

**HAMPSHIRE COUNTY COUNCIL
HAMPSHIRE PARTNERSHIP**

Date considered:	10 November 2016	Item: 3
Title:	Supporting (Troubled) Families Programme Update Report	
Directorate:	Children's Services – Hampshire County Council	

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1. Purpose

- 1.1. To provide the Hampshire Partnership 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). It also provides a summary of the independent academic evaluation of Phase 1 of the programme by the University of Portsmouth.

2. Introduction

- 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 the STFP programme has been fortunate to have high level support both 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 to our success. 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

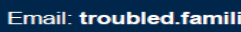
Hampshire's Supporting (Troubled) Families Programme

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. 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 both 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 studies, analysis of local programme data and 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 above conclusion from the evaluation 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 with 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 is currently the subject of an enquiry by the Public Accounts Committee. Hampshire County Council have submitted evidence to the inquiry including the independent academic evaluation of phase 1 by the University of Portsmouth.
- 4.8 STFP is currently conducting a commissioning process to appoint an independent academic provider to undertake an evaluation of Phase 2 (2015-2020) of the programme. This evaluation which 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 2.1) 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 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.
- 5.4 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.
- 5.5 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 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.
- 5.9 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.
- 5.10 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.

- 5.11 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. Phase 2 Positive Family Outcomes

- 6.1 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 a least 6 months for which a claim can be made in its own right.
- 6.2 September 2015 (26 claims) and January 2016 (72 claims) saw the first reward claims for 98 positive family outcomes under the new and more challenging phase 2 reward criteria. A further 120 reward claims have been submitted in the current reward window which if accepted by DCLG will bring the total to 218.
- 6.3 The one remaining claim window in 2016/17 (November – December 2016) has just 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.
- 6.4 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 is still awaited but the verbal feedback given has been largely positive.

7. Conclusion and Recommendations

- 7.1 Progress has been made toward the transformational ambition described in 2.3. Nevertheless, it is clear that whilst HCC may be the accountable body for STFP it cannot alone ensure the success of the programme and continuing partnership working across Hampshire is crucial to the continuing success of the programme.
- 7.2 The Hampshire Partnership are asked to note;
- a) The positive independent evaluation of the 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 the STF Programme within their own agencies to increase the numbers of families nominated to the programme and enable their staff to lead on family work where appropriate.