



26 November 2014

Together for Families update

Agenda item:10

James Gemmell, Strategic Data and Performance Manager - Together for Families

1.	Purpose / recommendation
1.1	<p>To update Cambridgeshire Children's Trust Board (the 'Board') on</p> <ul style="list-style-type: none"> • the process for the development of Cambridgeshire's Together for Families Outcomes Framework (the 'Framework') required for the expanded Troubled Families programme (Phase II) • the data requirements of Phase II and provide an overview of the strategic and operational implications
2.	Background
2.1	<p>In June 2013 the Government announced plans to expand the national Troubled Families Programme for a further five years from 2015/16 with the potential of £6m being available over that period. As part of the expanded programme Cambridgeshire will be expected to identify and work with approximately 2800 families. In September 2014 the Government confirmed that to be eligible for the expanded programme each family must have at least two of the following six problems:</p> <ul style="list-style-type: none"> • Parents and children involved in crime or anti-social behaviour • Children who have not been attending school regularly • Children who need help • Adults out of work or at risk of financial exclusion and young people at risk of worklessness • Families affected by domestic violence and abuse • Parents and children with a range of health problems
2.2	Appendix 1 sets out the full indicators for each of these problem areas
3.	Troubled Families Outcomes Framework
3.1	<p>As part of the requirements of Phase II, the Local Authority and Partners are required to produce a single 'Troubled Families Outcome Framework'. This will take the place of specific national governed success criteria for claiming results with families, and is to provide a short and simple account of the outcomes that the local authority strives to achieve against each of the problems outlined in 2.1 above. The success of the programme will be measured / verified against these outcomes. The expectation is that the Framework should set out the following:</p>



- what a significantly improved outcome is for all of six headline family problems covered by the programme,
- what will be measured to establish that this outcome has been achieved, and the timeframes against which the sustainability of these outcomes will be measured.

3.2 A set of key principles has been developed to underpin the operation and development of the Framework, as such, the Framework should;

- pull together existing performance / outcomes frameworks (where possible)
- be aligned with the family assessment and planning toolkits
- be promoted and used across all Early Help, Social Care and Partnership services (where appropriate)
- focus on the demonstration of outcomes (population and family based), rather than inputs, processes and outputs
- have reference to the measurements used in other national and statutory performance reporting requirements to minimise any data collection burdens.
- be used as the foundation for future performance management for Early Help services
- be developed in conjunction with Partners (including local Health partners) and not in isolation

3.3 The Framework itself will consist of a number of elements;

- **Aims** – the overarching aims the Local Authority / Partnership wants to achieve
- **Outcomes** – a collection of positive statements reflecting service user outcomes and reflect (but not be) actions we are likely to take in the short, medium and long term
- **Outcome Measures** – the measurement / indicators used to quantify the key changes seen as the service user progress towards / achieved the outcome
- **Performance Measures** – the measurement / indicators used to track operational performance and measure the impact that services have on particular customers. These will need to consider the quality, quantity and effect of the service (the how much did we do, how well did we do it, is anyone better off)

And will be designed to;

- Provide a clear foundation for the development of commissioning strategy and plans to ensure the effective targeting of resources / assets
- Provide a clear framework for reporting on and understanding the impact of services on service users
- Link into the performance of partners to ensure that successes are not solely reliant on services provided by the Local Authority



3.4 The development of the Framework will be split into 4 broad stages with all stages being underpinned by clear communication and stakeholder engagement;

Stage 1 (current – 28th Nov 14)

Map the key stakeholders across internal and external services

Identify currently used outcomes frameworks including (but not limited to);

- Internal Service specific frameworks
- Partner frameworks / performance indicators
- NHS Outcomes Framework
- Children Centres Outcomes Framework

Discuss with Partners key priority areas (within the context of the TFF identified areas)

Stage 2 (by 5th Dec 14)

Pull together the frameworks and map to the TFF / Local Authority / Partnership identified areas of concern and look to reduce outcomes down to a manageable and appropriate level, whilst also considering how the measurement of the outcomes can be achieved in the context of current (and future) systems.

Create an initial draft of the framework to include the implications on front line and strategic officers (both internally and externally)

Stage 3 (from 5th Dec 14)

Discuss the Framework with identified service leads (internal and external) with a particular focus on how it fits with current process / reporting, current tools used, likely impact on professionals and how this could be mitigated.

Stage 4 (by 30th Jan 15)

Finalise the framework and bring together working group (reps from Stage 3) for final sign off and agreement of any mitigating actions required to deal with issues identified

Stage 5 / Implementation (ongoing / concurrent)

There will be significant implementation issues to ensure the Framework is embedded across services / organisations. Whilst undertaking the work outlined above it will be necessary to scope out the changes required to current tools and processes as well as developing a full staff training plan and implementation plan. Tools / processes which need to change across internal and external services include;



	<ul style="list-style-type: none"> • Referral documents / process • Assessment tools (pre, during, post intervention) • Recording tools (data toolkit) • Reporting systems (ONE development / procurement)
4.	Data requirements and information sharing
4.1	<p>Phase I of the programme has driven significant changes in the ways that the Local Authority and Partners share information to identify and work with families. Phase II places an even greater reliance on the sharing of information in order to:</p> <ul style="list-style-type: none"> • Access, match and analyse the data related to the indicators outlined in Appendix 1 to enable the process of identifying families • Evidence 'sustained and significant progress' against the outcomes agreed as part of the Outcomes Framework • Complete / participate in a number of national evaluations of the programme as well as completing a cost savings calculator. <ul style="list-style-type: none"> ○ Both of these elements require collecting additional data across approximately 100 different indicators / areas
4.2	<p>Data will need to be collected at an individual and family level for each of the 2800 identified families at three key points of time; 12 months prior to the intervention, at point of commencing the intervention and up to 12 months after the intervention is complete</p>
5.	Implications for partners
5.1	<p>The implementation of a cross-organisational outcomes framework will pose a number of challenges and members of the Board will have a critical role to play in ensuring the implementation is successful. Although not exhaustive, some of the key areas which the Board will need to be aware of (together with possible mitigating actions) are;</p> <ul style="list-style-type: none"> • <i>Services resistant to changes to / development of new assessment and referral tools</i> – the Board to clearly articulate the needs and requirements within their own organisation, championing the required changes and taking a pro-active approach to problem solving • <i>Development of recording and reporting systems will not be in place in time to evidence 'sustained' progress</i>–Board members to identify resources within their organisation to support any necessary system development and reporting • <i>Lack of engagement</i> – the Board to monitor and champion the progress of the Phase II development and create a clear expectation around embedding 'Think Family' in to practice



<p>5.2</p>	<p>In relation to sharing information between partners; currently, where a Lead Professional is identified, they are responsible for issuing a Fair Processing Notice (FPN) to the family. The FPN is not a form of consent but it sets out the information which will be shared and with whom. With the increased numbers of families in Phase II and framed against the need to transform the way we work, this process will not be sustainable for Phase II. As such, consideration will need to be given to how we can embed this process into business as usual, but in the short term there is a need to identify opportunities to provide clear information to all service users on how public services in Cambridgeshire will use and share data. This will remove the need to 'bolt-on' the process for front line workers but will also ensure that all partners are clear on what can be shared and when.</p>
<p>5.3</p>	<p>Whilst this process will be very challenging, particularly in terms of ability to access, collect and analyse the level of information required, these expectations also present significant opportunities. The sharing of data at the scale which will be required will enable targeting of services towards families with the greatest number of risk factors due to the greater degree of intelligence. Providing evidence of progress also provides the opportunities to align outcome measures across all services provided for families and increase service/professional focus on specific, measurable outcomes.</p>
<p>6.</p>	<p>Questions / decisions required</p>
<p>6.1</p> <p>6.2</p>	<p>The Board are asked to:</p> <p>Note the principles, methodology and timeframe for the development of the Framework</p> <p>Consider how the Board can effectively support the wider service transformation agenda enabled through Phase II of the Together for Families programme.</p>



Appendix 1 – Draft detailed indicators for identification

Parents and children involved in crime or anti-social behaviour

- A child who has committed a proven offence in previous 12 months
- An adult of child who has received an anti-social behaviour intervention (or equivalent local measure) in the last 12 months
- An adult prisoner who is less than 12 months from his/her release date and will have parenting responsibilities on release
- An adult who is currently subject to license or supervision in the community, following release from prison, and has parenting responsibilities
- An adult current serving a community order or suspended sentence, who has parenting responsibilities
- Adults or children referred by professionals because their potential crime problem or offending behaviour is of equivalent concern to the indicators above

Children who have not been attending school regularly

- A child who is persistently absent from school for an average across the last 3 consecutive terms
- A child who has received at least 3 fixed term exclusions in the last 3 consecutive terms
- A child who has been permanently excluded from school in the last 3 consecutive terms
- A child who is in alternative provision for behavioural problems
- A child who is neither registered with a school, nor being educated otherwise
- A child referred by education professionals as having schools attendance problems of equivalent concern to the indicators above because he/she is not receiving a suitable full time education

Children who need help

- A child who has been identified as needing early help (children who don't take up Early Years entitlement, those identified in school census as having social, emotional and mental health problems, those reported missing from home)
- A child who has been assessed as needing early help (repeat social care assessments not leading to service provision, or CAF Assessment)
- A child 'in need' under section 17, Children Act 1989
- A child who has been subject to an enquiry under section 47, Children Act 1989
- A child subject to Child Protection Plan
- A child referred by professionals as having problems of equivalent concern

Adults out of work or at risk of financial exclusion and young people at risk of worklessness

- An adult in receipt of out of work benefits
- An adult who is claiming Universal Credit and is subject to work related conditions
- A child who is about to leave school, has no/few qualifications and no planned education, training or employment
- A child, young person who is not in education, training or employment
- Parents and families referred by professionals as being at significant risk of financial exclusion



Families affected by domestic violence and abuse

- A young person or adult known to local services as having experienced, currently experiencing or at risk of experiencing domestic violence or abuse
- A young person or adult who is known to local services as having perpetrated an incident of domestic violence or abuse in the last 12 months
- The household or a family member has been subject to a police call out for at least one domestic incident in the last 12 months

Parents and children with a range of health problems

- An adult with parenting responsibilities or a child with mental health problems
- An adult with parenting responsibilities or a child with a drug or alcohol problem
- A new mother who has a mental health or substance misuse problem and other health factors associated with poor parenting. This could include mothers who are receiving a Universal Partnership Plus service
- Adults with parenting responsibilities or children who are referred by health professionals as having any mental and physical health problems of equivalent concern to the indicators above. This may include unhealthy behaviours, resulting in problems like obesity, malnutrition or diabetic