

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Public Health
Date:	26 July 2017
Title:	Supporting (troubled) Families Programme (STFP) update report
Report From:	Director of Children's Services

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1. Executive Summary

- 1.1 This paper provides a summary of phase 2 (2015-17) of Hampshire's Supporting (troubled) Families Programme and objectives/risks up to the end of phase 2 in 2020.
- 1.2 Executive Member approval is also sought for delegation to the Director of Children's Services of the proposed spend of the Criminal Justice and Mental Health grant (2017-20) successfully obtained by STFP from the NHS. This grant is for £160,000 per annum, £480,000 in total.

2. Contextual information

- 2.1 The national Troubled Families Programme led by Department for Communities and Local Government (DCLG) commenced in 2012/3. Families with children with poor school attendance, young people offending, family members committing anti-social behaviour or claiming out of work benefits were targeted for support.
- 2.2 By the end of Phase 1 (2012-15) Hampshire had exceeded the DCLG target (1590) by identifying/engaging 1972 families. This gave Phase 2 a head start as 382 families were rolled across into the new phase.
- 2.3 In Phase 1 Hampshire maximised the DCLG grant for attaching families to the programme (£2,400 per family average) and for 'turning families around' (£1600 reward average). This allowed Hampshire to start Phase 2 of the programme (2015-2020) three months early on 1/1/15.
- 2.4 The Government increased the number of families Phase 2 nationally to be targeted for support from 120,000 to 400,000 families. The criterion for identifying families was extended to families with children who need help and those experiencing domestic abuse issues or health problems.

- 2.5 The expansion of Phase 2 nationally has significantly increased the number of families (5540) Hampshire needs to identify/engage and where possible 'turn around' by the end of 2019/20. The target is challenging as Hampshire has to identify/engage 1108 families on average per annum which is over double the Phase 1 average of 530 families each year.
- 2.6 In Phase 2 attachment fees fell to £1000 per family with £800 reward available for 'turning around' families against up to 6 criteria that may apply. This has made the claiming of reward grant significantly harder.
- 2.7 Mental Health is the most prevalent issue within families and the proportion of families nominated under this criterion is now 63%.
- 2.8 Significant numbers of families are also nominated under the school attendance, early help and being in receipt of out of work benefits criteria. The proportion of families nominated under the early help criteria increased by 5% to 51% in total in the last quarter of 2016/17. It is likely that start of the new Family Support Service (FSS) has been a factor in this rise.
- 2.9 Notable numbers of families are nominated for anti-social behaviour, rent arrears/financial difficulties and domestic abuse issues. Comparison with other Local Authority areas indicates the proportion of families identified with domestic abuse issues is lower in Hampshire than other areas. The Police secondee to the STFP central team is strengthening links/processes within Hampshire Constabulary to ensure families where domestic abuse is/has occurred (but who are below the MARAC threshold), and who would benefit from STFP support, are not missed.
- 2.10 Few families with adult offenders are nominated to the programme. Three STFP events for Hampshire Community Rehabilitation Company (HCRC) front line staff have taken place in May/June 2017 to raise the profile of the programme. An STFP 'lift card' specifically for HCRC staff has also been developed. This should assist an increase in the numbers of families with adult offenders with parenting responsibilities nominated to the programme.

3. Finance

- 3.1. In 2016/17 Hampshire fell short of the DCLG target for identifying/engaging families by 170 families. There is a risk DCLG could claw back £170,000 of Attachment fees under their Financial Framework for the Programme. To date DCLG have not indicated any intention to do this.
- 3.2 Cautious budgeting has ensured no financial risk in 2017/18 to the programme. During the last two financial years of the programme (2018-20) DCLG targets significantly fall from the present level so it is likely that ground will be made up during this period which will reduce any risk.
- 3.3 STFP has successfully obtained a NHS Criminal Justice and Mental Health Grant to the value of £480,000 (£160,000 per annum) up to 2020. The Executive Member for Public Health is asked to delegate authority for the spend of these funds to the Director of Children's Services in consultation with the Executive Member.
- 3.4 The grant will be used in two ways:

a) £300,000 (£100,000 per annum) for two trauma/resilience workers based within Hampshire Youth Offending Team (HYOT). Hampshire County Council (HCC) is the statutory lead agency for the HYOT multi agency partnership. The performance of these posts will be monitored by the STFP Health Lead who is employed by the NHS.

b) £180,000 (£60,000 per annum) to fund three annual grant rounds, the timing of which will be aligned with other Children's Services grants to avoid duplication of funding and maximising opportunities for the charitable and voluntary sector. HCC's Small Grants process will be used to ensure open and transparent application/evaluation from organisations. The evaluation of bids will involve Borough/District Councils who have been strong STFP partners since the inception of the programme

The maximum bid allowed in each annual grant round will be £30,000 and it is anticipated that the majority of successful bids will be above the £5,000 threshold where Executive Member approval is required.

Successful applications will be required to target and deliver positive outcomes for families meeting the criminal justice and mental health criteria within Hampshire's Troubled Families Outcome Plan as follows:

- Families with offenders in custody/on licence/supervision and/or recorded anti-social behaviour/noise nuisance incidents.
- Children or adults with identified Tier 1 or 2 mental health needs not engaging with available support.

3.5 Delivery of services by organisations successfully awarded a grant under this process will be monitored to ensure that services are targeted, and outcomes achieved for those meeting the criminal justice and mental health criteria.

3.6 As stated in 2.7 mental health remains the most prevalent issue within (troubled) families.

4 Consultation and Equalities

4.1 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 DCLG definition of a troubled family in phase 1 of the programme.

4.2 The extended DCLG criteria (see 2.4) used to identify phase 2 families since 2015 means that all families in need of support from the programme can now be considered. This is an improvement from the position in Phase 1 as the issues indicated in 4.1 no longer apply.

5. Other Key Issues

5.1 The commissioning process for the new Troubled Families Intensive Support Service between 1/4/17 and 31/3/20 has been completed. The new contract is delivered on a Framework basis with several providers in each of the ten lot areas (based on District/Borough council areas with Hart and Rushmoor combined).

5.2 The transition from the previous Transform Service to the new providers took place smoothly. It was assisted by the fact that two of the former Transform consortium (Family Lives and Motiv8) were successful in becoming providers for the new contract and retained their existing staff and expertise.

6 Future direction

6.1 The original transformational ambition of the programme to better co-ordinate the way agencies work together with families (rather than just with individuals within families) remains steadfast. Good evidence of transformation emerged from the independent academic report in Phase 1 by University of Portsmouth and has been reinforced by Hampshire's use of DCLG's Maturity Model.

6.2 An independent academic evaluation of Phase 2 has been commissioned from Southampton Solent University (SSU). An interim report will be provided in early 2018 with the final report a year later. The evaluation will be key to the business case for future investment in the programme post 2020.

7. Recommendation(s)

7.1 For the Executive Member for Public Health to;

- a) Note the progress of the Supporting (troubled) Families Programme and the potential financial risk outlined in 3.1 and 3.2 of the report.
- b) Approve delegated authority to the Director of Children's Services to award funding and grants to a total value of £480,000 (£160,000 per annum) up to 2020 (as detailed in 3.4 of the report) from the NHS Criminal Justice and Mental Health grant in consultation with the Executive Member for Public Health.

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

Hampshire safer and more secure for all:	yes
Maximising well-being:	yes
Enhancing our quality of place:	yes

Other Significant Links

Links to previous Member decisions:		
<u>Title</u>	<u>Reference</u>	<u>Date</u>
Supporting (Troubled) Families Programme	<u>4382</u>	<u>29/10/12</u>
Supporting (Troubled) Families Programme update.	<u>5050</u>	<u>22/7/13</u>
Supporting Troubled Families in Hampshire Programme Update and Preparations for Phase 2	<u>6028</u>	<u>14/12/14</u>
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	
<u>DCLG Financial Framework for the Expanded Troubled Families Programme</u> https://www.gov.uk/government/publications/financial-framework-for-the-expanded-troubled-families-programme	<u>April 2015</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. 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 STFP central 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 restrictive DCLG definition of a troubled family in phase 1. The extended DCLG criteria used to identify phase 2 families means this is no longer the case.

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:

- 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