

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Cabinet
Date:	15 September 2017
Title:	Supporting (troubled) Families Programme (STFP) Annual Update
Report From:	Steve Crocker, Director of Childrens Services

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1. Executive Summary

1.1 This paper provides Cabinet with an annual update of Phase 2 (2015-20) of Hampshire's Supporting (troubled) Families Programme.

2. Contextual information

2.1 Phase 1 (2012-15) of the national Troubled Families Programme led by Department for Communities and Local Government (DCLG) was targeted at supporting families with children with poor school attendance, young people offending, family members committing anti-social behaviour or claiming out of work benefits.

2.2 Whole family working led by a professional the family trust is a key principle of the programme. Good evidence of transforming the delivery of services to whole family working emerged from the independent academic evaluation report on the progress of the programme in Phase 1 by University of Portsmouth. The evaluation report also provided evidence of significant savings and costs avoided to the public purse (see also 3.1).

2.3 In 2014 the Government announced a second phase of the programme up to 2020 which increased the number of families nationally to be targeted for support from 120,000 targeted in Phase 1 to 400,000 families in Phase 2. The Phase 2 criterion for identifying families was also extended to families with children who need help and those experiencing domestic abuse issues or health problems.

2.4 The Phase 2 expansion significantly increased the number of families (5540) Hampshire needs to identify/engage and where possible 'turn around' by the end of 2019/20. The Hampshire target is challenging as the numbers of families required to be identified/engaged is 1108 families on average per annum which is over double the Phase 1 average of 530 families each year.

2.5 In Phase 2 Mental Health is the most prevalent issue within families and the proportion of families nominated under this criterion is 63%. Significant numbers of families are also nominated under the school attendance, early help and being in receipt of out of work benefits criteria.

- 2.6 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 threshold for statutory intervention), and who would benefit from STFP support, are not missed.
- 2.7 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.
- 2.8 Since its start in 2012 until June 2017 Hampshire's STF programme was led by the Deputy Leader of the Council. The programme is now being led by the Executive Member for Public Health.

3. Finance

- 3.1 The University of Portsmouth evaluation provided a calculation that the programme had potentially avoided/saved costs of £2.4m per annum broken down as follows:

	£ '000
Reduced child care placements	667
Reduction in Children in Need	69
Reduction in persistent school absence	57
Reduced incidents involving the police (arrests, ASB, criminal damage, shoplifting)	248
Reduced benefit claims	1,357

- 3.2 Notably this calculation does not include health or housing costs so is likely to be an underestimate.
- 3.3 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 harder.
- 3.4 In 2016/17 Hampshire fell short of the DCLG target for identifying/engaging families by 170 families (see 4.2). There is a low 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.
- 3.5 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 for Hampshire fall significantly from the present level. If the current level (see 4.3) of family nominations continues (and we see no reasons why it would not), then ground will be made up during this period reducing/eliminating any financial risk.

4. Performance

- 4.1 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 enabling Hampshire to exceed DCLG targets in the first year of phase 2 (2015/16).
- 4.2 In the second year of Phase 2 (2016/17) there was a significant slowdown in family nominations in the last half of 2016 meaning there was a 9.5% fall in nominations compared to the previous year (although activity was still significantly higher than it was in Phase 1). This period coincided with the restructure of the Family Support Service (FSS) across the county.
- 4.3 In 2017 the number of families nominated has resumed an upward trajectory which has coincided with the start of the FSS. In July 2017 the highest monthly total of families (122) were identified/engaged. This gives some encouragement that the increased DCLG target (1413) for 2017/18 can be met.
- 4.4 Action continues to be taken by the STFP Central Team to increase awareness/nominations to the programme with key professionals such as health/housing/probation/social care/education.
- 4.5 Positive Family Outcomes

In Phase 1 Hampshire maximised the DCLG grant 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.
- 4.6 As positive family outcomes must be sustained for at least six months (an academic year for school attendance) against all of the family issues that apply (up to six rather than two or three in Phase 1) the success threshold in Phase 2 is higher compared to Phase 1. The only exception remains where a family member claiming an out of work benefit enters and sustains employment for at least 6 months enabling a claim to be made in its own right.
- 4.7 By the end of 2016/17 positive family outcomes for 271 families had been registered with DCLG for the payment of reward grant to Hampshire. The Annual Troubled Families report published by DCLG on the 4/4/17 showed some significant differences in rewards claimed by Local Authorities with some LA's having successfully claimed for thousands of families and others less than a hundred. Local comparison shows Southampton with 334 positive family outcomes in Phase 2, the Isle of Wight 38 and Portsmouth 35.
- 4.8 All the positive family outcomes submitted to DCLG by Hampshire have been subject to scrutiny by Hampshire County Council's internal auditors. In September 2016 DCLG undertook a spot check of reward claims and provided largely positive written feedback on the quality of data and the validity of claims made.

5. Consultation and Equalities

- 5.1 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.

- 5.2 The extended DCLG criteria (see 2.4) used to identify Phase 2 families since 2015 means that virtually 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 5.1 no longer apply.

6. Other Key Issues

- 6.1 Between 1/4/13 and 31/4/17 intensive family support for 250 STFP families per annum was successfully commissioned in 3 lot areas from Transform a voluntary sector consortium led by Barnardos.
- 6.2 Following consultation with key stakeholders (in particular Borough/District Councils) and Lead Member approval the contract for the new Troubled Families Intensive Support Service between 1/4/17 and 31/3/20 was commissioned on a Framework Contract basis.
- 6.3 The new Framework Contracts provide greater flexibility than previously with several providers in each of the ten lot areas (based on District/Borough council areas with Hart and Rushmoor combined) and a minimum of two providers in each district. If a provider in any district reaches capacity with the number of families they could support at particular time there is at least one more provider in each district to whom families could be nominated to.
- 6.4 Due to increased competition in the market the unit cost per family has fallen since the service was originally commissioned in 2013. This has enabled both a reduction in the cost of the contract compared to previously as well as an increase in the numbers of families supported to 376 in both this financial year and next.
- 6.5 The transition from the previous Transform Service to the new providers has taken 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. The two 'new' providers CSW Ltd and MIND have also made a good start to the delivering intensive support to families.

7. Future direction

- 7.1 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 and has been reinforced by Hampshire's use of DCLG's Maturity Model which requires such evidence.
- 7.2 DCLG are currently consulting on the adoption of an 'Earned Autonomy' model of funding for the last two years of Phase 2 (2018-20) based on evidence of transformation against DCLG's Maturity Model of Early Help Services.
- 7.4 Much of the evidence from the Phase 1 evaluation (see 2.2 & 3.1) has been fed into the Maturity Model. In order to continue to build the evidence base 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 (which will endeavour to include Health and housing costs) will be key to the business case for future investment in the programme post 2020.

- 7.5 A Full Members briefing about the STF programme has been arranged for the 23/1/18 which will provide a further update on progress.

8. Recommendation(s)

- 8.1 Cabinet to note the progress made and endorse the future direction of the programme as outlined in this report.

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>
Supporting (troubled) Families Programme (STFP) update report		<u>26/7/17</u>
Direct links to specific legislation or Government Directives		
<u>Title</u>		<u>Date</u>
DCLG Financial Framework for the Expanded Troubled Families Programme https://www.gov.uk/government/publications/financial-framework-for-the-expanded-troubled-families-programme		<u>April 2015</u>
DCLG Supporting disadvantaged families Troubled Families Programme 2015-20: Progress so far https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/611991/Supporting_disadvantaged_families.pdf		<u>April 2017</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.)

DocumentLocation

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