

Stronger Families Programme – Phase 2 Update

5 September 2016

Report of Margaret Whellans, Corporate Director – Children and Young Peoples Services

Purpose

- 1 To provide Overview and Scrutiny with an update relating to the Stronger Families Programme (SFP) Phase 2, specifically:
 - Identification of eligible families;
 - Outcomes and Family Progress data survey;
 - Payment-By-Results (PBR) claims up to January 2016.

Background

- 2 Due to its success in Phase 1, County Durham was one of 50 Local Authorities (LAs) nationally to be invited to be an 'early starter' authority for the phase 2 troubled families programme. Durham is part of wave 1 and the programme started in September 2014. As an 'early starter', Durham has committed to engaging and working with 1,386 families before March 2015.
- 3 The phase 2 programme requires that a Family Outcome Framework (FOF) be developed locally, which sets out the programme outcomes and eligibility criteria across 6 headline themes.
- 4 Durham's FOF was launched in May 2015 and has been updated in September 2015, following feedback from Lead Professionals (LPs), CSMT and the Think Family Partnership.
- 5 In year one (2015/16), there is no target agreed for results claims and DCLG have expressed an expectation that results claims would be relatively low. However, there should be a focus on identification and engagement of the eligible families.
- 6 Durham will work with and 'turn around' 4,330 families by May 2020. The fundamental principles of the programme mean:
 - Prioritising the most complex and high cost families;
 - Appointing a keyworker/lead worker for each family;
 - Working towards agreed goals for every family for each applicable headline themes;
 - Being transparent about outcomes, benefits and costs;
 - Engaging in on-going service reform according to evidence of effectiveness and savings.

Identification of eligible families

- 7 Durham has committed to ‘attaching’ 2,340 families by the end of March 2017 (programme year 2). At the end of May 2016, Durham has engaged and started work with 2,064 families under the phase 2 programme – exceeding our commitment for year 1 and making significant progress towards the 2,340 families by the end of year 2.
- 8 During the cross-over between phase 1 and 2, all Services were encouraged and permitted to continue to identify and nominate eligible households, as ‘business as usual’. This has been instrumental in helping to exceed the year 1 target for attaching families to the programme.
- 9 Families continue to be identified primarily via nomination from a wide variety of DCC and partner organisations.
- 10 60% of nominations originate from the One Point Service, whilst Families First/A&I, Child Protection and Family Pathfinder account for a further 23.3% of nominations. A new process for identify families open to assessment by the Families First Team is being considered. It is envisaged that this will proactively identify and enter families on the programme, and dramatically increase the numbers of families identify by this service (please see actions).
- 11 In addition, the One Point Service accounts for the highest proportion of allocated LPs. In quarter 3 2015/16, the percentage of families allocated to OPS LPs was 57.5% (161out of 280).
- 12 The Think Family Partnership Mentors will specifically support schools and partner agencies, including Drug and Alcohol Services, Harbour and others during the next 12 months to embed an understanding and application of the Family Outcome Framework. This will help to raise nomination and participation from these services.
- 13 Table 1 (below) illustrates which themes are relevant to those families identified for the programme up to 22nd March 2016:

Table 1 – Headline themes (% of families where headline theme is relevant)

Crime / ASB	Education	Child in need of help	Worklessness	Domestic Violence	Health
17.7%	40.2%	52.2%	83.2%	26.0%	63.0%

Outcomes and Family Progress data survey

- 14 Since November 2015, an online Outcomes and Family Progress survey has been used to declare the outcomes achieved by families. It is essential that surveys are completed accurately and comprehensively in order to help justify results claims. This survey also captures additional data used for the national evaluation of troubled families programmes.

- 15 Up to 22nd March 2016, 1,099 requests have been made to LPs to complete the Outcomes and Family Progress data.
- 16 Each response received is checked and quality assured to ensure that it is fully completed. Mentors continue to support raising the quality of these responses with front line practitioners across the partnership.
- 17 The use of the survey remains a high priority and the TFT team will continue to assist LPs to capture the required outcomes for families on the Stronger Families Programme, as this is crucial to Durham's results claims.
- 18 The Think Family Employment Advisers (TFEA) will provide targeted support to relevant LPs, by offering assistance towards achieving outcomes in this theme. TFEA are now targeted and, with the DWP strategic lead, new role priorities have been mapped out.

Payment by Results claims

- 19 Durham, so far, has made three payment-by-results claims for phase 2. This included a pilot exercise in September 2015 and more recent claims in January 2016 and May 2016.
- 20 The Outcomes and Family Progress survey is used to 'declare' results and information is compared against data provided from School Census, Youth Offending Service and other sources. 10% of results are sampled by Internal Audit, with supplementary evidence collected from relevant management information systems and provided by LPs.
- 21 The programme will make a minimum of 4 results claims per year, however, there is now greater flexibility in the phase 2 programme to make additional results claims should the need arise. It is estimated that results for an additional 700 families will be made by the end of 2016, in order to keep pace with the requirement to 'turn around' 4,360 families by May 2020.
- 22 Results claims have been made for a total of 247 families. So far, results equate to a reward grant of £197,600. This comprises of 45 continuous employment results (18.2% - 45 out of 247 families).
- 23 This proportion of employment results claimed (45 out of 247) provides early optimism, as this is an increase from only 4.6% of Durham's results coming due to employment in phase 1 (2012-2015).
- 24 Due to our larger than average claim, DCLG spot checked and audited Durham in July 2016. High assurances were received from this process
- 25 It is worth noting that In the Health theme; only 5 families achieved a reduction in drug/alcohol misuse, compared with 28 families successfully managing a mental health condition. A closer look at the reason for families entering the Stronger Families Programme shows that three times as many families have entered the programme due to a mental health need, compared with those with a substance misuse need.

Table 2 – Families entering SFP due to mental health and substance misuse needs

Criteria	No. of families
Mental health need	599
Substance misuse need	188

- 26 When contrasted with the factors which led to a child protection conference this trend is contradicted, with greater parity between mental health and substance misuse need. This may indicate an under-reporting or a lack of consideration of alcohol / drug misuse when families are being identified/assessed, as well as a lack of robust application of the alcohol screening tool. In addition, there have been no family nominations made by Drug and Alcohol Services in the last 12 months.
- 27 Whilst no comparative information has been released by the Department for Communities and Local Government (DCLG), feedback from LA's suggests this is an above average number of results compared with regional and national authorities. The rate of families 'turned around' will continue to increase as the programme develops.
- 28 Due to Durham's larger than average claim, DCLG spot checked and audited Durham in July 2016. High assurances were received from this process.
- 29 Table 3 (below) provides a breakdown of the results claimed so far and the agency of Lead Professional for those families 'turned around':

Table 3 – Families 'turned around' by agency of Lead Professional (as at end of July 2016)

Agency / Team	Total number of families
Child and Adolescent Mental Health Services (CAMHS)	1
Children's Services - Assessment and Intervention	7
Children's Services - Child Protection	5
Children's Services - Disability Team	1
Children's Services - Families First	17
Children's Services - Family Pathfinder	10
Children's Services - Looked After Team	1
Children's Services - One Point Service	122
Children's Services - Teen Parent Pathway	18
Children's Services - Youth Offending Service	44
DISC (VCS)	1
Family Action - Young Carers	2
Family Intervention Programme	1
Health	3
Housing Provider	1
Pupil Referral Unit	6
School Nurse	1
Schools / Parent Support Advisers	6
TOTAL	247

Actions

30 Proposed actions include:

- Mentors to target and support schools, Drug and Alcohol Services, Harbour and other partner agencies during the next 12 months to embed an understanding and application of the Family Outcome Framework.
- Pilot identification processes in Families First and YOS to proactively identify families for the programme.
- TFT to continue to QA outcomes survey responses and support LPs to capture the necessary information, evidencing outcomes and results.
- TF Employment Advisers to target those families/LPs which have not yet met the required outcomes in theme 4 – Worklessness and Financial Exclusion.
- TFT to provide an analysis and further update on performance once national and regional results are released.
- TFT to work with Drug and Alcohol Services to ensure that those families with substance misuse need are identified and supported under the remit of the Stronger Families Programme.
- Continue to assist with the planned implementation of outcome-focussed plans within SSID.

Recommendations

31 The Children and Young People Overview and Scrutiny Committee are requested to note progress and achievements of year 1 of phase 2.

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Appendix 1: Implications

Finance - This is a payment by results programme; failure to meet the outcomes of the programme will have financial implications for Durham County Council.

Staffing - none

Risk – see finance

Equality and Diversity / Public Sector Equality Duty - none

Accommodation - none

Crime and Disorder - none

Human Rights - none

Consultation - none

Procurement - none

Disability Issues - none

Legal Implications – none