

TOGETHER FOR FAMILIES PHASE II STRATEGY

To: Children and Young People Committee

Meeting Date: 19 May 2015

From: Adrian Loades, Executive Director: Children, Families and Adults Services

Electoral division(s): All

Forward Plan ref: N/A **Key decision:** No

Purpose: To seek Committee agreement to implement the Together for Families Phase II Strategy and Outcomes Framework

Recommendation: It is recommended that the Committee:

- a) Note and comment on the Together for Families Phase II Strategy provided in Appendix 1
- b) Subject to any comments, agree to the publication and implementation of the Strategy and Outcomes Framework
- c) Request a further discussion is held at a Members' Seminar to explore the strategy and Think Family concept further.

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1.0 BACKGROUND

- 1.1 The Together for Families Project was established in 2012 in response to the national Troubled Families initiative and built on the High Demand Families initiative locally in Cambridgeshire.
- 1.2 The Together for Families (TFF) Project is now responding to the new requirements of Phase II of the national Troubled Families initiative by interpreting these requirements into a vision which reflects the local context.

2.0 KEY ACHIEVEMENTS: PHASE I

- 2.1 Between 2012 and 2015, the Together for Families Project identified over 1300 families meeting the criteria and claimed payment by results funding for turning around the lives of 805 families, in line with the national target. The target was reached early in February 2015 ahead of the May 2015 deadline. Identification was achieved through a process of data matching and information provided from professionals and turnaround was achieved through direct and co-ordinated support for families. Achieving this target secured a total income of £2,868,633 over the life of the project which was used to expand the Family Intervention Partnership team to work intensively with troubled families, and also to support the development of a Think Family approach across partner agencies.
- 2.2 A Lead Professional was identified for each family. Lead Professionals were asked to work to 'Think Family' principles. Think Family means securing better outcomes for children, young people and families with additional needs by better co-ordinating the support they receive from children's, young people's, adults' and family services. Lead Professionals have been supported through clinical supervision, training and access to a personalisation budget.
- 2.3 Alongside activity around individual families, the project has supported change in all organisations to adopt 'Think Family' practice – there has been significant but varied progress across a wide range of agencies including for example Jobcentre Plus, Inclusion substance misuse services, Peterborough Prison, Probation/CRC, District Councils and housing providers.

3.0 REQUIREMENTS OF PHASE II

- 3.1 We have now started implementation of Phase II of the national Troubled Families initiative. This presents a new set of expectations and opportunities outlined below:
 - An expectation nationally that the Troubled Families initiative will be used to drive service transformation across the public sector; working with whole families with co-ordinated, well led and sufficient interventions to ensure families can change and progress
 - An expectation of the implementation of a shared multi agency Outcomes Framework which places emphasis on the performance of a multi-agency team around a family to produce sustained and significant outcomes as opposed to the performance of a single agency in relation to a number of key indicators. The Outcomes Framework needs to be structured around the nationally defined six problem areas for identifying families for the

programme:

1. Parents and children involved in crime or anti-social behaviour
 2. Children who have not been attending school regularly
 3. Children who need help
 4. Adults out of work or at risk of financial exclusion and young people at risk of worklessness
 5. Families affected by domestic violence and abuse
 6. Parents and children with a range of health problems
- An expectation that partner agencies will share more data about families with problems at a large scale rather than just individual level, match this information to provide a fuller picture of families' needs, manage this information effectively and track the progress of each family. This presents the opportunity to target more effectively our services at families who need them most.
 - A requirement for Cambridgeshire to work with 2820 families over the next five years
- 3.2 The national Troubled Families Unit will pay £1,000 attachment fee for starting work with families and £800 for positive outcomes achieved (Payment By Results)
- 3.2.1 Therefore, and in consideration of the other grants also paid as part of the programme, the total potential income over the five year period is £6,101,000, around £1.2m per year. This amount is currently committed in the first year of Phase II (2015/16), see **Appendix 1** for further details.
- 3.2.2 However, whilst the programme has cross party commitment, it is still possible there may be some change in the programme including funding if there is a change in government.
- 3.2.3 For year one of Phase II (2015/16) we have a government set target to identify and work with 471 families.

4.0 VISION AND OBJECTIVES FOR PHASE II

- 4.1 The overall vision for the Together for Families project is:

By 2020, all agencies working with children, young people, adults and families in Cambridgeshire will be working in a think family approach.

Think Family means improving outcomes for children, young people and families with multiple needs by considering and understanding the needs of all family members and co-ordinating the support they receive from children's, young people's, adult's and family services in a single family plan co-ordinated by a Lead Professional.

- 4.2 The key components to the Think Family approach are:

- One Lead Professional
- One thorough family assessment
- One overarching family support plan
- A team around the family

- Limiting transfers families experience through our services
- Commitment to putting the family's needs at the centre and overcoming professional difference

4.2.1 These are explored in greater detail in the Phase II strategy document (**Appendix 1**) but the practical implementation of Think family is achieved by all public services supporting / implementing this approach when a family is identified with multiple needs. There is a strong evidence base that this approach, when it operates effectively, creates sustained change and improved outcomes for children, parents and families and is less costly on the public purse.

4.2.2 There will also be a Member seminar in June 2015 exploring the Think Family approach in more detail

4.3 The key objectives to deliver the vision are:

- To develop an infrastructure to enable co-ordinated support to be provided to a cohort of families meeting the national criteria who are a priority for Cambridgeshire agencies
- To ensure each family identified through the TFF process has a co-ordinated response which leads to a sustained improvement in their lives
- To evidence effectiveness of the approach on sustained and significant outcomes for all families in the cohort, and progress and cost savings data for a proportion of the cohort
- To support all agencies who work with children, young people, adults and families to develop Think Family working in Cambridgeshire and use the evidence of effectiveness of this approach to provide the business case for continued and deep rooted delivery of services in line with the Think Family approach.

4.4 The detailed strategy for Phase II (including a case study of the Think Family Approach) is included at **Appendix 1**,

5.0 OUTCOMES FRAMEWORK

5.1 As part of the requirements of Phase II of the programme, the Local Authority and Partners are required to produce a single Troubled Families Outcome Framework (the Framework). This will take the place of specific nationally governed success criteria for claiming results with families, and is to provide a short and simple account of the 'sustained and significant progress' that the Local Authority and Partners strives to achieve with the families identified as part of the programme.

5.2 It is proposed that the Framework will be used by all frontline professionals who are using the Think Family approach to support the identification of appropriate success measures to use with the families they are working with.

5.3 There is an aspiration that the implementation of the Framework will provide a consistent model across all Partnership services on how the success of the work with families is measured as well as providing a Framework which will satisfy the requirements of Phase II

- 5.4 The Framework has been signed off by the Together for Families Steering Group which is the partnership group overseeing implementation of the project. There is an understanding that it is likely to need to be refined as we begin to embed this into business as usual processes
- 5.5 The Framework is provided in **Appendix 2** and contains four key elements which are defined below;
- **Outcomes:** The conditions of well-being we want for our children, families and the community as a whole. They are conditions which can be understood by service users and service providers as they will be included on family facing documents
 - **Indicators:** A measure that helps us quantify the achievement of an outcome. Indicators answer the question “how would we recognise this outcome if we fell over it?”
 - **Eligibility Priorities:** The priority need areas for inclusion in Phase II of the Together for Families programme
 - **Evidence Sources:** Who holds the data for the Indicators?
- 5.6 Both ‘hard’ and ‘soft’ indicators have been included within the Framework, reflecting that some changes within the family relate to a change in behaviour, attitudes and levels of resilience whereas others may relate to change in particular circumstance e.g. attaining a qualification or sustained employment.
- 5.7 Whilst it is generally easier to capture data around ‘hard’ indicators, both are equally as valid in evidencing progress towards achieving the identified outcome.
- 5.7.1 How these are specially measured / assessed will depend on the particular indicator. For example, attendance will be measured through reviewing data supplied by schools to ascertain whether the child / young person is attending or not. Whereas a family’s resilience in dealing with day to day challenges will be measured by the practitioner through a bespoke family assessment tool. Internal Audit will ensure that the evidence collected is of satisfactory quality to assure our claims for a result payment (as per the process undertaken in Phase I).

6.0 ALIGNMENT WITH CORPORATE PRIORITIES

6.1 Developing the local economy for the benefit of all

- 6.1.1 The following bullet points set out details of implications identified by officers:
- One of the key outcomes we want to achieve with families is 'adults and young people have the skills, qualifications and opportunities to succeed in the employment market and make a positive contribution'. In Phase I, 292 individuals were supported into sustained employment through the direct work of the programme.
 - To scale up the methodology for working around employment needs in Phase II, Jobcentre Plus will be implementing new methodology in line with Think Family principles.

6.2 Helping people live healthy and independent lives

- 6.2.1 The following bullet points set out details of implications identified by officers:

- One of the key outcomes measures we want to achieve through the programme is 'families enjoy good physical and mental health and have a healthy lifestyle'.
- The programme is based on the principle of working with families to identify through assessment the full range of their needs and to empower them to resolve their problems once and for all to avoid them returning to requiring enhanced support from public sector organisations.
- Phase II of the programme will target 2820 families who will benefit through improved Think Family working.

6.3 Supporting and protecting vulnerable people

- 6.3.1 The following bullet points set out details of implications identified by officers:
- One of the key outcomes measures we want to achieve is 'families are protected from harm and neglect and are provided with support with their problems before they become too difficult to manage, increasing their resilience'
 - The provision of coordinated and focused help and support to vulnerable people is the core purpose of the Together for Families programme.
 - The programme is also informing the 20:20 vision. The principles and model in this programme are being used to consider how we better support other vulnerable groups such as vulnerable individual adults.

7.0 SIGNIFICANT IMPLICATIONS

7.1 Resource Implications

- 7.1.1 The following bullet points set out details of significant implications identified by officers:
- Staff within the County Council and partner organisations, will be required to adapt practice to work in a Think Family way which for some will be a significant change from their current practice.
 - The financial plan in the Strategy document attached at Appendix 1 sets out how the resources generated by the programme will be used.

7.2 Statutory, Risk and Legal Implications

- 7.2.1 The following bullet points set out details of significant implications identified by officers:
- There is a greater need to share data between internal services and between partners to identify families for the cohort, analyse impact of work carried out and submit claims for a payment by result. This will require detailed work around consent / fair processing to ensure data is shared and processed legally.
 - The funding for the programme is partly generated on a payment by results (PBR) basis which carries an inherent risk of not achieving full PBR by not delivering outcomes.

7.3 Equality and Diversity Implications

- 7.3.1 There are no significant implications within this category

7.4 Engagement and Consultation Implications

- 7.4.1 The following bullet points set out details of implications identified by officers:
- Consultation in relation to the strategy and aspects of the Think Family Process will be subject to consultation with staff and partners.
 - The Together for Families programme is potentially one of many service transformation processes underway across the partnership at present. Where this differs from others is that it is not limited to a particular need area or client group and potentially provides the overarching narrative for change in the public sector. Support will be required from leaders within the County Council and Partner agencies to achieve this and avoid the risk of non-engagement from key partner agencies.
 - Where there is a need to change the terms and conditions or job description of individual employees to reflect Think Family practice, appropriate consultation processes will be followed

7.5 Localism and Local Member Involvement

- 7.5.1 The following bullet points set out details of implications identified by officers:
- The programme is based on the principle of working with families to identify through assessment the full range of their needs and to empower them to resolve their problems once and for all to avoid them returning to requiring enhanced support from public sector organisations.

7.6 Public Health Implications

- 7.6.1 The report above sets out details of significant implications in paragraph 6.2 above.

Source Documents	Location
None	