

18 December 2017

Agenda Item: 9

## **REPORT OF THE SERVICE DIRECTOR, YOUTH, FAMILIES AND SOCIAL WORK**

### **TROUBLED FAMILIES PROGRAMME IN NOTTINGHAMSHIRE – SIX MONTH UPDATE**

#### **Purpose of the Report**

1. To provide an update on key changes to the Troubled Families Programme and an update on progress and impact of the Troubled Families Programme in Nottinghamshire.
2. To seek approval of the Nottinghamshire Family Outcomes Plan and for a further update to be brought to the Committee in six months.

#### **Information and Advice**

3. The Troubled Families Programme is the key vehicle for delivering Early Help in Nottinghamshire and is currently half way through the second phase of programme which runs from January 2015 to January 2020. There have been changes to the criteria with which Troubled Families are identified under the second phase of the programme, and whilst it remains aimed at families with the most complex needs, the eligibility for the programme has been broadened from four to six criteria (see **Appendix 1**).
4. The mechanism for securing funding from the Programme is in two parts. The first is a Service Transformation Grant, which is paid to support the development of integrated, whole family working. The second is a system of Payment by Results, based on outcomes per family. Nottinghamshire's local Family Outcomes Plan defines the criteria on which successful outcomes are measured (see **Appendix 1**). Payment is divided into two parts, with an attachment fee of £1,000 being paid for every eligible family engaged and a further £800 where a claim for successful outcomes is made.
5. The Troubled Families Programme is delivered by the following teams in Nottinghamshire:
  - Family Service (including Youth Justice)
  - Children's Centres
  - Family Nurse Partnership.
6. Nottinghamshire is currently developing partnership working arrangements with the voluntary sector and district councils to further embed the whole family working model.

7. The Department for Communities and Local Government (DCLG) is now offering areas the opportunity to move away from Payment by Results to a system of Earned Autonomy, whereby funds can be drawn down in advance of service delivery. This is in recognition of the fact that upfront investment can accelerate the pace of system change needed to achieve mature services. Earned Autonomy can be granted to those authorities whom can demonstrate they are making good progress in mainstreaming the whole family approach across the partnership and have a clear vision about the long term change they are seeking. Nottinghamshire has completed a self-assessment against the Early Help Service Transformation Maturity Model and judged itself to be a Maturing Authority. On this basis a bid for Earned Autonomy has been made and the outcome of this will be learnt in mid-February.
8. We are half way into the expanded Troubled Families programme and as of October 2017 we have engaged with 3,083 (59%) of the target 5,170 troubled families for the 5 year programme 2015-2020. As of October 2017, there have been 641 claims, of which there were 54 claims for continuous employment and 587 claims for significant and sustained progress. Where there has not been a claim in many cases it does not indicate a failure to make any progress. It likely means that the family is being monitored to show that progress made on the programme has been sustained, or could mean that progress was made by the family in some but not all of the Troubled Families criteria. It should be noted that with the expansion of the eligibility criteria in 2015, the bar for evidencing success was also raised and where previously an authority could make a claim based on progress in one area, it now has to be shown across all identified triggers.
9. In addition to data for claims, family level data is submitted to DCLG which is then aggregated to produce "Family Progress Data". Through this it is observed that families who have been worked with during Phase 2 of the programme have seen a reduction of children on child in Need plans, a reduction in Child Protection Plans and a reduction in truancy levels following intervention.
10. A policy document released by the Department for Work and Pensions (DWP) in April 2017, called "Improving Lives: Helping Workless Families" set out proposals to improve outcomes for children who grow up in workless families and face multiple disadvantages and articulated a clear role for the Troubled Families Programme in delivering this. In Nottinghamshire, good progress has been made with this, with a decrease in adults claiming out of work benefits following intervention from Council services. The claims also provide evidence as to how the Council is helping those furthest away from the labour market make progress to work. To this end, the Troubled Families Programme is providing a key vehicle for improving children's life chances and social mobility.
11. All claims are subject to audit by central government. To this end, Nottinghamshire underwent its first Spot Check of claims in July 2017, whereby 10% of claims were scrutinised by a government auditor. All claims were found to be valid and the audit report noted the high quality family support work that was being undertaken with the most complex families.
12. All areas are required to develop their own local set of outcomes to support successful claims against the six eligibility criteria. The Nottinghamshire Family Outcomes Plan was piloted from October 2016 and has been recently revised (see **Appendix 1**). The purpose of the plan is to provide all stakeholders with clear guidance as to the outcomes

to achieve for families and to provide detailed technical guidance to ensure that all claims were valid. The outcomes have recently been refined to take into account the increased potential for claims from Children's Centres and have also sought to streamline and simplify existing outcomes as staff become more confident and knowledgeable about the claims process.

13. The Family Service was developed in 2015 to bring together related elements of early help with services which support the delivery of statutory children's social care functions. Over a number of years significant savings have been made from this range of services with an increasing reliance on the grant and payment by results income from the government's Troubled Families Programme to support these services. The Troubled Families income totals approximately £2.1m per annum and is paid by central government, having been sourced from government departments who are felt to be beneficiaries of the programme outcomes. Whilst there are no official government spending plans past March 2020, the consistent narrative is that the Troubled Families Programme will end at that point.

### **Reason/s for Recommendation/s**

14. The Nottinghamshire County Council Family Outcomes Plan has been revised following a successful pilot and requires the approval of Committee for publication of the final version.
15. Within the next six months the outcome of Nottinghamshire's bid for Earned Autonomy status will be known and the Committee should be informed of the implications of this outcome.
16. Committee should be informed of the risk of a reduction or deletion of grant funding for early help services post 2020.

### **Statutory and Policy Implications**

17. 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.

### **Financial Implications**

18. There are no immediate financial implications of this report, however the risk of end of grant funding in 2020 is recognised and the service is considering options for change. At present the scope to introduce any changes is limited by the need to have a sufficient workforce to generate the "attachment fees" (paid for each family successfully engaged according to the provided criteria) and "payment by results" to gain Troubled Families income.

### **RECOMMENDATION/S**

That Committee:

- 1) approves the contents of the Nottinghamshire Family Outcomes Plan
- 2) agrees to receive a follow up report in the next six months and that this be included in the Committee's work programme.

**Steve Edwards**  
**Service Director, Youth, Families & Social Work**

**For any enquiries about this report please contact:**

Rachel Miller  
Acting Group Manager, Early Help Services  
T: 0115 993 4371  
E: [Rachel.miller@nottsc.gov.uk](mailto:Rachel.miller@nottsc.gov.uk)

**Constitutional Comments (LM 01/12/17)**

19. The Children and Young People's Committee is the appropriate body to consider the contents of the report.

**Financial Comments (SAS 06/12/17)**

20. There are no financial implications arising directly from this report.

**Background Papers and Published Documents**

None.

**Electoral Division(s) and Member(s) Affected**

All.

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