/has occurred who would benefit from STFP support, are not missed.
- 5.7 Few families are nominated with adult offenders, with young people with developmental issues, at risk of eviction or with malnutrition issues. Discussions have taken place with the Hampshire Community Rehabilitation Company to ensure that families with adult offenders with parenting responsibilities are considered for nomination to the programme.
- 5.8 In excess of 200 families per annum who require high levels of support have continued to benefit from Intensive Family Support delivered by the Transform Consortium led by Barnardos. This contract ceases at the end of 2016/17 and a new Troubled Families Intensive Service starting on 1/4/17 until 31/3/20 has been commissioned from 5 providers which will provide greater flexibility in provision.

6. Finance

- 6.1 In the first year (2015/16) of Phase 2 Hampshire 'carried over' the 372 additional families nominated in Phase 1 (see 2.3) which enabled it to exceed the DCLG target (1223) for that year by 226 families. As a result Hampshire in agreement with DCLG claimed additional attachment fees for 200 of those families (200k) at the end of 2015/16.
- 6.2 The first part of 2016/17 has seen an 11.5% reduction of families nominated on average each month compared to the previous year, although activity is still significantly higher than it was in Phase 1. It is notable that Early Help Hubs, a significant source of family nominations for phase 2, have also seen a slowdown in activity during this period.
- 6.3 The current projection for end of 2016/17 indicates Hampshire will fall short of the DCLG target by about 200 families. Whilst there is no financial risk in 2016/17 to the programme, if this trend continues the financial risk will increase in terms of a reduction in DCLG attachment fees that can be drawn down.
- 6.4 An action plan is in place to remedy the slowdown in nominations. Any support members of the Hampshire Partnership can provide to promote the programme within their own agencies to increase nominations of families to the programme would be valued.
- 6.5 In Phase 2 DCLG have reduced attachment fees to £1000 per family with £800 available as a reward for 'turning around' families against any of the 6 family criteria that may apply to each family, making the claiming of reward grant significantly harder.

7. Performance

- 7.1 There is no doubt that because positive family outcomes must be sustained for at least six months (an academic year for school attendance) against all of the family issues (up to six rather than two or three in phase 1) there is a higher success threshold in phase 2 compared to phase 1. The only exception remains where a family member claiming an out of work benefit enters and continues in employment for at least 6 months for which a claim can be made in its own right.
- 7.2 To date 216 claims have been submitted to and accepted by DCLG under the new and more challenging phase 2 reward criteria.
- 7.3 The one remaining claim window in 2016/17 (November – December 2016) has been extended by DCLG into the first quarter of 2017. The current trajectory of positive family outcomes would suggest a claim of a further 100 to 120 positive family outcomes by the end of 2016/17. This would give a total approaching 340 for 2016/17 and a success rate of 25.5% which is significantly lower than the phase 1 success rate.

- 7.4 All the positive family outcomes submitted to DCLG by Hampshire have been subject to scrutiny by Hampshire County Council's internal auditors as well as a DCLG spot check on 16/9/16. Formal written feedback on the DCLG spot check has been largely positive.

8. Consultation and Equalities

- 8.1 Participation in the programme by families is voluntary, so the consent of families is mandatory for them to take part. All families are consulted about the contents of the single family plan for their family which is a cornerstone of the programmes approach.
- 8.2 The STF Programme will continue to ensure equality of access using the DCLG national criteria for identifying families.
- 8.3 Race and equality impact assessment has been considered in the development of this report and no adverse impact has been identified.

9. Future direction

- 9.1 It is likely there will be no Government funding for the programme after Phase 2 ends on 31/3/20. Local investment will be crucial to the continuation of STFP in some form beyond 2020.
- 9.2 The Phase 1 independent academic evaluation (see section 4) indicated positive progress but the assessment of the business case within the independent academic evaluation of Phase 2 will need to support the case for further investment beyond 2020.

10. Recommendation(s)

- 10.1 The Childrens and Families Advisory Panel are asked to note;
- a) The positive independent evaluation of Phase 1 of STFP in Hampshire.
 - b) Sustainability of outcomes for families for whom a positive family outcome was claimed one and two years previously.
 - c) The strong performance in Phase 1 and in the first year (2015/16) of Phase 2 of the programme.
 - d) Promote STFP wherever possible to increase the numbers of families nominated to the programme.

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

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

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Approval to Procure and Spend Commissioned Troubled Families Intensive Support Service	<u>Reference</u> 7648	<u>Date</u> 22/9/16
Direct links to specific legislation or Government Directives		
<u>Title</u> Financial Framework for the Expanded Troubled Families Programme (Dept for Communities and Local Govt)	<u>Date</u> March 2015	

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.)

DocumentLocation

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.

1.2. Equalities Impact Assessment:

- 1.3 The STF Programme will continue to ensure equality of access using the DCLG national criteria for identifying families.
- 1.4 Race and equality impact assessment has been considered in the development of this report and no adverse impact has been identified.

2. Impact on Crime and Disorder:

- 2.1 Families who commit anti social acts and/or offend are targeted for support by the programme. The independent academic evaluation of phase 1 of the programme (see section 4) indicates the programme has been successful in reducing anti social behaviour/offending within families who have participated in the programme.

3. Climate Change:

Not applicable.