

13th January 2020**Agenda Item: 10**

REPORT OF SERVICE DIRECTOR, YOUTH, FAMILIES AND SOCIAL WORK

TROUBLED FAMILIES UPDATE AND CHANGES TO THE FAMILY SERVICE

Purpose of the Report

1. The report updates the Committee regarding the Troubled Families Programme for 2020/21.
2. Following the Family Service Review, the report also seeks approval of proposed changes to the service structure and the offer to Nottinghamshire families.

Information

Troubled Families

3. As reported to the November meeting of the Children and Young People's Committee, the Spending Round 2019 announced that the Troubled Families programme would be continuing for 2020/21. The Ministry for Housing, Communities and Local Government (MHCLG) has subsequently confirmed that the funding for next year will be equal to previous year budgets.
4. This funding is only confirmed for next year, with a multi-year settlement expected to be announced in 2020. At this stage a report will be brought to the Committee to confirm the medium-term future of Troubled Families and any financial implications to the Family Service and potential implications for the Children's department.

Family Service Review

5. As the future of Troubled Families was unclear a review of the Family Service began in April 2019. Workshops were run with staff and a set of principles were developed to inform any potential future changes to the service. These being:
 - Minimise the number of workers going into the family home
 - Achieve greater balance between the time spent undertaking assessments and delivering interventions
 - Develop consistent ways of working across all three localities
 - Increase flexibility in how interventions can be delivered
 - Give greater opportunities for workers to use initiative in range of issues dealt with
 - Improve the customer service experience for children, young people and families

- Increase efficiency by streamlining processes around Early Help Unit and intervention referrals
 - Protect management spans of control but address top heavy structure.
6. The principles and proposed service delivery model were further tested in briefings with partners that request support from the Family Service or work in partnership (Schools, Assessment Service, District Child Protection Teams, Children's Disability Service). The overarching view was that these were positive changes.
 7. A four-week public consultation was conducted with respondents asked whether they strongly agreed through to strongly disagreed with the overarching changes being proposed. This was disseminated to families who have accessed support from the service as well as promoted on the Council's media platforms. This was at a formative stage of development of the service and the feedback informed the changes to the service model. 142 of respondents replied with the majority strongly agreeing/agreeing to the principles.
 8. Given Troubled Families is continuing, the changes developed to deliver efficiencies will no longer be required. However, staff and wider feedback demonstrated that there was an opportunity to improve the offer to Nottinghamshire families. The proposal will not remove any support or services for families. The proposal develops a wider range of support dependent on the needs and considerations of families.

Family Service Structure 2020/21

9. **Appendix 1** shows the current service structure for the Family Service. In the current Family Service each locality has three teams: a Case Management Team, a Parenting Team and an Interventions Team. A family will have either a case manager or a social worker co-ordinating their support. The operating model for the Parenting Team and Interventions Team allows for multiple family support workers to be going into the family home.
10. The review found that a more holistic approach, with staff working with families across their support needs, would provide a better offer for families. In order to achieve this, it is proposed that there will no longer be a separate Interventions and Parenting teams, but instead one Family Support Team in each locality with the same number of full-time equivalent posts. The proposed structure is detailed in **Appendix 2**. The change to the structure will not involve any reduction in the overall number of posts in the service. A breakdown of the roles being established and disestablished is detailed in **Appendix 3**.
11. Additional to the locality based teams there are two county-wide teams; the Early Help Unit and the Troubled Families Unit. The Early Help Unit is the front-door team for the service, sign-posting and providing assistance to those that do not meet the threshold for the Family Service. Under the new model some county-wide resource will be moved to this team.
12. The Troubled Families Unit will continue to gather information and supply data to MHCLG in order to make Payment by Results funding claims, one of the main funding streams from the Troubled Families Programme.
13. In 2015, when the Family Service was established, management of the Youth Justice Service and Family Service Teams was distributed across the three Children's Service Managers (CSMs). In 2019/20 the decision has been taken for the five Youth Justice teams

to be managed under a single CSM, and the remaining Family Service Teams to be aligned under the remaining CSMs.

14. The changes to the structure were presented to all staff in October 2019, with an opportunity since then to provide feedback and comments. Trade unions were present at this meeting and have been provided with updates throughout the review.

Service Improvement

15. Additional to the changes to the staffing structure, the review identified a number of ways of working that can be improved in supporting families.

Early Help Unit

16. The proposal is to increase the role of the Early Help Unit in terms of triage and threshold assessments:
 - Some Tier 3 cases will be referred into the Family Service for assessment, multi-agency meetings and coordinate and deliver a plan of support.
 - Some Tier 3 cases could be referred directly to the graduated parenting offer where a good assessment is already in place and parenting is the presenting need.
 - Universal and third sector services will be supported to hold cases at Tier 2 but will be able to access the lower end of the graduated parenting offer (webinars, online support and workshops).

Early Help Case Management

17. The Family Service currently has case managers who act as the lead professional for families at tier 2 and 3 of the Pathway to Provision, undertaking assessments and coordinating plans for whole families. In order that the service offered to families is proportionate to their needs a lead professional service will be retained for Tier 3. Those at tier 2 will receive a triage assessment through the Early Help Unit and if eligible will receive support from the parent and family workers directly, without being assigned a case manager.

Family Support

18. The Family Service currently offers one to one support to children and young people, intensive parenting support, some parenting workshops and a range of evidence-based parenting courses to families at Tiers 2-4 of the Pathway to Provision.
19. The proposal is to improve the service offer by developing a graduated parenting response, where interventions from the current “menu” plus newly developed interventions will be grouped by “presenting issue” (Violence in the home, Risk taking behaviour, Routines and boundaries, Trauma and attachment issues, ADHD and ASD). Included within the graduated offer will also be an offer of support directly to the child or young person.

20. Under each heading it is proposed to develop online content (webinars, fact sheets), one day workshops, Evidence Based Parenting courses and intensive 1:1 parenting support and interventions for children and young people.
21. The graduated parenting response will mean that families with complex need can receive an appropriate level of support with parenting issues in a timely way, whilst maintaining an offer of support to families with a lower level of need who will be able to access online content and workshops without the need for lengthy waiting lists.

Empowering Parents Empowering Communities (EPEC)

22. As part of the Graduated Parenting Offer the service is proposing to expand the Empowering Parents Empowering Communities (EPEC) programme across Nottinghamshire. EPEC is an evidence-based parenting intervention in which parenting courses are led by local volunteer parent facilitators. The Parent Group Leaders receive training and have to demonstrate their understanding of the concepts underpinning the Being a Parent course as well as their capacity to deliver group work. This is done through a workbook and observation.
23. EPEC has been running as a pilot in Nottinghamshire for over 12 months in partnership with the Children Centre Service. Almost 20 group leaders have been trained and have successfully delivered Being a Parent groups in Ashfield, Mansfield, Bassetlaw and Newark & Sherwood. The volunteer Parent Group Leaders (PGLs) are supported by an EPEC Hub Coordinator and the proposal is to increase capacity in this role and mainstream the pilot to be a county-wide offer. The role of the Hub Coordinator is to train the PGLs, observe them delivering courses and offer ongoing Continuing Professional Development and support. The Hub Coordinator also ensures that the PGLs have all the necessary resources to deliver groups.
24. EPEC has proven to be both cost effective and successful at bringing about positive changes to families. Expanding the programme will enable the Council to expand the range of courses available to families at Tiers 2 and 3 of the Pathway to Provision.

Other Options Considered

25. The service as it is currently delivered could be maintained. This will mean that the options developed with staff and approved at consultation would not be taken forward and an opportunity missed to improve the service for families in Nottinghamshire. It also means the service would be less adaptable to change if Troubled Families does end or change its funding in 2021/22.

Reason/s for Recommendation/s

26. To improve outcomes for children, young people and families in Nottinghamshire by providing effective early help. Whilst making the service more sustainable and adaptable to change given its funding is tied to a short-term programme.

Statutory and Policy Implications

27. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Data Protection and Information Governance

28. The Data Protection Act 2018 requires organisations to undertake a Data Protection Impact Assessment (DPIA) where there is a high risk of an adverse impact on people's rights and freedoms arising from the collection or use of their personal data. Failure to complete a DPIA at all or properly, where one should have been done, can carry a fine of up to £8.5m. Where the DPIA identifies a high risk, which cannot be effectively mitigated, the Information Commissioner's Office (ICO) (the Regulator for data protection in the UK) must be consulted and agree to the proposals before the proposed collection or use of personal data can commence.
29. A DPIA for the Family Service Review is in development and has been used to design the approach to the collection and use of personal data and mitigate data protection risks identified thus far. The DPIA will be completed when full and specific detail of the way in which Family Service Review will process data is known. At that point, the risks of the proposed use of data will need to be fully considered and, if necessary, referred to the ICO.

Financial Implications

30. The Troubled Families grant is made up of three elements. An "attachment fee" of £1,000 per family engaged onto the programme, a "Payment by Result" fee of £800 for families who we can show have made progress, and a Service Transformation Grant, which is a fixed fee used in part to fund the coordination functions of tracking families and submitting claims. The funding received for each of these elements has been different every year of the programme, depending both on the phase of rollout and on performance.
31. Although the MHCLG has informed local authorities that the Troubled Families grant "will be the same as in previous years" there is still some ambiguity as to exactly how much Nottinghamshire can forecast to draw down in 2020/21. The proposals in this report anticipate no change to the overall Family Service budget from 2019/20. The service is carrying a number of vacancies, in addition to having reserves from Phase 1 of the programme. These will mitigate the financial impact of any reduction in the income from Troubled Families that the Authority is expecting to receive.

Human Resources Implications

32. Employees and trade unions have been consulted and kept informed throughout, with current proposals discussed at a further consultation event attended by employees and trade unions in October 2019. As described above, no reductions in post numbers are

proposed. The service will use the County Council's Enabling Procedure to place employees into posts in the new structure.

Implications for Service Users

33. The developments to the service will help to ensure families receive appropriate support when they need it.

RECOMMENDATION/S

That:

- 1) Committee approves the proposed changes to the Family Service offer and the changes to the staffing structure as detailed in **Appendices 2 and 3**.
- 2) a further report be brought to the Committee when an announcement has been made regarding the medium-term future of the Troubled Families Programme, to establish any implications for the Family Service.

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Constitutional Comments (LW 12/12/19)

34. Children & Young People's Committee is the appropriate body to consider the content of the report.

Financial Comments (SAS 19/12/19)

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37. The Family Service net budget is £2.4m and includes income from school absence fines, Dedicated Schools grant, and Troubled Families grant. The working assumption is that the Troubled Families grant will be at least the same level as 2019/20 which is forecast to be £1.7m. The service is carrying a number of vacancies, in addition to having reserves from Phase 1 of the programme, and these will mitigate the financial impact of a reduction in Troubled Families grant income below this level.

HR Comments (BC 16/12/19)

38. The staffing implications are contained within the body of the report. The proposals have been subject to appropriate consultation with staff and the trade unions. There are no redundancies arising from the proposals. The Enabling Procedure will be used to populate the new structure.

Background Papers and Published Documents

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.

[Troubled Families in Nottinghamshire Update - report to Children & Young People's Committee on 18th November 2019](#)

[Update on the Empowering People Empowering Communities programme in Nottinghamshire – report to Children and Young People's Committee on 15th October 2018](#)

Electoral Division(s) and Member(s) Affected

All.

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