

<b>Title of paper:</b>	Priority Families Update	
<b>Report to:</b>	Children's Partnership Board	
<b>Date:</b>	26 <sup>th</sup> June 2013	
<b>Relevant Director:</b>	Tim O'Neill	<b>Wards affected:</b> All
<b>Contact Officer(s) and contact details:</b>	Nicky Dawson Priority Families Programme Coordinator <a href="mailto:Nicky.dawson@nottinghamcity.gov.uk">Nicky.dawson@nottinghamcity.gov.uk</a> Tel: 0115 87 63757	
<b>Other officers who have provided input:</b>	Mark Andrews Head of Service FCT North Programme Director for Priority Families	
<b>Relevant Children and Young People's Plan (CYPP) objectives(s):</b>		
<b>Stronger safeguarding</b> – With a key focus on ensuring that there are high standards of safeguarding across all agencies and that the Partnership takes a pro-active approach to the elimination of domestic violence.		X
<b>Healthy living</b> – With a key focus on increasing the proportion of children and young people who have a healthy weight.		
<b>Reducing substance misuse</b> – Partnership work to lessen the impact on children of parental drug and alcohol misuse and to reduce drug and alcohol misuse amongst children and young people.		X
<b>Raising attainment</b> – Raising the attainment levels and increasing engagement in employment, education and training.		X
<b>Improving attendance</b> – Improving rates of attendance at both Primary and Secondary as a key foundation of improving outcomes.		X
<b>Summary of issues (including benefits to customers/service users):</b>		
<p>The Priority Families programme is now operational. There are various challenges to overcome:</p> <ul style="list-style-type: none"> <li>• Balancing progress to government targets against local capacity as we are undertaking whole system change with the operating model</li> <li>• The increase in the number of families to be brought into the programme for year 2 due to national changes to target numbers</li> <li>• Joint commissioning following detailed needs analysis</li> </ul> <p>There are plans in place to support these challenges but the Children's Partnership Board can do much to support the culture change, ensuring engagement, particularly of middle managers, and release of staff for training and allocation of families.</p>		
<b>Recommendations:</b>		
<b>1</b>	Board Members to note the contents of the report.	
<b>2</b>	Board members to note that the programme is now operational and support the team to implement and embed the new operating model.	
<b>3</b>	Board members to support culture change and staff engagement.	

## **1. Background and proposals**

### **Numbers**

As at October 2012 the data refresh showed that 1140 households met at least two of the three Troubled Family criteria. Where only two of the three Troubled Family criteria are met then a local criteria (need) is applied to make up the third criteria. This still qualifies the household for a full reward claim if outcomes are met.

Our target for year one was to identify 400 families and to be/have been actively working with 75% (300 households) of our year one target number. The active number should include families that we are checking for claims. In January 2013 we were at 28% of our target. We identified 503 families and were 'actively' working with 375 families by 31<sup>st</sup> March 2013, this means we were at 94% of our target by the end of year one and qualified for full year two attachment funding of £1.2 million.

## **2. Key Risks**

- The evaluation identifies that the current way of working does meet the needs of families and did not need changing ( the previous work of the Total Place Deep Dive into Vulnerable Families provided data that tells us this is not the case and evidences the need for change).
- The evaluation identifies that the current way of working does not meet the needs of families but we realise insufficient government funding to implement the full operating model.
- The evaluation identifies that the operating model is effective but that partners and families are not engaging.
- The evaluation identifies that the operating model is effective but there is not the will from the partnership to mainstream and sustain the approach at the end of the initiative.
- In focusing on whole workforce and transformational change Government targets are not met causing a loss of income and reputation.
- The partnership has insufficient resource and capacity to meet the families needs.

The programme has a full risk register overseen by the programme Board and Leadership Group and individual projects and work streams under the programme are developing their own action plans and more detailed risk registers that will be overseen by the Operational Managers Group.

## **3. Financial Implications**

### **Attachment fees**

Full attachment funding for year one was claimed, national targets were met for year one qualifying us for full year two attachment funding. Target percentages to gain full year three attachment funding have not yet been published by Government. The attachment funding is in reality operational grant funding. There is also a discreet guaranteed funding element to support a programme team. This is provided annually until 2015.

## **Reward claims**

We are currently checking 114 potential claims identified through triaging families at the roll out meetings. Some of these may not meet the full criteria once checked; although all of these families have been successfully supported through partnership working. A breakdown of outcomes achieved will be available once checking is complete. Some of these families have been supported through the full operating model, for example through the Family Intervention Project (FIP) or the Family Nurse Partnership (FNP). Some families have been supported through partial implementation of the model where the change of culture to family centred is already being worked towards under the Family Support Strategy; for example through family support work delivered in an integrated way through Family Community Teams, Children's Centres, YOT prevention work, and work through the Common Assessment Framework (CAF) process.

We are also able to backdate claims to 1<sup>st</sup> December 2010 for families successfully supported under the full or partial operating model (for example families who have successfully exited the FIP or the FNP). We are expected to find at least 200 families in this category – these are our one family in every six that we do not receive funding for as support was already funded under another government funding stream (so to receive a reward payment would be double funding). The one sixth deduction of funding is automatically top sliced from our attachment funding.

Our next claim point is July; we are expecting to claim between 150 and 300 reward payments.

## **Use of funding**

Funding is proposed to be used for implementation of the delivery framework (the operating model), whole partnership workforce development and to build some reserve to continue to deliver full support to our Priority Families post initiative. An early decision was made not to contract out the delivery of the programme or to commission lots of additional capacity as not being sustainable.

## **4. Performance data**

### **Audit**

There are six government departments involved in the delivery of the Troubled Families Policy Change Initiative of which the Department of Communities and Local Government (DCLG) is the lead. The Troubled Families Unit from DCLG conducted a telephone audit during February 2013 and a face to face audit on 14<sup>th</sup> March. The audit visit included attendance at a multi-agency triage meeting where partnership managers were allocating families. We were given a 'green' rating due to evidence that we:

- were on track to meet our year one target of 75%.
- have a clear governance structure that demonstrates excellent partnership commitment from all layers of leadership including political leaders.
- have strong partnership working integrated practice at the frontline.
- demonstrate good information sharing between partner agencies and a commitment to continual improvement in this area.
- have a well developed partnership operating model (delivery framework) that is sustainable
- are delivering high quality training and mentoring support for the partnership workforce.
- are committed to whole system change and transformation of the partnership workforce to become family focused, share resources and reduce costs, integrate practice and produce better outcomes for families.

## Year 1 Data Summary Sheet

A data breakdown of the first year's work is attached. The top right hand table shows how many families have been allocated to each agency or specialism to be the 'link' worker (Family Partnership Worker) who coordinates the family assessment and plan and the bespoke package of support around each family's needs.

The year one allocation table and pie chart show the breakdown of families who are being/have been actively supported.

There are a further 237 families who have been identified and triaged as '**not to be allocated**' (or allocated yet) due to:

- being social care cases - where we have since agreed allocations to ensure we do not duplicate support and are developing new integrated Priority Families work to test the operating model for this particular cohort of families.
- needing to do some additional checking of data to verify match to criteria.
- where there is only a single agency support need.
- where families have moved out of the authority area so are no longer eligible for our support.
- where circumstances are such that support needs to be deferred e.g. a family with one child who is now in remand for five to seven years

Most of the social care cases are being allocated and this is the bulk of the 237 families.

The table bottom left provides the breakdown of numbers per ward. The five wards with '0' lines are those wards that were not rolled out to in year one, these are mainly wards with lower numbers of identified families. The identification and triage process will change for year two to allow identification of families to come from the partnership rather than 'top down' from the troubled families list. We will engage with families from the remaining wards during year two as well as revisiting the other areas with higher numbers.

## Monitoring and evaluation

In addition to the monitoring requirements of government the City Council Insight team has developed a local monitoring framework. Alongside information from the family documents package, using documents such as the Family Assessment, Family Map and the Family Plan, the monitoring framework will be used to gather local data to inform detailed needs analysis. This in turn will inform future joint commissioning plans.

The government recommended approach is based on evidenced good practice from a number of government 'named' and fully evaluated services such as the Family Intervention Projects and Family Nurse Partnerships. We are using the evidenced approach as the basis for our operating model but we are testing some new elements along with some other Local Authorities, such as whether the model is as effective with a 'lighter touch' at lower levels of need in providing early intervention and prevention. There are also facets that are unique to Nottingham's model such as the mentoring provision and our relationship based approach whereby the allocated worker who will coordinate the family's support is the person who has the best relationship of trust to engage the family irrespective of whether they are a key worker or not.

A specification is in development for a local evaluation to fully test our operating model. The evaluation will include an action research element that will track a group of families sampled from across the levels of need for the life of the programme (May 2015).

## **5. The pilot group**

Thirty seven partnership staff received free three day family intervention support training during April and May. Thirty four of these are workers that have each been allocated one or two families and all workers have a mentor in place to support them to deliver the model. This group of workers are testing, or piloting, the full operating approach, process and the package of family documents. The pilot group of workers will be working closely with our Operational Managers Group to refine the operational model. We are aiming to review and evaluate the delivery system in July and August using learning to inform the continued roll out of the programme.

## **6. Training**

We are continuing to train partnership staff in the operating model alongside delivery of the pilot group. Training phase two runs to the end of September and currently 66% of the training spaces are booked.

The training is to national occupational standards and comprises the three day taught element of a full accredited qualification at level two, three or four. This training stands alone for practitioners comprising practical modules such as engaging with families, undertaking family assessments, supporting families with employment, coordinating partnership support packages, as well as the theory and evidenced approaches for family support.

We will be offering a degree of free training in the full accredited professional qualification across the partnership to create a group of 'advanced practitioners' who will act as change agents and 'local experts' within their organisations. The level two qualification is a certificate, the level three qualification a diploma and the level four qualification an award.

We will also be offering additional Signs of Safety training to the partnership alongside training to build a sustainable local cohort of mentors to provide case and operating model support to Family Partnership Workers. Action learning sets are also being provided to support workers to embed the approach. Other training will be offered as identified by the partnership, for example change management training, participation training, information sharing training – much of this 'bite sized' training will be done through workshops within regular good practice seminars, the first of these events will be on June 20<sup>th</sup>.

## **7. Legal Implications**

Legal implications around partnership information sharing in accordance with national guidance and in compliance with the Data Protection Act are considered and compliance monitored by the partnership. Individual Information Sharing Protocols between Nottingham City Council, as the lead agency and accountable body, and key partners are being put in place.

Since March 2013 new information sharing guidance to facilitate the Troubled Families Initiative has been produced by Department of Work and Pensions and Department of Health – Nottingham has been selected to work directly with national teams from both Government Departments to develop and improve practice and inform national guidance. New ACPO (Association of Chief Police Officers) information sharing guidance for Troubled Families has also been received by the Constabulary.

## **8. Client Group**

The primary client group is members of families resident in the same household (as defined by the 2011 census) with children and young people from 0 up to age 25 (to comply with additional needs and disability age thresholds and to align with Youth Contract work) resident in the household at least 50% of the time.

## **9. Impact on Equalities issues**

The programme is not providing a new service. It is providing a new delivery framework using existing resources in a more integrated and coordinated way. Equality Impact Assessments should be in place for existing services under each provider's policy requirements; this will be monitored through partnership processes. Assessment of any new work will be undertaken as per Nottingham City Council's Policy.

## **10. Outcomes and Priorities Affected**

This affects all priorities with a particular focus on Raising Attainment and Improving Attendance.

## **11. Contact details**

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Tel: 0115 87 63757

## Priority Families Apr-13 update

- The data refresh in Oct-12 produced a list of **1140 households** who meet at least 2 out of 3 TFU criteria.
- To date, there have been 13 rollout (matrix) meetings, covering 15 of the 20 wards in the City. Over 500 families have been reviewed as part of these rollout meetings, with 170 flagged for allocation to a lead worker to work them as a Priority Family.
- Below are further details of how these families have been allocated / reviewed.

	Ward	Date of matrix meeting
Rollout 1	Bulwell	08/11/2012
Rollout 1	Aspley	15/11/2012
Rollout 1	Bilborough	18/11/2012
Rollout 1	St Ann's	19/11/2012
Rollout 1	Bestwood	22/11/2012
Rollout 1	Basford	26/11/2012
Rollout 2	Clifton South	18/02/2013
Rollout 2	Dales	20/02/2013
Rollout 2	Berridge	22/02/2013
Rollout 2	Arboretum	26/02/2013
Rollout 2	Clifton North	01/03/2013
Rollout 3	Bridge & Mapperley	14/03/2013
Rollout 3	Radford & Park, & Sherwood	18/03/2013

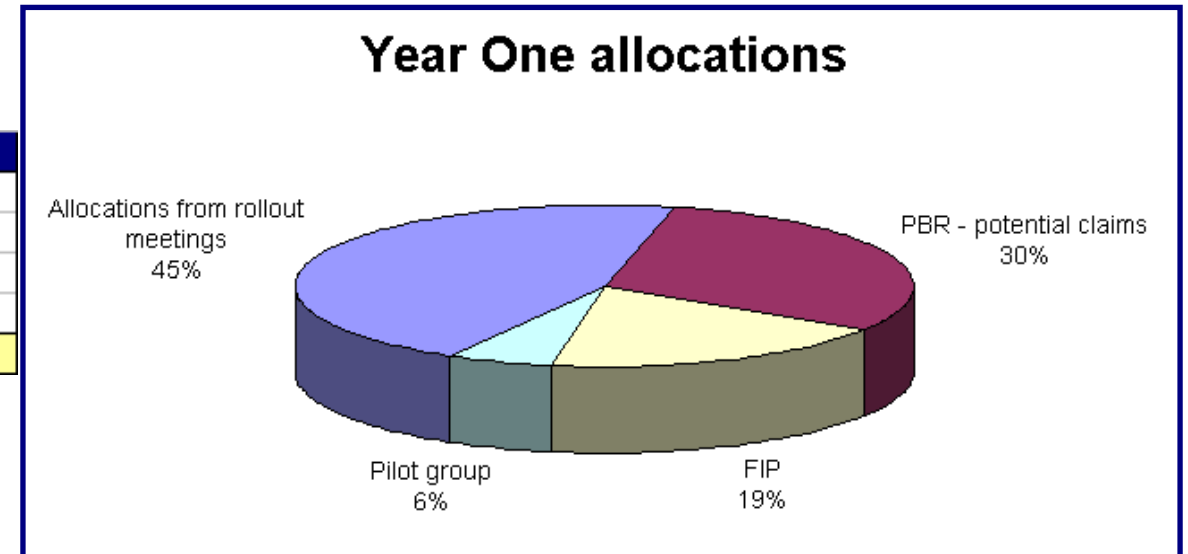


WARD	Rollout	EWS	FCT	FIP	HEALTH	HOUSING	POLICE	PROB-ATION	SCHOOL	SHARED	YOT	Allocated (exc FIP)	PBR	Not to be allocated	Families yet to be allocated (partially excluding FIP and Pilot group)
<b>Rollout group 1</b>	<b>1</b>	31	17	6	2	5	3	1	13	0	9	81	35	27	495
<b>Rollout group 2</b>	<b>2</b>	18	7	5	0	3	13	1	10	0	7	59	26	183	0
<b>Rollout group 3</b>	<b>3</b>	11	5	1	0	4	4	1	0	1	4	30	53	27	20
<b>Not yet rolled out</b>		0	0	0	0	0	0	0	0	0	0	0	0	0	88
<b>Grand Total</b>		<b>60</b>	<b>29</b>	<b>12</b>	<b>2</b>	<b>12</b>	<b>20</b>	<b>3</b>	<b>23</b>	<b>1</b>	<b>20</b>	<b>170</b>	<b>114</b>	<b>237</b>	<b>603</b>

WARD	Allocated (exc FIP)	PBR	Not to be allocated	Families yet to be allocated (partially excluding FIP and Pilot group)
Arboretum	6	8	35	0
Aspley	14	3	7	188
Basford	17	6	2	50
Berridge	11	3	38	0
Bestwood	14	8	3	54
Bilborough	11	11	2	73
Bridge	9	14	5	3
Bulwell	14	1	8	90
Bulwell Forest	0	0	0	37
Clifton North	16	4	27	0
Clifton South	15	4	54	0
Dales	11	7	29	0
Dunkirk and Lenton	0	0	0	7
Leen Valley	0	0	0	28
Mapperley	7	11	7	9
Radford and Park	6	10	5	1
Sherwood	8	18	10	7
St. Ann's	11	6	5	40
Wollaton East and Lenton Abbey	0	0	0	9
Wollaton West	0	0	0	7
<b>Grand Total</b>	<b>170</b>	<b>114</b>	<b>237</b>	<b>603</b>

**Top left:** The dates of the multi-agency rollout meetings so far. **Above:** Summary of allocations per agency, per rollout phase. **Below left:** Summary by ward following rollout mtgs  
**Below right:** Summary of allocations for Year One (2012/13)

Year One allocations	Total
Allocations from rollout meetings	<b>170</b>
PBR - potential claims	<b>114</b>
FIP	<b>70</b>
Pilot group	<b>21</b>
<b>Grand Total</b>	<b>375</b>



The target for year one (2012/13) allocations was 400 families. 375 families were actually allocated. There is a target for a further 600 families to be allocated in 2013/14, and a final 200 in 2014/15. A number of families have not been included in the year one allocation that were discussed at the rollout meetings. This includes social care cases, families flagged for further checking prior to allocation, and those flagged for removal from the master list of priority families ("false positives")

# Priority Families Update

## Priority Families Update

Children's Partnership Board June 26<sup>th</sup> 2013

Dr. Tim O'Neill, Director of Family Community Teams



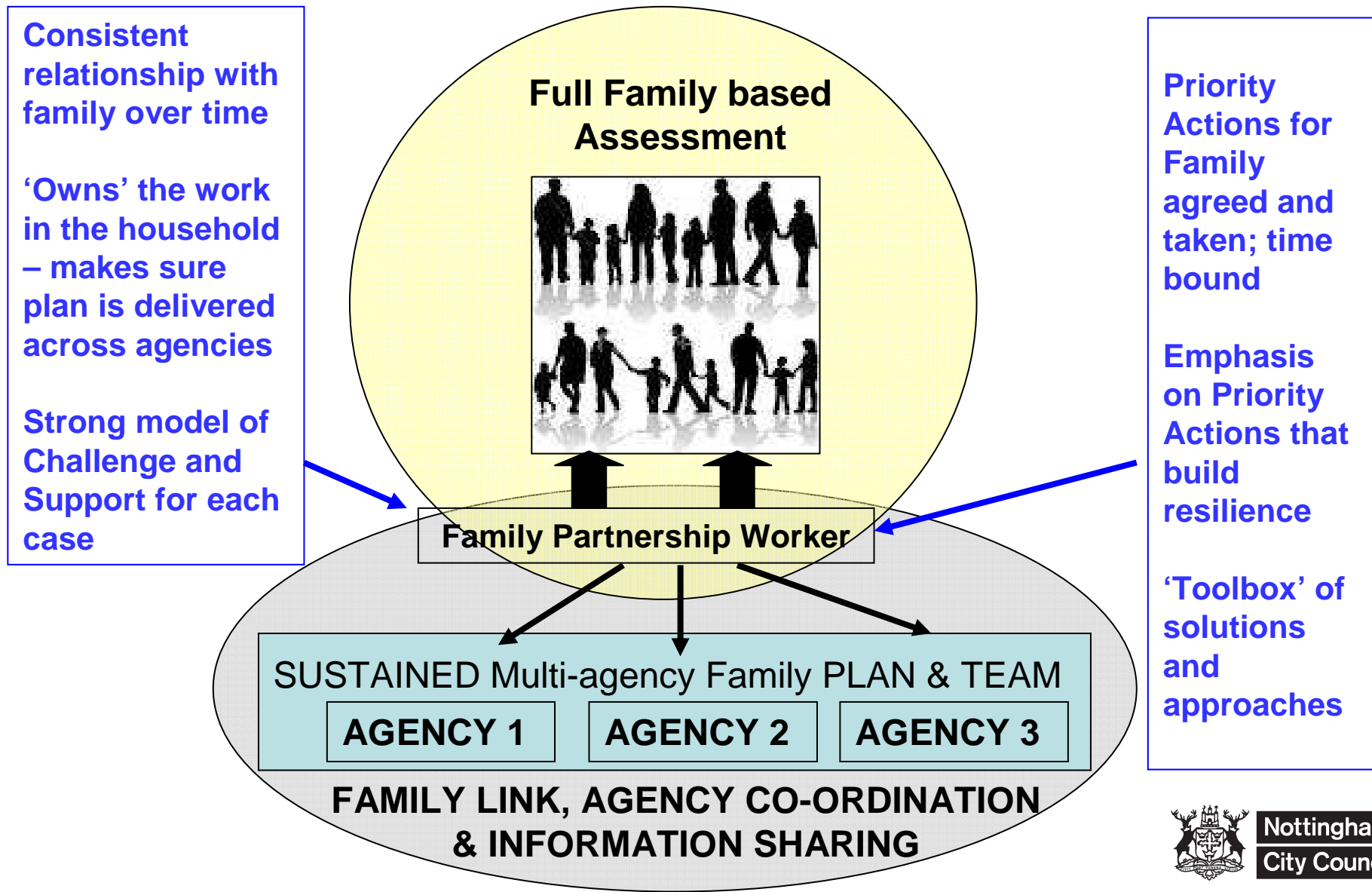


## Previously ...

- PF in FCT, led through the police/NCC/City Care
- Health and Wellbeing Board
- Total Place
- 1,200 households over three years
- Six Priority Neighbourhoods, five in the North
- The best of therapeutic and problem solving approaches
- Focus on developing Nottingham's workforce – not a 'bolt-on'
- Reduce duplication, more efficient response, better outcomes



# Priority Families Operating Model



# Progress

- 12/13 target 75% (300); 94% (375) worked with (assessment, intervention)
- Year two attachment fee secured
- Partnership allocation system
- Bespoke training and supervision – 39 trained phase 1, 150 places phase 2. Supervision from FIP, FCT and health + some external short-term whilst more local staff trained
- 50 families ‘full model’ – Family Partnership Worker, family assessment, priority actions, coordinated response
- Potential 114 PBR claims
- DCLG ‘Green’ rating

# What's changed?

- PBR, trend analysis in progress
- Intelligence-driven prioritisation
- JCP x 2: Manager (info sharing and process), Snr Adviser (Info/Advice/Guidance + small high needs caseload)
- Integrating Priority Families within service planning
- HWB priority
- Evaluation – DCLG, Local via PH with action research, Peer LA Review

# What's changed? - continued

- Resource: current caseloads and staff contracts not always a match, backfill to support staff during transition
- Family Assessments: workers trained and piloting process and documents package, registration of assessment alongside CAF

## Early learning:

- Family cohorts limited by data sharing issues e.g. proxy measures worklessness, YOT but not adult offender data. Resolving for year 2 refresh.
- FIP, FNP informed operating model, as has FCT partial shift in this direction providing learning about pace and culture change

# Challenges and recommendations

- Balance of progress against capacity
- 600 families 13/14
- Joint commissioning

## Recommendations to the Board to:

- note the contents of the report
- note that the programme is now operational and support the team to implement and embed the new operating model
- support culture change and staff engagement

# Contact

The Priority Families Programme team – Nottingham City Council

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