

# HAMPSHIRE COUNTY COUNCIL

## Report

<b>Panel:</b>	Children and Families Advisory Panel
<b>Date:</b>	8 <sup>th</sup> June 2021
<b>Title:</b>	Supporting Families Programme Update – 2020/21 Review
<b>Report From:</b>	Director of Children’s Services

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### Purpose of this Report

1. This report seeks to provide members with information on the Supporting Families programme – the name used in Hampshire for the delivery of what has been previously known as the national Troubled Families programme. The report will include background information to the programme and detail the work undertaken to support families across Hampshire in 2020/21.

### Recommendation(s)

2. The panel is aware of and notes the work of the Supporting Families Programme in Hampshire during 2020/21.

### Executive Summary

3. The national Troubled Families Programme is an established programme which has been in place since 2012, with the aim of supporting families with multiple and complex needs through early help interventions to prevent the escalation of need. The programme has continued to develop and grow to reflect the support needs of families.
4. Funding for the programme has been through service transformation grant and attachment elements (paid at the start of the year) and a payment by results element paid during the year based on successful outcomes achieved. This funding has been used to enable Hampshire to expand and improve local early help practices as well as pilot new and different ways of working.

5. The priority for Hampshire throughout the programme has been to ensure that families who require early help support receive this in a timely manner and receive a high quality of support. This focus has ensured positive outcomes for families, however historically this has not been reflected within the national data. In 2020 therefore Hampshire reviewed the co-ordination of the programme and made the decision bring responsibility into the Early Help Hub framework under the leadership locally of the Family Support Service managers.
6. The impact of Covid-19 and the associated lockdown periods had a significant impact on families and organisations who deliver early help support. In response to this, funding from the Supporting Families programme was released to local organisations through grants to provide early help support to families.
7. In spite of the impact of Covid, and adjusting to the changes in programme structure, by the end of 2020/21 Hampshire had significantly increased the successful outcomes reported to MHCLG compared to previous periods.
8. In the latest Spending Review, funding for the programme for 2021/22 was announced. Hampshire plans to continue to build on the success achieved in 2020/21 to meet the needs of families across the county, to further enhance partnership working and ensure maximum funding is achieved through the payment by result element of the programme.

### **Contextual information**

9. The national Troubled Families Programme (named the Supporting Families Programme in Hampshire) aims to ensure families with multiple and complex needs receive the support they need to build resilience and reduce the likelihood of requiring ongoing (or higher level) support in the future. This is done through a co-ordinated support plan co-ordinated by a lead professional.
10. The programme approach is in line with the Hampshire Approach and reflects the partnership work undertaken within the Early Help Hubs, and other areas of Children's Services. The alignment of the programme within Early Help partnerships has supported the work of the programme to be embedded within this partnership.
11. In 2020 the co-ordination for the programme at a local level was amended with Family Support Service (FSS) managers taking responsibility for the co-ordination of the programme at a local level. A key priority for the managers was to ensure the continuation of high quality support to families across the partnership whilst also working to improve our position within the national data.

12. In late March 2020, as the country entered the first Covid-19 lockdown, MHCLG acknowledged the impact this would have and the need to enable a local response at this time of need. As such, the upfront funding was increased for all local authority areas.
13. The additional funding enabled the Supporting Families Programme to assist the local response through a grants round to enable local organisations to react to the situation within their communities. In addition, the local FSS teams also received £5k funding to spend on individual family needs that arose.
14. The Emergency Covid-19 grants were used to support existing provisions offering early help support to families to transition their service delivery model to comply with government restrictions. Grants were also provided to established organisations to rapidly implement new support services to meet the needs of their communities arising as a result of the pandemic and lockdown. FSS funding was spent on addressing a wide range of needs based on the individual needs of families locally.
15. Covid-19 has had a significant impact across all services during 2020/21, on the families supported, the staff providing this support and the wider organisations across the partnership trying to ensure essential services continued. It presented a challenging landscape to implement significant changes to the programme co-ordination.
16. The FSS managers have taken on the additional responsibility of the Supporting Families Programme and have ensured the programme, and Early Help services, have remained available to families to access support throughout the period. Each FSS team has been supported by the programme with an additional Children and Families Support Worker (CFSW) to work within their team. Once in post, a key focus for the CFSW staff was to improve outcome recording to ensure that the achievements made by families receiving support was recorded in line with the thresholds for the programme.
17. In addition to the outcome work, the CFSW posts are also offering support to organisations taking on the Early Help Co-ordinator role. The developing of these relationships enables improved tracking of family progress and offers support to partners who may lack confidence/resources in some areas of the family plan to access support and advice. It also helps to ensure the family receive the co-ordinated whole family support in a timely way and is assisting in further improving the communication across the Early Help partnership.
18. The central strategic team also experienced significant changes in 2020/21. Ian Langley, after undertaking such a pivotal role in the development of the programme since it commenced in 2012, retired. With the focus of co-

ordination transferring internally to Children's Services, the central team was reviewed to ensure the new model was appropriately supported.

19. The programme continues to offer additional services to enhance the Early Help offer across Hampshire. This includes the services of four Department of Work and Pension (DWP) Employment Advisors, available to support families out of work to progress towards employment. The programme also continues to provide a commissioned Intensive Support provision which undertook the Early Help Co-ordinator role for 134 families in 2020/21.

## **Finance**

20. The Supporting Families programme is funded by the MHCLG. In 2020/21 this funding consisted of three streams – an Attachment payment, a Service Transformation Grant and Payment by Results. The Attachment payment and Service Transformation Grant are received at the commencement of the year, whilst the Payment by Results element is received quarterly based on the number of successful outcomes reported.
21. During 2020/21, Hampshire has worked to increase the funding accessed through the Payment by Results element of the programme by improving the outcome data recorded for families supported at Level 3 and embedding the Supporting Families Outcomes within the Early Help Framework.
22. Due to the improvements achieved, in 2020/21 Hampshire accessed 76% of the maximum available funding. This has ensured full up-front funding for 2021/22, which was at risk of being partially withheld by MHCLG if this progress had not been achieved.

## **Performance**

23. A key priority for Hampshire during 2020/21 was to improve the performance against the Payment by Result (PbR) measure within the programme. PbR is awarded for each family who is either successfully supported into sustained employment who has previously been in receipt of out of work benefits, or for families for whom all support areas have met the required threshold and sustained their progress for at least six months. This measure is used nationally to evidence the successful outcomes for families supported through the programme.
24. At the end of Phase 2 in March 2020, despite significant efforts from 2018 onwards to improve performance (and the significant progress made during this period), Hampshire achieved 1,487 successful outcomes against the MHCLG target of 5,540 (27%). It was recognised that this figure did not

reflect the outstanding support given to families during Phase 2 (which ran from 2015). In 2020/21, a key priority was to ensure that progress was made against this measure to ensure national data reflected the work in Hampshire more accurately.

25. In 2020/21, Hampshire had a target of evidencing successful outcomes for 928 families. This was a stretching target, based on previous performance which was made more challenging due to the transition of the programme and the impact of Covid-19 which resulted in families struggling to sustain progress achieved whilst being supported previously.
26. As a result of these challenges, in the first two quarters of 2020/21 performance against this measure was not at the levels required (192 successful outcomes recorded which met the required threshold for submission).
27. As the transition work for the programme was embedded (in particular the new CFSWs commencing work) and organisations adapted to working within the pandemic performance against this measure significantly improved. The final two quarters for the year resulted in the highest number of outcomes submitted by Hampshire with an additional 513 submissions. Hampshire achieved 76% against the target set by MHCLG, which given the additional challenges faced in 2020/21 was a significant achievement.
28. Performance being sustained across the final two quarters has resulted in increased confidence for performance in 2021/22 when the programme will be aiming to achieve 100% against the target of 967 successful family outcomes.
29. Hampshire is proud that this performance upturn has been achieved, however the priority remains ensuring that families achieve the best possible support in a timely and effective way, and this has continued throughout 2020/21. The work of the CFSWs is providing invaluable support locally across the partnership to support with this aim across the early help partnership.

### **Consultation and Equalities**

30. The receipt of support through the Supporting Families programme by families is voluntary, and families receiving support have access, and input into, the family plan developed to meet their needs.
31. The programme continues to identify families in accordance with the national guidance for the programme. Any family receiving support through in accordance with these principles is eligible to be supported within the remit of the programme.

## **Conclusions**

32. The Supporting Families programme within Hampshire continues to promote the principles of a co-ordinated whole family approach across the partnership when delivering early help services to families.
33. The programme will continue in 2021/22 to seek to support any identified gaps within the Early Help provision and to support statutory and voluntary/community organisations to work together to deliver services to families.
34. In 2021/22 the programme will aim to continue to develop the improved outcomes performance achieved in 2020/21 to maximise the reported successful outcomes and associated funding.

**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

Hampshire maintains strong and sustainable economic growth and prosperity:	Yes
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes
<b>OR</b>	
<p><b>This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because:</b></p> <p><i>NB: Only complete this section if you have not completed any of the Strategic Plan tick boxes above. Whichever section is not applicable, please delete.</i></p>	

*NB: If the 'Other significant links' section below is not applicable, please delete it.*

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u>	<u>Date</u>
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u>	<u>Date</u>

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

2.1 An equalities impact assessment was completed by the SFP at the start of the programme planning in 2012. This highlighted that the programme may disproportionately impact upon families within particular age groups and families with women in the household due to the restrictive Government definition of a troubled family in Phase 1.

2.2 A further equalities impact assessment was undertaken at the start of Phase 2 in 2015 taking account of the extended criteria used to attach families which means the issue highlighted in 2.1 no longer applies. SFP is a supportive programme designed to improve the lives of families within Hampshire who need support due to the multiple and complex needs being faced by the family.