

29 September 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 for noting on the development of the Government's Troubled Families Programme in Nottinghamshire.
2. The report also seeks approval for the establishment of a temporary post of Systems of Work Development Manager until 31 March 2015.

Information and Advice

3. 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.
4. In April 2013 Nottinghamshire County Council began 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).
5. 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.

6. Further information on the context and establishment of the Troubled Families Programme in Nottinghamshire is set out in previous reports to this Committee. The Troubled Families Programme in Nottinghamshire (known as 'Supporting Families') has been managed within the Targeted Support and Youth Justice Service since April 2013.

Performance of the Troubled Families Programme in Nottinghamshire

7. In May 2014 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**. The figures in brackets for Nottinghamshire relate to the provisional August claim. District level data is attached as **Appendix 2**.
8. Nottinghamshire has now made 808 claims in total since the Programme began. An average of 240 claims per quarter is required for the target of 1,580 families turned around to be met by May 2015. The May claim attained this target and an improvement plan shown at **Appendix 3** is in place to drive activity to ensure that targets are met. This plan is subject to a longitudinal 'Peer Review' process from a multi-agency team led by a Corporate Director from Gedling District Council.
9. Unavoidable delays in filling vacancies in the Supporting Families Teams has had an impact on performance in the north of the County. Managers have now been able to recruit to all of the Key Worker vacancies and are hopeful of filling District Co-ordinator posts imminently. Where necessary, agency staff have been used on short term contracts to fill gaps. Given the particular challenges of this client group, close attention is being paid to the proven competence of staff at the point of recruitment and in building skills and confidence amongst the existing workforce. A number of staff have been undertaking vocational qualifications in working with "Complex Families" and managers have been monitoring staff performance. We have taken swift and robust action in cases where staff have not been operating to the required standards.
10. We are confident based on current performance that we will have reached the target of 1,580 families turned around by the final claim of this phase of the project in May 2015 and the 75% (1,185) of our families by February 2015 claim to be eligible for participation in the expanded programme detailed below. We have received positive feedback from the Families Team at the DCLG and we will be meeting with central Government colleagues again in October to review our performance and to deal with any risks that may emerge.

Indications about the Troubled Families Programme from 2015 onwards

11. The 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. The extended programme will be focusing on a wider range of families and also the way that services work together. A new Cost Benefits calculator which has been approved by Her Majesty's Treasury is now available and we will be testing this with a small cohort of families in preparation for next year, when its use is a requirement.

12. The aims for the changes in whole authority service delivery are very wide but they are likely to be:
 - to transform the way that services work together
 - to reduce the number of services intervening with one family
 - to use a whole family approach in interventions
 - to make universal services more accessible for these families
 - to improve data sharing.
13. There are a number of emerging ideas about the families that will be targeted but we know that the current criteria will remain with the following themes being added:
 - families affected by Domestic Violence
 - vulnerable children
 - families affected by a range of mental and physical health problems
 - high risk of worklessness
 - those involved in crime generation to generation.
14. With the significant expansion of volume and the increased diversity of social issues which the revised programme will seek to address, this will place the Troubled Families in less of a niche and more into the mainstream of our Early Help Provision. Due to this we will begin work on remodelling how these services are delivered and their alignment with other elements of the children's services offer. This work has just been commenced and will be reported back to the Committee at a later date.

Establishment of a Temporary Systems of Work Development Manager

15. In order to establish the processes across the Supporting Families and Targeted Support teams to support the next phase of the Troubled Families it is proposed to establish a temporary post of Systems of Work Development Manager until 31 March 2015. This post will lead on aligning the processes across these two business areas to ensure that data collection, assessment, planning and packages of intervention are standardised and consistent with best practice and wider developments within children's services. This post would be recruited to through the secondment of one of the existing Locality Managers within Targeted Support and Youth Justice with an honorarium of 10% being paid to recognise the strategic nature of this work, which would fall outside of the existing job description. The successful locality manager's post would be backfilled through an internal process.

Other Options Considered

16. Assigning the additional work required to an existing post has been considered but given the current workload pressures within Targeted Support and Youth Justice it has been assessed that the project would be at risk of failure without dedicated resource.

Reason/s for Recommendation/s

17. The recommendations are made to support a successful delivery of the next phase of the Troubled Families Programme.

Statutory and Policy Implications

18. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the NHS Constitution (Public Health only), 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.

Financial Implications

19. The cost of the temporary Systems of Work Development Manager would be a maximum of £27,600. This amount is available from within the grant for Troubled Families within this financial year.

RECOMMENDATION/S

That:

- 1) the update on the development of the Troubled Families Programme in Nottinghamshire be noted.
- 2) the temporary post of Systems of Work Development Manager be established until 31 March 2015, as described in the report.

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Constitutional Comments (LM 03/09/14)

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

Financial Comments (KLA 10/09/14)

21. The financial implications of the report are set out in paragraph 19 above.

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 Programme - report to Children and Young People's Committee on 16 July 2012

Troubled Families Programme update - report to Children and Young People's Committee on 11 February 2013

The Troubled Families Programme in Nottinghamshire – report to Children and Young People's Committee on 16 September 2013

Electoral Division(s) and Member(s) Affected

All.

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APPENDIX 1:TROUBLED FAMILIES - PROGRESS INFORMATION AS AT THE END OF MARCH 2014 AND FAMILIES TURNED ROUND AS AT THE END OF MAY 2014 (FIGURES IN BRACKETS ARE PROVISIONAL FOR AUGUST 2014)

| Area | Total number of Families | % of families identified as at the end of March 2014 | % of families worked with as at the end of March 2014 | % of families achieving crime/asb/education result as at the end of May 2014 ¹ | % of families achieving progress to work as at the end of May 2014 ² | % of families turned around as at the end of May 2014 ³ |
|------------------------|--------------------------|------------------------------------------------------|-------------------------------------------------------|-------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|--------------------------------------------------------------------|
| Essex | 2220 | 100% | 68% | 53% | 1% | 56% |
| Nottinghamshire | 1580 | 100% | 82% (92%) | 30% (37%) | 5% (6%) | 39% (51%) |
| Staffordshire | 1390 | 91% | 76% | 33% | 4% | 42% |
| Lincolnshire | 1370 | 95% | 78% | 37% | 6% | 41% |
| Derbyshire | 1355 | 94% | 91% | 53% | 3% | 55% |
| Durham | 1320 | 100% | 95% | 49% | 3% | 51% |
| Cornwall | 1270 | 88% | 70% | 35% | 13% | 37% |
| Suffolk | 1150 | 100% | 83% | 19% | 10% | 22% |
| Cumbria | 1050 | 100% | 58% | 29% | 3% | 29% |
| Gloucestershire | 900 | 100% | 85% | 45% | 4% | 52% |
| Worcestershire | 900 | 94% | 81% | 30% | 1% | 31% |
| Oxfordshire | 810 | 100% | 78% | 48% | 6% | 57% |
| Cambridgeshire | 805 | 87% | 87% | 29% | 0% | 34% |
| Northumberland | 650 | 85% | 85% | 33% | 0% | 35% |
| National | 118,082 | 94% | 82% | 40% | 4% | 45% |

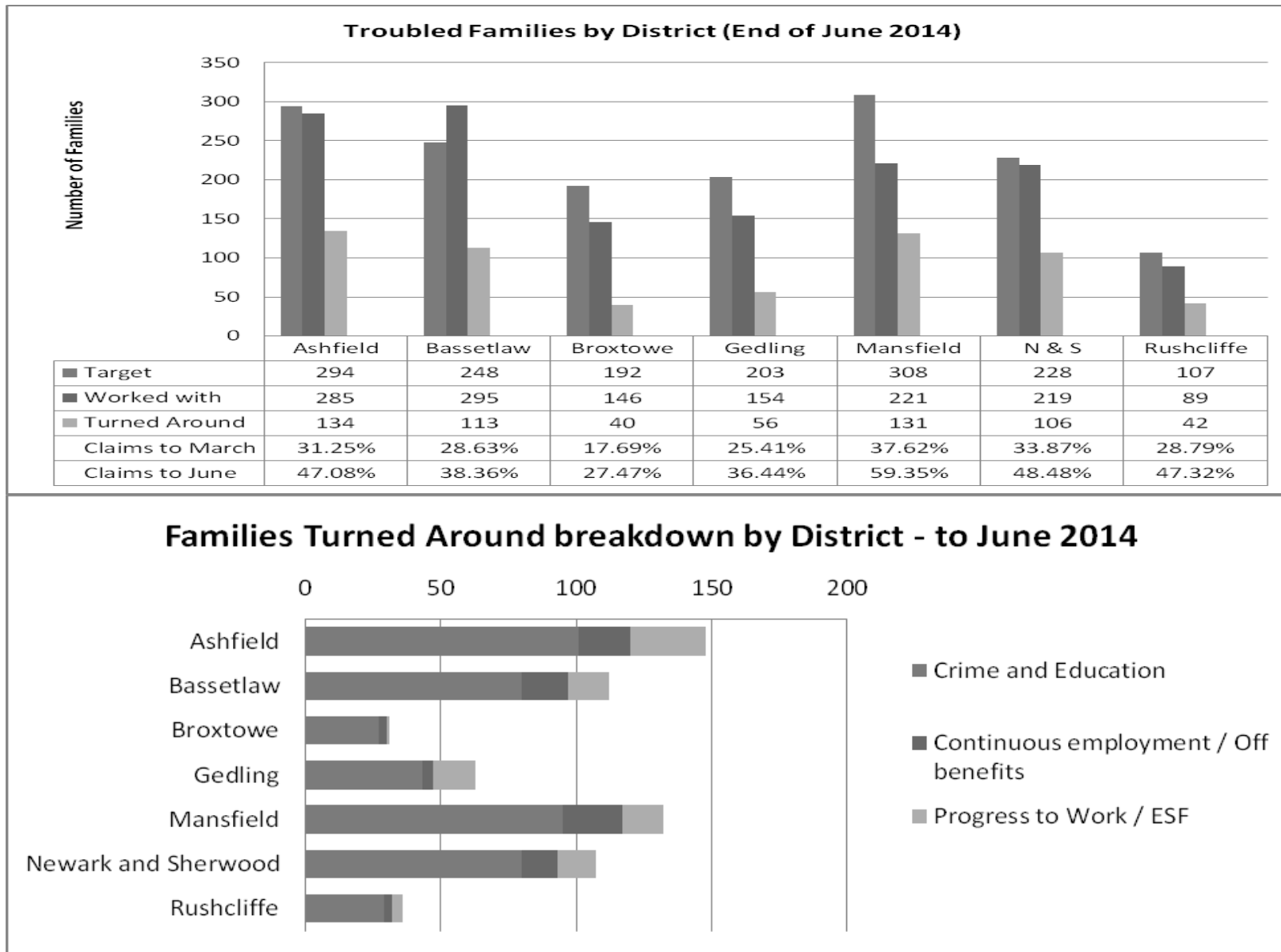
¹ These figures represent the number of families achieving crime/asb/education results as claimed by local authorities up to the end of March 2014 and as defined within the [Troubled Families programme Financial Framework \(March 2012\)](#).

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 March 2014 and as defined within the Troubled Families programme Financial Framework (March 2012).

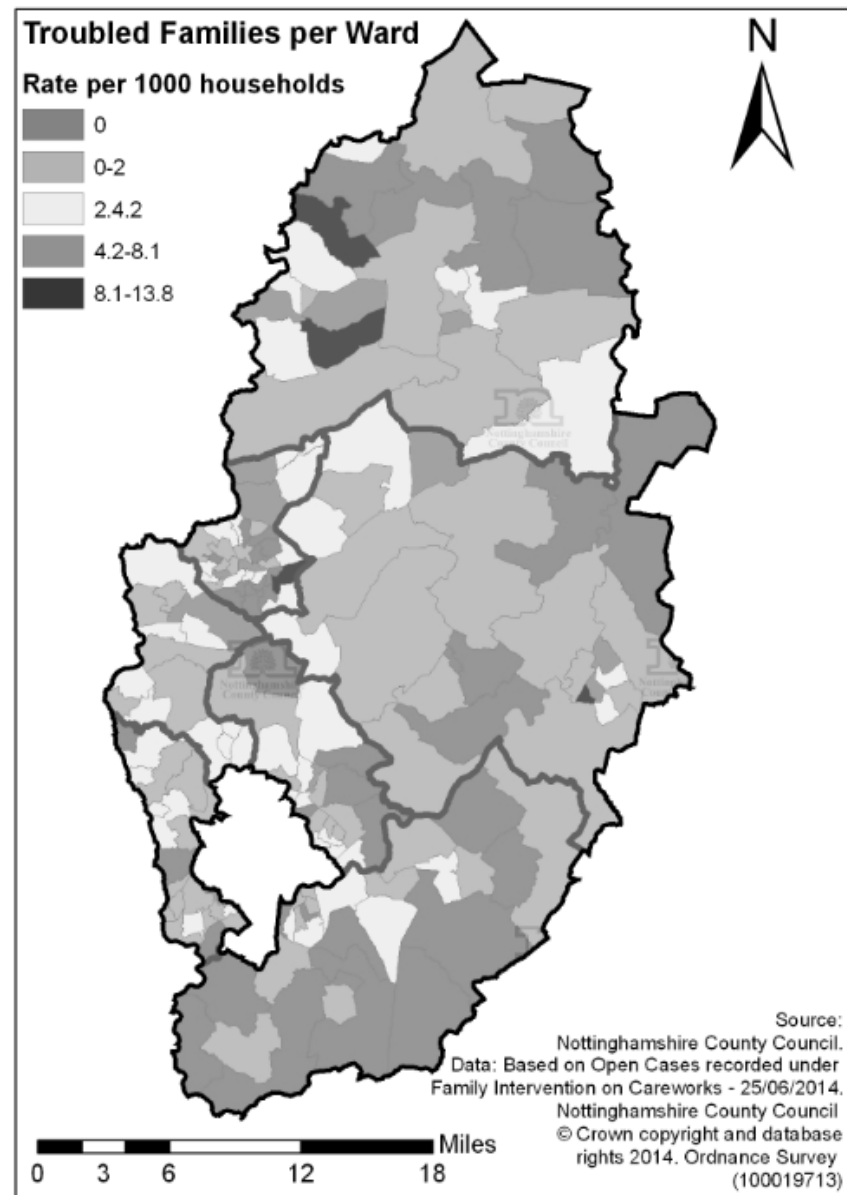
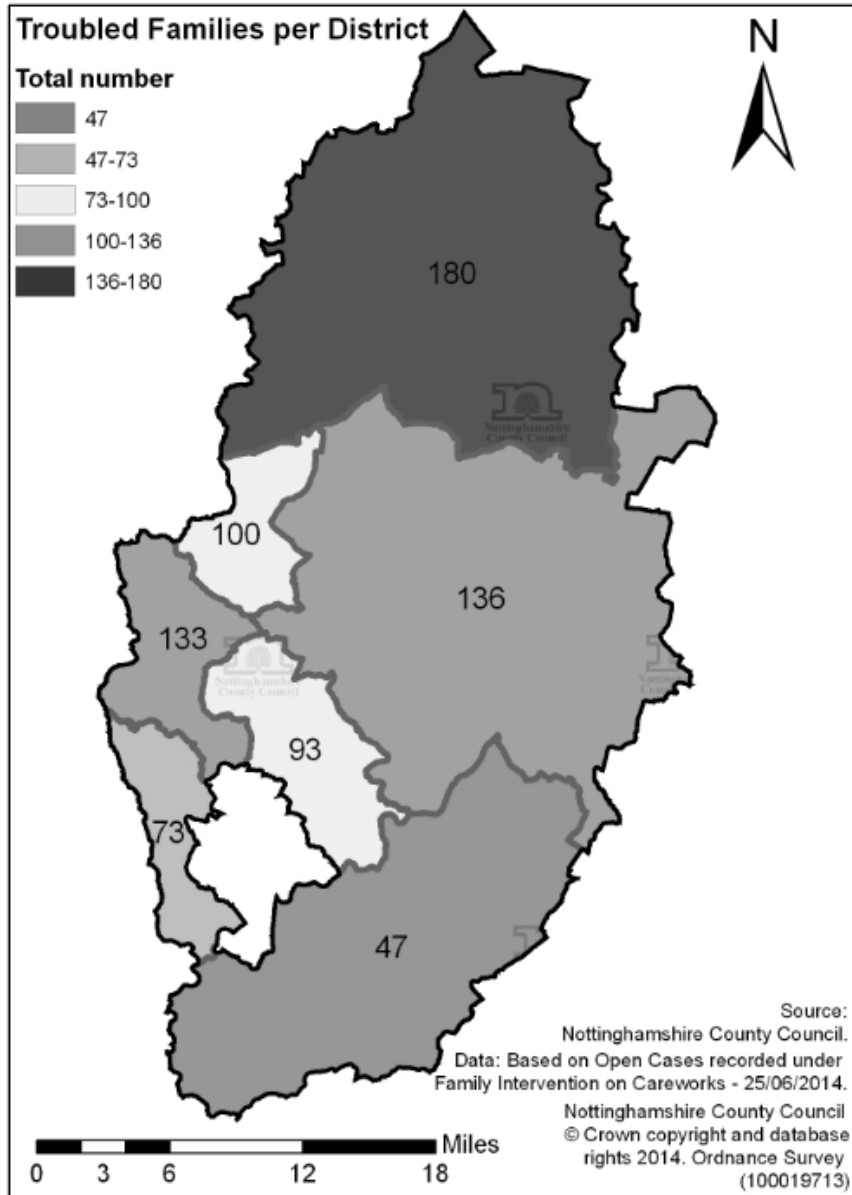
³ These figures take account of **all** results for turning around families as claimed by local authorities up to the end of March 2014. This combines all crime/asb/education results and all continuous employment results since the start of the programme. This does not include progress to work outcomes.

⁴ These figures represent the number of families achieving the progress to work outcome, as defined within the Troubled Families programme Financial Framework (March 2012).

Appendix 2: District Data



Supporting Families - June 2014



Appendix 3: Improvement Plan

| Outcome | Action | Lead | Timescale | Update |
|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|-----------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A sufficient quantity of Troubled Families is identified | <ul style="list-style-type: none"> • Revise local eligibility • Use all available data streams | Suzanne Littlehales | 1.2.14 | <p>Families living in the top 25% deprivation areas have been added as an alternative local criterion.</p> <p>District Councils have carried out an extensive exercise going through our '2 criteria' lists to match against adult ASB. This has given us a potential of 50+ additional families.</p> |
| Families receiving intervention have a good prospect of success within the projects time limits | <ul style="list-style-type: none"> • Review cases prior to allocation to ensure that outcomes are realistic | Jenny Spencer | 1.3.14 | Identified cases are now being initially assessed by dedicated workers and this has led to more effective use of time and an increase in 'quick wins'. Families are being moved through to their programme of intervention more quickly. |
| Families receive good quality and timely outcome focused interventions | <ul style="list-style-type: none"> • Management monitoring of service standards • Introduction of a revised initial assessment • Delivery of quality assurance activity • Train staff to NVQ4 level | Jenny Spencer | 1.2.14 | Quality assurance now carried out as a monthly activity by all managers. Initial assessments now following revised procedure – South have not had an additional member of staff but are using a more focussed approach to initial contact. Staff are working through the level 4 qualification and a |

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|--------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------|-----------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <ul style="list-style-type: none"> • Robust management of staff under performance | | | <p>number have completed the first unit with others already completing the full award.</p> <p>A number of action plans have been put in place and there are staff that are going through a formal competency process.</p> |
| Claims are maximised for all eligible work | <ul style="list-style-type: none"> • Historic cases are scrutinised to ensure that claims are made when appropriate | Jenny Spencer/Suzanne Littlehales | 1.5.14 | Historic YISP cases claimed in May. |
| Practice in Nottinghamshire draws on the best practice nationally | <ul style="list-style-type: none"> • Visits to high performing areas • Attendance at national and regional events | Jenny Spencer/Laurence Jones | 1.6.14 | Not yet begun. |
| Potential data sources to identify families for extended programme are identified and access is agreed | <ul style="list-style-type: none"> • Consideration of most appropriate criteria for which to seek data • Decisions on criteria selected to be agreed by board • SLAs & procedures put in place to ensure access to data • Difficulties with access to be brought to board | Jenny Spencer/Suzanne Littlehales | <p>Sept board meeting</p> <p>Dec board meeting</p> <p>Dec board meeting</p> | <p>First meeting September 3rd.</p> <p>Paper to be prepared for Board meeting.</p> <p>Transformation programme will be significant in this; but work to be carried out with non-NCC partners</p> |

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| Using Cost Saving Calculator provide cost benefit analysis of programme | <ul style="list-style-type: none"> • Attend seminar to introduce use of CSC • Populate calculator with best local cost estimates • Produce cost benefit for first cohort | Jenny Spencer and others to be agreed | 30.6.14 30.9.14 Dec board meeting | Completed Small cohort exercise to be carried out by JS & SL |
| Produce strategy for extended programme | <ul style="list-style-type: none"> • Take active part in current transformation programme • Identify potential lead professional agencies for extended programme • Hold a series of seminars and workshops for partner agencies to create new procedures | Jenny Spencer | Ongoing Sept board meeting 31.1.15 | Not yet available |
| Produce appropriate recording systems for extended programme | <ul style="list-style-type: none"> • Create new monitoring forms • Create additional assessment tool to sit with EHAF | Jenny Spencer/Paul Hutchinson/Mel Craven | 28.2.15 | |