

13 January 2014**Agenda Item: 7**

REPORT OF THE SERVICE DIRECTOR, YOUTH, FAMILIES AND CULTURE

THE TROUBLED FAMILIES PROGRAMME IN NOTTINGHAMSHIRE

Purpose of the Report

1. This report provides further information on the development of the Government's Troubled Families Programme in Nottinghamshire and seeks approval for the fixed term establishment of 1.5 full time equivalent Family Key Worker posts, along with an additional full time District Coordinator post, to support the Programme.

Information and Advice

2. The Department for Communities and Local Government describes "Troubled Families" as "those that have problems and cause problems to the community around them, putting high costs on the public sector". The Government states that it is "committed to working with local authorities and their partners to help 120,000 troubled families in England turn their lives around by 2015". The aims of the current national Troubled Families Programme are to:
 - get children back into school
 - reduce youth crime and anti-social behaviour
 - put adults on a path back to work
 - reduce the high costs these families place on the public sector each year.
3. In April 2013 Nottinghamshire County Council begin to take a proactive approach to identifying families with multiple and complex problems by creating a 'Troubled Families List' which matches hitherto separate information about children, young people and their families. Nottinghamshire County Council agreed to work with 1,580 families over the three years of the Programme (2012-2015)
4. Central government funding for the Programme consists of two separate streams:

An infrastructure grant - this pays for the coordination function to allow the relevant data and support to be provided to make the Programme viable.

An attachment fee - which is paid on a sliding scale, with an element paid by results on the declaration of agreed outcomes. The attachment fee plus the payment equal £4,000 per family and the element that is on a results basis will increase over time. Local agencies are expected to contribute the additional resources required to fully fund interventions.

5. Further information on the context and establishment of the Troubled Families Programme in Nottinghamshire is set out in previous reports to this Committee.
6. The Troubled Families programme in Nottinghamshire (known as “Supporting Families”) has been managed within the Targeted Support and Youth Justice Service since April 2013. Previously, the Programme was managed within the Children’s Social Care Division. The Programme therefore forms part of the Council’s overall Early Help offer for children, young people and families, and it is important to note that many families that do not meet the specific criteria for accessing the Troubled Families programme are supported through the broader early help offer. Early help interventions:
 - are for children and young people and families who are not at immediate risk.
 - will be lead by a key worker or lead professional who will co-ordinate the services involved with the child or young person and their family
 - are usually time limited (3 to 6 months)
 - involve an holistic assessment (usually the Common Assessment Framework) being completed with the child, young person and their family leading to an action plan
 - are reviewed regularly with the child / young person and family.
7. The Council’s key early help support for children up to age 12 years and their families is delivered through Children’s Centres across Nottinghamshire. This service is provided by the Nottinghamshire Children and Families Partnership (NCFP). Specific elements of this service include:
 - universal services including play sessions, health support, and opportunities to train and volunteer
 - more focused support for families with: challenging behaviour; communication difficulties (Home Talk Programme); mother’s mental health needs; diet and nutrition; domestic abuse; housing and debt issues
 - parenting programmes and interventions including: Strengthening Families; Incredible Years; the Parent / Child Game; and Theraplay.
8. The wider Targeted Support and Youth Justice Service provides early help support for families with vulnerable children aged 8 to 18 years, typically in one or more of the following categories:-
 - at risk of or actually offending
 - missing from home/homelessness
 - substance misuse
 - problems with attendance (including the prosecution of parents or carers)
 - defiant behaviour issues at home or school
 - emotional health difficulties that do not meet CAMHS criteria
 - support with finding work, training or re-entering education
 - young carers.
9. Both Services work in close partnership with primary health provider services such as health visiting and school nursing.

Performance of the Troubled Families Programme in Nottinghamshire

10. In November 2013 the Department for Communities and Local Government (DCLG) released the latest local and national statistics for the Programme. A summary of performance compared to the most similar county areas is attached as **Appendix 1**. District level data is not yet available but is being collated and will be available in future reports.
11. Nottinghamshire exceeds national averages in three of the five performance indicator sets published. At the end of September 2013 Nottinghamshire had identified 79% and was working directly with 62% of the 1,580 families required. This represents good performance when compared with similar areas with a large cohort of families. Similarly, performance on “continuous employment” (i.e. a member of a workless family returning to work and sustaining it for six months) is amongst the best in the country. This speaks to a highly productive relationship which has developed locally with staff from the Department for Work and Pensions. Nottinghamshire is being pointed to as an area of good practice in this regard.
12. In order to “turn around” the specified number of families it is necessary to identify families in excess of the cohort as the use of historical data makes it inevitable that some families will have moved from Nottinghamshire and that some will not be turned around in the timescale due to the entrenched nature of their difficulties. We have therefore revised our local criteria for selection to widen the pool and have procured the services of an intelligence analyst to speed the identification of eligible households. We have also refined our model for allocating key workers for each family, making use of existing resources within the Youth Justice Service and Targeted Support Teams. We have also sought to make use of the private and voluntary sector to deliver support to these families through externally commissioning some elements of intensive family work. The performance of external providers has been unsatisfactory, and the current contractual terms present an increasing financial risk to the Council in view of the Payment by Results model described in paragraph 4 above. As a result these external commissioning arrangements are to cease, and it is proposed that the additional posts described later in this report are established to enable the Council to deliver the required work satisfactorily.
13. Conversely, the percentage of families “turned around” in Nottinghamshire at the end of October 2013 totalled 13% and the number meeting the “crime, anti-social behaviour and education” outcome was at 9%. Payment by Results for this performance totals £130,636. These figures place Nottinghamshire performance below the national average at present in these performance categories, although Nottinghamshire is rated nationally by the Youth Justice Board as an exceptional performer in terms of youth crime reduction work, and school persistent absence rates are in line with national averages.
14. The data set out in paragraph 11 reflects the following: (i) local authorities have the ability to make historic claims for Troubled Families outcomes against previous work undertaken by their Family Intervention Programmes (FIP). For some local authorities, these historic claims represent a significant proportion of their claims to date. In Nottinghamshire however, the FIP (now incorporated within the Supporting Families Programme) was a relatively small programme and focused on very long term work with a small number of highly problematic families. It has therefore yielded relatively small numbers of historic claims; (ii) in Nottinghamshire, families were allocated on to the Programme from October

2012 onwards. In some other areas, local authorities redirected families in receipt of existing services onto the Programme from April 2012. This has resulted in a greater number of earlier claims in some other areas.

Sanctions for Non-Engagement

15. An important element of the Troubled Families Programme is the use of sanctions when a family will not engage, drops out of the Programme or fails to make sufficient effort to effect change. Sanctions may take many forms and may be undertaken by a range of agencies, for example:
 - Commencement of assessments by Children's Social Care where children are at risk of neglect and the family will not engage to address its issues
 - Issuing of an Education Penalty Notice or commencing prosecution for school non-attendance
 - The imposition of a Parenting or Acceptable Behaviour Contract or an application to Court for a Parenting or Anti-Social Behaviour Order
 - Withdrawal or reduction in benefits for refusal to engage in a DWP programme
 - Breach proceedings being issued in relation to a community based penalty or post-custody licence for a criminal offence
 - A housing based sanction such as notice or eviction.
16. In each case where there are concerns about engagement a Supporting Families Manager must consider sanctions with partner agencies. During the course of the Programme so far there have been 33 Parenting Contracts, nine Parenting Orders, two Individual Support Orders and 33 Parenting Contracts issued. There have also been 183 Court Hearings in respect of non-attendance at school.

Indications about the Troubled Families Programme from 2015 Onwards

17. Government has announced that the Troubled Families Programme will be extended until the year 2020 and that funding has already been identified for 2015-16. Whilst no official announcement has been made and consultations are ongoing, the DCLG has indicated that the next phase of the Programme is likely to focus on a larger cohort of families with less complex problems where the interventions required are less intensive and the unit cost per intervention lower. They have also cited an intention to focus more on families with primary age children as the current Programme has largely drawn in families with adolescents.

Business Case for Increased Staffing

18. Having examined the current performance of the Programme it has been calculated that a small increase in staffing will be offset by the increased number of outcomes and Payment by Results that would be generated by such a move. It is therefore recommended that a further 1.5 full time equivalent Family Key Worker (Scale 5) and 1 full time equivalent District Coordinator (Hay Band B) posts are established in the Supporting Families teams. The approximate cost is £81,200 inclusive of on-costs. These posts will be fixed term until September 2015.

Other Options Considered

19. An analysis of the impact on finance and performance has been carried out in relation to potential staffing reductions and maintaining staff at the current level. It has been calculated that based on current throughput the increase in staffing will lead to improved performance and that the costs will be offset by the increase in Payment by Results (PBR).

Reason/s for Recommendation/s

20. The recommendation in respect of staffing will deliver better performance and on current projections will be paid for by an increase in PBR payments.

Statutory and Policy Implications

21. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the public sector equality duty, safeguarding of children and vulnerable adults, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Implications for Service Users

22. The recommendation will increase the number of families who can be targeted through the Programme and assisted towards improved outcomes.

Human Resources Implications

23. There are no human resources implications arising directly from this report. If approval is given for the establishment of 2.5 FTE posts then these posts will initially be advertised internally and will be initially available for any staff at risk in other service areas.

Financial Implications

24. The annual cost of establishing the additional posts is £81,200. Funding for the additional posts has already been identified within the overall budget for the Troubled Families Programme.

RECOMMENDATION/S

That:

- 1) the update on the development of the Troubled Families Programme in Nottinghamshire be noted.
- 2) the establishment of 1.5 FTE Family Key Worker (Scale 5) and 1 FTE District Coordinator (Hay Band B) posts on a fixed term basis, initially until 30 September 2015 based within Targeted Support and Youth Justice Service, be approved.

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Constitutional Comments (LM 12/12/13)

25. The Children and Young People's Committee has delegated authority within the Constitution to approve the recommendations in the report.

Financial Comments (KLA 12/12/13)

26. The financial implications of the report are set out in paragraph 20 above.

Background Papers and Published Documents

Troubled Families Programme - report to Children & Young People's Committee on 16 July 2012
Troubled Families Programme update - report to Children & Young People's Committee on 11 February 2013
The Troubled Families Programme in Nottinghamshire – report to Children & Young People's Committee on 16 September 2013

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972. **Electoral Division(s) and Member(s) Affected**
All.

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**APPENDIX 1: TROUBLED FAMILIES - PROGRESS INFORMATION AS AT THE END OF SEPTEMBER 2013
AND FAMILIES TURNED AROUND AS AT THE END OF OCTOBER 2013**

Area	Total number of families	% of families identified as at the end of September 2013	% of families worked with as at the end of September 2013	% of families achieving crime/asb/education result as at the end of October 2013 ¹	% of families achieving continuous employment result as at the end of October 2013 ²	% of families turned around as at the end of October 2013 ³
Essex	2,220	55%	33%	8%	0%	8.33%
Nottinghamshire	1,580	79%	62%	9%	4%	13%
Staffordshire	1,390	63%	47%	12%	4%	16%
Lincolnshire	1,370	73%	52%	8%	0%	8%
Derbyshire	1,355	60%	53%	29%	0%	29%
Durham	1,320	88%	53%	23%	1%	24%
Cornwall	1,270	67%	62%	15%	1%	16%
Suffolk	1,150	100%	52%	10%	1%	11%
Cumbria	1,050	83%	83%	15%	0%	15%
Gloucestershire	900	87%	49%	12%	4%	16%
Worcestershire	900	69%	41%	7%	0%	9%
Oxfordshire	810	94%	69%	34%	3%	37%
Cambridgeshire	805	47%	45%	6%	1%	7%
Northumberland	650	53%	53%	6%	0%	6%
National	118,082	78%	53%	17%	1%	19%

¹ These figures represent the number of families achieving crime/asb/education results as claimed by local authorities up to the end of October 2013 and as defined within the [Troubled Families Programme Financial Framework \(March 2012\)](#).

² These figures represent the number of families in which one adult in the household has moved off out of work benefits and into continuous employment as claimed by local authorities up to the end of October 2013 and as defined within the Troubled Families Programme Financial Framework (March 2012).

³ These figures take account of **all** results for turning around families as claimed by local authorities up to the end of October 2013. This combines all crime/asb/education results and all continuous employment results since the start of the Programme. This does not include progress to work outcomes.