

Lancashire Troubled Families Programme

Proposal for Nursery sector pilot

1. Background

Children and Family Wellbeing Service lead on the delivery of the Troubled Families Programme in Lancashire, where Phase 2 of the programme anticipates the authority working with 8620 families over a five year period concluding in 2020.

The programme aims to provide intensive support to families who are experiencing multiple complex issues affecting the quality of their lives and the welfare of the children in the family. Through targeted interventions with the family, we are tasked with evidencing significant and sustained progress made by the family in response to a minimum of two key national criteria;

1. Parents or children involved in crime / anti-social behaviour
2. Children who have not been attending school regularly
3. Children who need help, identified as in need or subject to a child protection plan
4. Adults out of work or at risk of financial exclusion or young people at risk of worklessness
5. Families affected by domestic violence and abuse
6. Parents or children with a range of health problems

The programme funding arrangement is structured around a 'payment by result' (PBR) mechanism. This means that as a family is 'attached' to the programme, an initial payment of £800 is levied to the authority as the work with the family begins. National measures are then provided as the benchmarks that qualify for both 'significant' and 'sustained' change and only when such evidence of change can be provided, and independently verified by audit, a final (PBR) claim of £1000 can be made for the work undertaken.

Lancashire has been able to demonstrate significant progress in response to the requirements of the programme. To date over 10,000 families who have been identified as meeting (at least two) of the programme criteria and have been attached to the programme, which exceeds the anticipated profile.

To date, there have been 2,340 claims made for 'Payment by Results (PBR) where families we have worked with have demonstrated significant changes which have been sustained. For some criteria this has been for between six and twelve months which involves us monitoring the family for the extent of this period, checking that changes are being sustained before a claim can then be submitted to the national programme.

2. Nursery sector engagement.

From close working with representatives of the Nursery sector in Lancashire, we are aware that the sector identifies that it works extensively with families connected to individual nursery settings, through the involvement of one or more of their children attending Nursery provision.

Representatives of the sector have described the quality of relationships and the intensive work that they undertake with these families and their attendant children and it has been identified that this activity could contribute directly to the requirements of the Troubled Families Programme.

It is proposed that this is explored further by involving 'nominated nursery settings' in the response to the national programme.

It is proposed that each setting involved in the Nursery staff would;

- Work with a **'nominated number of families'** who are currently attached to the TF programme and who are naturally attached to their Nursery setting through attendance of one or more of their children
- **Work with the 'whole family'** (as is mandated by the national programme), including all children in the family, as 'Lead Professional' and through the CAF/TAF processes to address the issues of unmet need identified and to secure significant and sustained progress for the family on the (two or more) programme criteria identified
- **Capture evidence in the accepted (CAF/TAF) recording format** and make this available to the Children & Family Wellbeing programme analysts to enable family cases to be appropriately verified and audited within relevant PBR submission claim windows. It should be noted that **monitoring of sustainability may go on for up to twelve months** beyond when CAF/TAFs are closed by the Lead Professional as needs met. There is a need to maintain some contact with the family during this period in order to verify evidence on behalf of the programme

Nursery site leads involved in the pilot would be provided with full details regarding the expectation for data capture and recording and of the families involved.

3. Proposed payment mechanism

For each family 'worked with' by nominated Nursery settings;

- On allocation of an identified 'TF attached' family to the Nursery setting - a fee of £600 would be made payable
- On submission of a validated PBR claim for a 'TF attached family worked with by the Nursery setting as Lead Professional – a fee of £750 would be made payable

This equates to a maximum total of **£1350 per identified family** made payable to nominated Nursery settings involved in the pilot.

The authority will retain 25% of the total fee payable from the national Troubled Families Programme, as the Children & Family Wellbeing service analyst team will continue to conduct all necessary data matching, analysis, monitoring, and audit preparation and claims submissions for each case.

4. Data Evidence

There are over 10,000 families currently attached to the TF programme which exceeds the Lancashire target for attachments. For these families, we have evidence which is being monitored that the families meet two or more of the programmes criteria.

We have identified from within all attached families, those which reside within the catchment areas of a group of seven nominated Nurseries and who have at least one child in the family 0-5yrs.

We have then identified those who are not currently or have not been worked with by CFW or Children Social Care as Lead Professional.

We have then cross referenced this cohort of families with Early Years Data to identify those that are claiming their eligibility to 2yr and 3yr old free early education and where they are currently accessing provision.

The outcome of this analysis yields a possible cohort of;

- **225 attached families** for consideration which comprise 507 children (of all ages). Based on those families attached to the programme in the Nursery reach areas who have at least one child under 5yrs.

Or:

- **72 attached families** comprising 188 children (of all ages). Based on those families attached to the programme in the Nursery reach areas who have at least one child under 5yrs for whom FEE entitlement is being claimed.
(This could also reduce to **28 attached families** where at least one of the children is currently attending the nursery(s).

The breakdown of the nominated cohort is as follows;

NURSERY	Row A	Row B	Row C		Row D			Row E
(NB: Reach Area based on former Children Centre reach parameters)	Number of TFU Attached Families (with U5yrs) in Nursery Reach Area	Percentage of TFU Attached Families (with U5yrs) in Nursery Reach Area being worked with by CFW/CSC	Number of TFU Attached Families (with U5yrs) in Nursery Reach Area not allocated to CFW/CSC	Total number of children in Row C (0-18s)	Number of TFU Attached Families in Nursery Reach Area claiming FEE entitlement for a child or children aged 2,3,4 (not CFW/CSC attached)	Number of Row D families accessing this Nursery	Number of Row D families accessing other provision	Total number of children in TFU Attached families in target cohort (Row D) (0-18s)
Appletree	78	69%	24	47	5	4	1	13
Duke Street	179	74%	47	107	21	7	14	57

Fairfield	106	66%	36	77	8	3	5	16
Ribblesdale	69	72%	19	40	11	2	9	27
Stoneygate	145	66%	49	113	18	8	10	44
Walton Lane	97	67%	32	82	5	2	3	20
Whitegate	95	81%	18	41	4	2	2	11
Grand Total	769	71%	225	507	72	28	44	188

The data is based on the position as at August 2018 with regards to CAF and utilises the summer '17/18 FEE headcount data. Data is for individuals only and in some cases records may relate to the same family as each other. The likelihood of this is low however given that the data is only for 2, 3 & 4 yr olds. Nursery reach areas based on former designation of reach areas for children centres attached to the nurseries.

Further analysis of the cohort demonstrates that, of those families within the cohort, 66% reside within the top 30% most deprived lower super output areas within the Nursery reach area, demonstrating that a higher proportion of the most deprived families are assigned to the programme (See Appendix 1). It is suggested that families in the top 30% decile form a priority for any identified cohort in this pilot.

5. Nursery Pilot Recording Considerations

For Nurseries undertaking the role of Lead Professional for TF Programme purposes and have a financial arrangement to support this, the adoption of certain ways of working and recording to ensure that LCC are in a position to evidence the work undertaken with the family for PBR claim validation would be require.

The framework for this would need to include and consider:

- Recording of CAF / TAF on whole family basis
- Consent obtained from the family by the nursery to undertake the work and share the information with LCC
- Provision of a spreadsheet to allow documentation of information for all family members enabling consistency across nurseries and consideration of families for potential claims
 - Forename
 - Surname
 - Date of Birth
 - Gender
 - Family Relationships (Mother, father, significant others, siblings)
 - Ethnicity
 - Address in a standardised format
 - CAF URN
 - Start date
 - End date
 - Identification of TFU criteria present
 - Closure Reason (needs met, disengaged, declined consent)
- How the information would be transferred between the nurseries and TF programme analysts (potentially need to set-up FTP accounts or utilise existing GCSX accounts where available)
- Requirement for the information to be provided on a monthly basis at minimum

6. Summary

In summary, the following terms for Nursery sector pilot are proposed;

- Pilot inclusion to be offered to seven nurseries initially; one in the North (Appletree in Lancaster), two in the South (Duke Street in Chorley, Stoneygate in Preston), four in the East (Fairfield in Hyndburn, Ribblesdale in Ribble Valley, Whitegate in Burnley and Walton Lane in Pendle).
- Pilot cohort of families to include all those families attached to the programme, not currently being worked with by CFW/CSC with at least one child under 5yrs, in the Nursery reach areas. This cohort being targeted in order to maximise the financial input available to the pilot nurseries.
- Pilot Nurseries to be allocated 225 'attached families' to work with as Lead Professional
- Pilot Nurseries to be paid £135,000 on allocation and a further £168,750 on verified submission of relevant PBR claims (assuming 100% successful compliance)
- The following summary profile for the pilot is proposed;

Nursery Pilot Site	Number of allocated 'TF Attached' families	Initial funding allocation for attachment	Potential Subsequent funding allocation for PBR (assuming 100% compliance)	Total funding available
Appletree	24	£14,400	£18,000	£32,400
Duke Street	47	£28,200	£35,250	£63,450
Fairfield	36	£21,600	£27,000	£48,600
Ribblesdale	19	£11,400	£14,250	£25,650
Stoneygate	49	£29,400	£36,750	£66,150
Walton Lane	32	£19,200	£24,000	£43,200
Whitegate	18	£10,800	£13,500	£24,300
TOTALS	225	£135,000	£168,750	£303,750

Option B

An alternative profile could be considered in which the target cohort for the pilot is focussed on those families attached to the programme in the Nursery reach areas, (where CFW/CSC are not currently working with the family) and where at least one child in the family is under 5yrs and attending the nursery settings.

This limits the number worked with and would not yield significant income potential for the Nurseries in the pilot, but would form a more accessible cohort for the Nurseries to work with as they would know the family already, whereas in the substantive proposal above, the families may well not be known to the Nursery at all.

The profile for this alternative pilot proposal would be as follows;

Nursery Pilot Site	Number of allocated 'TF Attached' families	Initial funding allocation for attachment	Potential Subsequent funding allocation for PBR (assuming 100% compliance)	Total funding available
Appletree	4	£2,400	£3,000	£5,400
Duke Street	7	£4,200	£5,250	£9,450
Fairfield	3	£1,800	£2,250	£4,050
Ribblesdale	2	£1,200	£1,500	£2,700
Stoneygate	8	£4,800	£6,000	£10,800
Walton Lane	2	£1,200	£1,500	£2,700
Whitegate	2	£1,200	£1,500	£2,700
TOTALS	28	£16,800	£21,000	£37,800

