



# **Lincolnshire Supporting Families Programme Update and Forward Plan**

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## **Background to the Programme**

The Programme was initially called the Troubled Families Programme, and was launched by the former Prime Minister David Cameron in 2011.

The funding for the Programme is a mix of core funding to support service transformation, and a model of Payment by Results (PBR).

The first phase of the programme ran from 2012 to 2015 with an aim to “turn around” the lives of 120,000 families with multiple problems across England by May 2015.

Its premise was that there was a better way to work with families with multiple problems by identifying the underlying and interlinked problems that a family faced and dealing with them in order to initiate change in that family.

The second phase was due to run from 2015 to 2020 with three objectives

1. For families: to achieve significant and sustained progress with 400,000 families with multiple, high-cost problems.
2. For local services: to reduce demand for reactive services by using a whole family approach to transform the way services work with these families;
3. For the taxpayer: to demonstrate this way of working results in cost savings.

This second phase aimed to support 400,000 families by 2020.

In January 2020, the Department confirmed further funding to extend the programme to March 2021.

The November 2020 Spending Review saw a further extension to the programme to 2021-22.

In March 2021, the programme was renamed ‘Supporting Families’ to better reflect the aims and achievements.

The programme sits within the new Department for Levelling Up, Housing and Communities (DLUHC). However, it has cross Government stakeholders and buy in. This was demonstrated in the November 2021 Spending Review.

The Spending Review saw significant investment, and a prioritization of ‘Levelling Up’. There is commitment to a significant expansion of the programme.

The combined Department for Education (DfE), Department of Health and Social Care (DHSC) and DLUHC £500m funding package includes:

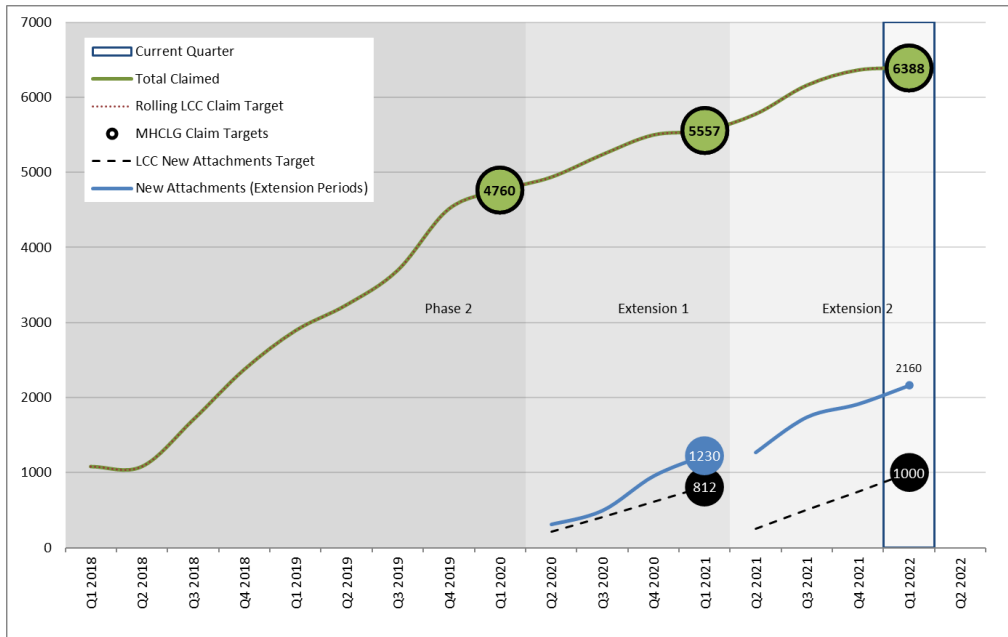
- ❖ An additional £200m for Supporting Families
- ❖ Family hubs: £82m
- ❖ Parenting programmes: £50m
- ❖ Start for Life offer (0-2s services for parents & babies): £10m
- ❖ Breastfeeding support: £50m
- ❖ Infant and perinatal mental health: £100m
- ❖ Health workforce pilots (in a small number of LAs): £10m

The additional £200 million funding will help up to 300,000 more families facing multiple issues access whole-family support.

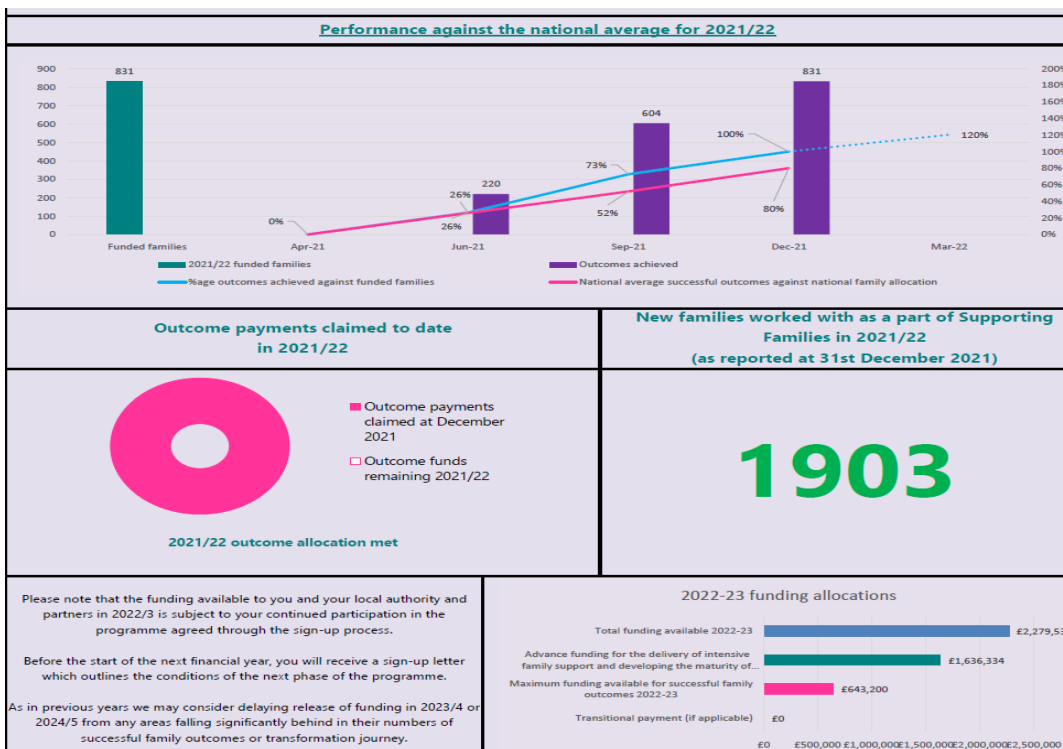
This is around a 40% real-terms uplift in funding for the programme by 2024-25, taking total planned investment across the next three years to nearly £700m.

## Current Performance

Since 2018, when the Programme moved into its current phase, and into its current Lincolnshire management structure, we have made significant progress in both the delivery of a good early help system, and in its achievement of payment by results outcomes.



Despite the uncertainty of the future of the Programme and its associated funding, we have achieved 100% of claims at each phase, and are currently one of the highest performing authorities in relation to Payment By Results. The dashboard below, supplied by the National Families Team, demonstrates the current financial years performance. However, a significant increase in target is expected, and will create a challenge for Lincolnshire.



## **Current National Context**

### **Sign Up Conditions**

Sign up to the programme is via Debbie Barnes OBE as the Chief Executive, with quarterly performance updates sent to Heather Sandy as the Director of Children's Services.

The commitments for 2021-22 are as follows:

- To achieve measurable outcomes with the minimum number of families by March 2022. Those who reach the minimum number early, are asked to continue to provide progress information (both families worked with and outcomes) for all families supported up to March 2022.
- To integrate and transform local public services to embed whole family working using the Early Help System Guide to inform the development, refinement and implementation of early help and data strategies (or equivalent)
- To provide sufficient coordination to achieve these commitments and nominate a senior responsible officer alongside a Troubled Families Coordinator to lead the transformation of the early help system across your local public service partnership.
- To have sufficient development and analytical resource to improve your systems to deliver as a minimum the following milestones of data maturity:
  - Data governance at a strategic level is established overseeing data sharing and use across all partners to support families. Receive regular person level data feeds from internal Local Authority sources, such as education data.
  - Through discussions with police colleagues, work towards sharing datasets (including, where possible, offending data relating to different age ranges, and domestic abuse data) to enable joint analytics to support families. Partners will work together to identify any barriers to data sharing and overcome these barriers, through sharing good practice.
  - Working towards or establish data sharing agreements for person level data on health, housing (rent arrears and antisocial behaviour), and homelessness.
  - All individual outcomes are embedded in the case management system from notification / assessment to closure.

**It is likely that sign up conditions will be strengthened to reflect the increased funding for the new 3 year programme.**

**There may also be an opportunity to apply for Earned Autonomy which is awarded to the most mature areas, and gives all funding up front as opposed to the PBR system. However, this is likely to have additional conditions to be met.**

### **Assurance Visits**

The National Team conduct assurance visits (formerly spot checks) during the programme. This is in order:

- To audit successful family outcomes (PBR claims) ensuring they meet the criteria and the key principles of the programme including whole family working, one plan, one keyworker for the family
- To assess how areas are progressing against sign up conditions
- To gain understanding of different practice, data and delivery models.
- To identify areas that need support.
- To identify good practice and case studies

## Assurance Visit Process

1. Areas are identified & contacted. This is generally via a risk-based process, but all programmes have been scrutinised in each phase of the programme.
2. The national team select ten random claims for detailed scrutiny. The local authority needs to provide evidence via a standard template.
3. A desk-based review is conducted on the ten cases selected and key lines of enquiry for the visit are decided.
4. Visit arranged.
5. At the visit the evidence for the cases is further reviewed, with the local authority demonstrating how they use their systems to identify, monitor and evidence cases
6. Other aspects of the visit are generally meetings with Director of Children's Services, Strategic Officers, Programme Manager, partners and keyworkers.
7. The national team provide feedback and confirm if claims are valid, invalid, or need reclassification
8. The national team send a letter from Deputy Director of Programme to the Local Authority Chief Executive.

**Following National join up at the last spending review, there is the potential for this to be aligned with other inspection activity and DfE processes.**

## **Early Help System Guide**

In 2020, the national Supporting Families team published the Early Help System Guide (EHS) which gave a national vision for Early Help and a self-assessment designed to guide conversations between partners, think about the right questions, and develop a common language for the changes we all want to see.

In summary the EHS is:

- The national description of a mature EH system of services
- And a self-assessment guide for all areas

The following graphics are taken from the latest available EHS documentation.



The policy narrative ‘Supporting families 2021-22 and beyond’ outlined a number of commitments to mature and modernise the programme and do more to encourage transformation:

“Work with areas to identify the key features that underpin a successful local system and map these into a ‘transformation road map’ for local areas. We will also explore what we can do to better incentivise progress against these, including the possibility of financial rewards”

The EHS is expected to continue to be arranged under sections on Leaders, Families, Communities and Workforce.

The Lincolnshire programme manager has been part of a national working group to review the Early Help System Guide within the last year, and the revised document is expected within the next few weeks. We expect the refreshed Early Help System Guide to provide:

- A slimmed down number of descriptors of maturity
- More clarity around the meaning of the descriptors
- Clearer guidance around how different workforces should operate as part of the EH System
- A more nuanced scoring system
- A clearer focus on family voice and lived experience

## **Outcomes Framework**

The new outcomes framework is expected to be published by the Government within the coming weeks.

There was wide consultation on proposed changes, which suggest a move to achieving, measuring and sustaining outcomes for families in ten areas:

- ✓ **Good attendance, behaviour and engagement with education**
- ✓ **Good early years development**
- ✓ **Good mental and physical health**
- ✓ **Better managed substance misuse**
- ✓ **Good family relationships**
- ✓ **Children being safe from abuse and exploitation**
- ✓ **Secure housing**
- ✓ **Families safe from domestic abuse**
- ✓ **Families diverted from crime**
- ✓ **Financial stability**

There is expected to be a transition period of six months for the move to the new framework which will need substantial work with regard to leadership, data and practice.

## **Other Government priorities and initiatives**

The programme is closely linked to the following areas, amongst others, which are expected to be subject to announcements in the coming weeks.

- The Care Review
- Youth Justice prevention
- Reducing Parental Conflict
- Family Hubs
- Best Start in Life
- Further detail on Levelling Up following the White Paper

**Alignment and cohesion will be crucial to maximizing success.** Therefore it is recommended that this paper be considered in the current transformation context, and linked to further work on Early Help and Early Childhood Strategies, and the development of Family Hubs.

It should also be noted that the Supporting Families Programme is the cornerstone programme regarding **sustaining** outcomes for children, young people and families. It also has a strong evidence base, when done successfully, of **cost benefit** across the system.

## **Local Vision and Priorities**

The aim of the Supporting Families Programme is to help families living with multiple challenges earlier in order to achieve better outcomes, and thus reduce the demand on statutory services. The key principles are of whole family working with a lead practitioner that the family knows and trusts; and whole system, partnership working so that support is aligned and making best use of resources.

Lincolnshire has a relatively mature early help system; and has a proven track record of partnership working. However, we are also committed to continuous improvement, and responding to the challenges faced both locally and nationally at the current time.

It is suggested that to deliver the programme to a high standard; and achieve the overall aspirations of the Local Authority and its partners, we need to focus on the following areas:

- **Increased visibility of the programme**
- **Alignment with other priorities and initiatives**
- **Appropriate governance**
- **Revision of the Local Supporting Families Outcomes Framework**
- **Co-produced self-assessment with partners against the Early Help System Guide**
- **Building the evidence of what works locally, for whom and why, including cost benefit analysis.**

We also need to demonstrate progression against the two core elements of the programme: data maturity and service transformation.

## Data maturity

Mature data models allow local partnerships to support families through:

- Bringing together the data held by individual partners.
- Understanding all the issues and outcomes experienced by families.
- Consistent and visible case management across the partnership.
- Using data to inform resourcing and decision making (at a local and national level)

The illustration below is taken from the latest available national guidance on Supporting Families Programme Data Maturity Model.



## Service transformation

Service transformation work will be informed by our self-assessment against the new Early Help System Guide; and by our existing transformation commitments.

However, we have already secured much information from managers, staff and partners during the refresh of our Early Help Strategy. This gives us a strong basis upon which to build.

Only by increasing our use of evidence-based, whole family working across the system will we be able to meet outcomes targets that are expected to significantly increase year upon year.

The increased funding announced so far is weighted to the service transformation element in order that the first year can be used to build capacity in the areas of work most likely to support more families earlier and better.



The Local Authority is expected to achieve transformed working across a wide range of partners.

A self-assessment and further discussion paper on transformation priorities should be produced with partners in early Summer, subject to publication of the EHSG and associated programme guidance.

However, it is suggested that the key focus be on supporting Lincolnshire families:

**Earlier** – to reduce demand for statutory intervention and higher-level services

**Better** – to use evidence-based behaviours to get support right the first time, and sustain outcomes

**Together** – continue to develop and sustain partnership working across the whole system to make best use of resources and maximise outcomes.

**Nationally, the expectation from DfE and DLUHC is that the Supporting Families Programme will be key to ‘re-balancing the system’, that includes reducing the demand on social care which fits with Lincolnshire’s transformation vision.**

### **Budget Position**

The funding allocation letter for Lincolnshire was received on 31<sup>st</sup> January 2022. It is only a one year funding statement at this point; but there is a commitment to a further two years.

A copy is embedded at Appendix B below.



Lincolnshire 2022-23  
funding allocation.pdf

The funding is split into the following amounts:

	2020 -2021	2021-2022	Difference
<b>Service maturity funding</b>	<b>£1,176,000</b>	<b>£1,636,334</b>	<b>£460,334</b>
<b>Payment by Results funding</b>	<b>£664,800</b>	<b>£643,200</b>	<b>(£21,600)</b>
<b>Total</b>	<b>£1,840,800</b>	<b>£2,279,534</b>	<b>£438,734</b>

Main points to note are:

- The programme uplift is supported by DfE.
- There is an emphasis on evidence-based behaviours and balancing the system across early help and social care.
- There is an expectation to link up with any developments within Start for Life and Family Hubs.
- Outcome numbers are directly related to need.
- It is a 'partnership' funding statement
- Insufficient progress could result in funding being withheld.

**In addition, only a fraction of the committed funding has been allocated for year one. This suggests a steep rise for years two and three, with associated rise in targets.**

### **Future Requirements**

To be able to successfully deliver the new three year programme, and the expected increase in conditions and targets, further investment of the transformational element of the grant will be necessary.

Management infrastructure could still be kept to a minimum, particularly if the programme and work on Family Hubs were aligned.

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