

HAMPSHIRE COUNTY COUNCIL

Report

Committee:	Policy and Resources Select Committee
Date:	23 November 2017
Title:	Crime and Disorder Annual Scrutiny – Hampshire Supporting Families Programme
Report From:	Director of Children's Services

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1. Executive Summary

- 1.1 This report provides the Policy and Resources Select Committee with an update on Phase Two (2015-20) of Hampshire's Supporting Families Programme (SFP), part of the national Troubled Families Programme. The Programme serves as a key element of the County Council's work with partners to address crime and disorder.

2. Background to the Hampshire Supporting Families Programme

Phase One of the national Troubled Families Programme (2012-2015)

- 2.1 "Troubled Families" is a programme of targeted intervention for families with multiple problems. Phase One of the national Troubled Families Programme was targeted at supporting 120,000 families comprising children with poor school attendance, young people who are offending, and family members committing anti-social behaviour or claiming out of work benefits.
- 2.2 Local authorities identify 'troubled families' in their area who can benefit from support to turn their lives around, with a key principle being to assign a key worker who the family trust. Central Government pays local authorities by results for each family that meet set criteria or move into continuous employment.
- 2.3 The Programme has been led by the Department for Communities and Local Government. £448 million was allocated nationally to Phase One of the programme, which ran from 2012 to 2015.
- 2.4 This County Council's implementation of the programme has become central to how it works with partners in local communities to identify, engage and support families whose members may be at risk of poor outcomes.

- 2.5 The criteria for targeted families includes factors directly related to crime and disorder and factors which indicate that family members may be at risk of offending or becoming a victim of crime and disorder.
- 2.6 In December 2012, the County Council commissioned the University of Portsmouth to undertake an independent evaluation of the Phase One of the programme in Hampshire. This evaluation has demonstrated good evidence of a transition to *whole family working* – a key principle of the programme – as well as significant savings and cost avoided to the public purse (see also 4.1).

Phase Two of the national Troubled Families Programme (2015 – 2020)

- 2.7 In 2014, the Government announced Phase Two of the programme up to 2020. This increased the number of families nationally to be targeted for support from 120,000 (Phase One) to 400,000 families in Phase Two. The Phase Two criterion for identifying families was also extended to include families with children who need help, and those experiencing domestic abuse issues or health problems.
- 2.8 As a result of this broadened criteria, the target number of families in Hampshire to be identified, engaged and where possible 'turned around' by 2019/20, increased to 5,540. This challenging target represents 1,108 families on average per annum, which is over double the Phase One average of 530 families each year.
- 2.9 In Phase Two, the largest proportion of targeted families has been nominated on the basis of meeting the mental health criteria (63%). Significant numbers of families have also nominated under the criteria of poor school attendance, early help and being in receipt of out of work benefits criteria.
- 2.10 Specifically, a significant number of families have been nominated for anti-social behaviour, rent arrears/financial difficulties and domestic abuse issues. However, the proportion of families identified with domestic abuse issues is lower in Hampshire compared with other areas. The Police secondee to the SFP central team is strengthening links/processes within Hampshire Constabulary to ensure that families experiencing domestic abuse, but who are below the threshold for statutory intervention, are not missed where they would benefit from the programme.
- 2.11 To date, few families with adult offenders have been nominated to the programme. Three SFP events for Hampshire Community Rehabilitation Company (HCRC) front line staff took place in May/June 2017 to raise the profile of the programme. Materials have also been developed to support HCRC staff to increase the numbers of families coming into the programme who include adult offenders with parenting responsibilities.
- 2.12 Links have also been developed with HMP Winchester as the new Governor is keen to develop support for men in custody and their families. An example of such support is to allow an additional visit for families whose children have improved school attendance following support from their male relative in custody, which might include the male in custody reading with their child.

3. Finance

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

Impact	Potential costs avoided/saved
	£ '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 of the overall impact.
- 3.3 In Phase Two attachment fees for working with families fell to £1,000 per family with a reward payment of £800 available for 'turning around' families against up to six criteria that may apply. This has made the claiming of Central Government payment by results grant funding more complex.
- 3.4 In 2016/17 Hampshire fell short of the DCLG target for identifying/engaging the target number of families by 170 families (see 4.2). There is a low risk that 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 there is no financial risk to the programme in 2017/18. During the last two financial years of the programme (2018-20) DCLG targets for Hampshire fall significantly from the present level of 1,413 families in 2017/18 to 1,093 families in 2018/19 and 276 families in 2019/20. It is expected that an increased monthly number of family nominations will be maintained which will make up for the lower earlier nominations (see 4.3 below). This will reduce or eliminate any financial risk to the remainder of the programme.

4. Performance

Number of families identified and engaged in the programme

- 4.1 By the end of Phase One (2012-15) Hampshire had exceeded the DCLG target (1,590) by identifying/engaging with 1,972 families. This gave Phase Two a head start as 382 families were rolled across into the new phase, enabling the County Council and its partners to exceed DCLG targets in the first year of Phase Two (2015/16).

- 4.2 During the second year of Phase Two (2016/17) there was a significant slowdown in family nominations - a 9.5% fall compared to the previous year, although activity was still significantly higher than it was in Phase One. This period coincided with the restructure of the Family Support Service across the county.
- 4.3 In 2017, the number of families nominated has resumed an upward trajectory, which has coincided with the commencement of the new Family Support Service. In July 2017, 122 families were identified or engaged, representing the highest monthly total to date. August 2017 saw 94 families nominated, the highest number for that month to date. This gives some encouragement that the increased DCLG target (1,413) for 2017/18 can be met.
- 4.4 Action continues to be taken by the STFP central programme team to increase awareness of the programme and nominations from key professionals, such as health, housing, probation, social care and education.
- 4.5 **Positive family outcomes achieved**
- 4.6 The success threshold in Phase Two is higher compared to Phase One since 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 One). 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 the County Council. In October 2017, a claim for a further 107 families has been submitted, which if accepted by DCLG will bring the total to 378.
- 4.8 All the positive family outcomes submitted to DCLG by Hampshire have been scrutinised by the 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. Strategic Partnership and Commissioning

- 5.1 The SFP is led by the County Council which convenes a Strategic Programme Board to involve partners and stakeholders in the development and delivery of the programme and to monitor and manage performance. There is a multi-agency central programme team and a network of identified Senior Responsible Officers for each district whose role is to co-ordinate the identification of local nominations for the programme and to co-ordinate interventions with families, involving relevant local partners. This is supported by a multi-agency shared information and case management system.
- 5.2 The County Council commissioned an intensive family support service from 1 April 2013 to 31 March 2017 to work with 250 families each year nominated under the programme. The commission was in three geographic lots and the

provider was Transform - a voluntary sector consortium led by Barnardos working with local voluntary organisations.

- 5.3 Following consultation with key stakeholders (in particular borough and district councils) and with Executive Member approval, a contract for the new Supporting Families Intensive Support Service between 1 April 2017 and 31 March 2020 was commissioned on the basis of a range of approved contracted providers under a single framework.
- 5.4 The new framework contracts provide greater flexibility than previously, with several providers in each of the ten lot areas (based on district and 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.
- 5.5 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 and an increase in capacity to support the 376 families each year.
- 5.6 The move from the contract with the *Transform* consortium to the providers on the new framework contract has taken place smoothly. The transition was assisted by the fact that two of the former *Transform* consortium (Family Lives and Motiv8) were successful in becoming providers under the new framework contract and retained their existing staff and expertise. Two additional new providers - CSW Ltd and MIND - have also made a good start to delivering intensive support to families in Hampshire.

6. Future direction for the Hampshire Supporting (Troubled) Families Programme

- 6.1 The original transformational ambition of the programme remains steadfast; to acquire learning and implement improvements to the way way agencies work together with families. This includes working with the whole and extended family rather than different agencies working with individual members of the family in isolation. This is reinforced by the County Council working with partners to apply DCLG's [Service Transformation and Maturity Model](#). This model and toolkit supports local areas to address meaningful cultural and system change and to assess how they are performing in transforming their services working with all partners and more can be achieved.
- 6.2 Much of the learning from the Phase One evaluation (see 3.4 & 4.1) has been fed into the Maturity Model. In order to build on the learning and to further assess the impact and outcomes of the STFP an independent academic evaluation of Phase Two 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 support the development of the business case for future investment in the programme post 2020.
- 6.3 DCLG are currently inviting expressions of interest for an 'Earned Autonomy' model of funding for the last two years of Phase Two (2018-20). Under this model, public sector organisations that have demonstrated consistently high standards of quality provision, can 'earn' the right to manage their own

budgets as they think best for their service users, without the constraints of centrally controlled audits and inspections. Given Hampshire's strong commitment to service transformation, an expression of interest has been submitted and if successful would lead to an invitation to submit a full bid in January 2018.

- 6.4 A Full Members' briefing about the Hampshire Supporting (Troubled) Families Programme has been arranged for the 23rd January 2018 which will provide a further update on progress.

7. Recommendation(s)

- 7.1 The Policy and Resources Select Committee is asked to:

- note the continuing work of the Supporting Families Programme
- consider the positive outcomes being achieved through the programme for families in Hampshire as a significant contribution towards preventing crime and disorder and associated risk factors
- note the future direction and next steps

CORPORATE OR LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	no
People in Hampshire enjoy being part of strong, inclusive communities:	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 Two	<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>
<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>
<u>DCLG Supporting disadvantaged families Troubled Families Programme 2015-20: Progress so far</u> 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.)

<u>Document</u>	<u>Location</u>
<u>Hampshire Supporting Troubled Families</u>	<u>Children's Services STFP Central</u>
<u>Final Evaluation Report Phase One,</u>	<u>Team</u>
<u>Professor Carol Hayden, university of</u>	
<u>Portsmouth 2015</u>	

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 One. The extended DCLG criteria used to identify Phase Two 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