

CHESHIRE EAST HEALTH AND WELLBEING BOARD
 Reports Cover Sheet

Title of Report:	Family Focus Programme (National Troubled Families Programme)
Date of meeting:	25 th September 2018
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Executive Summary

Is this report for:	Information <input checked="" type="checkbox"/>	Discussion <input checked="" type="checkbox"/>	Decision <input type="checkbox"/>
Why is the report being brought to the board?	<p>Cheshire East Council has been taking part in the second phase of the national Troubled Families since April 2015. This programme is led by the Ministry for Housing, Communities and Local Government (MHCLG). Although target driven (this a Payment by Results (PbR) programme), its ambition is not only about improving outcomes for families, but importantly, service transformation in terms of service delivery and partnership working between the Local Authority and its partners.</p> <p>The MHCLG have expressed some concern about progress on the programme, this is particularly with regards to the number of claims submitted and also with regards to engagement from Partners. In a letter to the Chief Executive in March 2018, Joe Tuke, the Director of the national Troubled Families Programme, advised that ongoing funding may not be confirmed until a recovery plan had been submitted. This was submitted and agreed in April 2018.</p> <p>Bringing this report to the Health and Well Being Board is part of that recovery plan in relation to seeking seek commitment and agreeing an action plan</p> <p>This report therefore seeks to ensure that all partners are fully aware of this programme which is known locally as Family Focus, and that they commit to service delivery by each organisation/service area that will support the programmes ethos and contribute to its success as described in the recommendations.</p>		
Please detail which, if any, of the Health & Wellbeing Strategy priorities this report relates to?	Starting and Developing Well <input type="checkbox"/> Living and Working Well <input type="checkbox"/> Ageing Well <input type="checkbox"/> All of the above <input checked="" type="checkbox"/>		

Please detail which, if any, of the Health & Wellbeing Principles this report relates to?	Equality and Fairness <input type="checkbox"/> Accessibility <input type="checkbox"/> Integration <input type="checkbox"/> Quality <input type="checkbox"/> Sustainability <input type="checkbox"/> Safeguarding <input type="checkbox"/> All of the above <input checked="" type="checkbox"/>
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Key Actions for the Health & Wellbeing Board to address. Please state recommendations for action.	1) To identify how each service/partner will contribute to service transformation as described in Section2 below - thus ensuring the partnership across Cheshire East is considered to be 'mature' by March 2020. 2) To agree a series of actions to be taken forward within each service/area which will include commissioning opportunities and contract reviews as well as other service developments and workforce development opportunities that will ensure the ethos of the programme and the Lead professional role is embedded across the partnership.
Has the report been considered at any other committee meeting of the Council/meeting of the CCG board/stakeholders?	Childrens DMT, Corporate Leadership Team , Informal Cabinet
Has public, service user, patient feedback/consultation informed the recommendations of this report?	No

<p>If recommendations are adopted, how will residents benefit? Detail benefits and reasons why they will benefit.</p>	<p>The aim of the national Troubled Families programme is to help to break long term, intergenerational patterns of behaviour that impact on the health and well being of families and individuals within them; and that partners should work together to that end.</p> <p><i>“The programme pulls together cross-government funding and support to provide a catalyst for local services to transform and work together in a more effective and cost efficient way to achieve better outcomes for families” p4 – Financial Framework for the Troubled Families programme Dec. 2017 DCLG.</i></p> <p>The programme is focused on improving outcomes for families who have multiple and often complex needs and who draw on a range of services across the partnership.</p> <p>The six headline criteria are shown below – families need to meet 2 of these to be eligible for the programme. Each are broken down into a series of sub sections - making 34 criteria in total:</p> <ul style="list-style-type: none"> ○ Parents or children involved in crime or anti-social behaviour, ○ Children who have not been attending school regularly, ○ Children who need help, children of all ages who need help, are identified as in need or are subject to a child protection plan, ○ Adults out of work or at risk of financial exclusion or young people at risk of worklessness, ○ Families affected by violence against women and girls, (Domestic Abuse which includes men) , ○ Parents or children with a range of health problems. <p>The programme seeks to ensure that improvements made can be sustained, so ensuring there is less recourse to the public purse. In order to help achieve this the programme requires providers of services to review how they work together to ensure that a mature model of partnerships at both strategic and operational levels can be sustained beyond the end of the programme - thus ensuring the programmes’ principles are sustained and associated benefits continue as follows:</p> <ul style="list-style-type: none"> • Whole family working will be in place across the partnership – families will find using services easier as communication will improve between agencies providing support to them. • Commissioning process and future contract will require that Partners will take the lead in cases where appropriate. Other strategic partners such as RSLs as well as service areas in the LA will also be expected to take lead roles. • Families will have needs identified earlier with service delivery being more focussed and led by a range of partners. • There will be less risk of duplication of services. • Professionals will understand each others work better. • Families will have their needs met more efficiently and effectively. • Gaps in service provision will be clearly identified to support informed joint commissioning.
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1 Report Summary

1.1 This report informs Board members about the Family Focus Programme that has been in place since April 2015 and ends in March 2020.

1.2 It advises the Board about the progress the Cheshire East partnership is making in relation to the targets set by the Ministry of Housing, Communities and Local Government (MHCLG), and the steps being taken to deliver the Recovery Plan.

- 1.3 To ensure that partners acknowledge that this programme is not the sole responsibility of the Local Authority children services and that each organisation must contribute to service transformation.
- 1.4 It also asks the Board members to commit to ensure the services they represent are committed to supporting the ethos and work of the programme and to make the changes necessary to deliver their services accordingly.
- 1.5 To ask Board members to take responsibility to ensure the programme's philosophy and ambition is embedded into their organisation and will be sustained as described beyond March 2020.

2 Recommendations

- 2.1 Board members to agree to a refresh of a multi-agency early help assessment in coming months including measures of shared responsibility for leading the assessment process for families. This is vital to support service transformation in each organisation/service area that will ensure the partnership is considered to be 'mature' by March 2020.
- 2.2 This will include commissioning opportunities and contract reviews as well as other service developments /training opportunities that will ensure the ethos of the programme to ensure that the lead professional role is embedded across the partnership.
- 2.3 To agree a timetable for the above actions.
- 2.4 These will support activity already identified and being carried out as part of the recovery plan (see below)

3 Reasons for Recommendations

- 3.1 This programme is led by the MHCLG and funding is received by three means:
 - 3.1.1 A service transformation grant received annually
 - 3.1.2 Attachment fees to a level stated by MHCLG annually, and
 - 3.1.3 Payment by Results (PbR).
- 3.2 The Cheshire East Partnership needs to evidence to MHCLG significant progress in relation to payments by results and evidence partnership working at a strategic and operational level. If we can clearly evidence this 50% of the attachment fees (£172,000) for 2018/19 will be released.
- 3.3 Progress in both areas needs to be evidenced before the remaining funding can be released. Should the recommendations in this report be agreed we anticipate that this can be achieved by October 2018.
- 3.4 Cheshire East partners are working to a recovery plan agreed with MHCLG that has been in place since May 2018.

4 Impact on Health and Wellbeing Strategy Priorities

4.1 The work of the Family Focus programme directly impacts on the Health and well being strategy published in 2018.

- Create a place that supports health and wellbeing for everyone living in Cheshire East
 - The programme has a focus on employment for those aged 16 -64yrs including those young people who are, or at risk of becoming not in employment or training (NEET). 'Continuous employment' is one of the main reasons for claiming a successful outcome on the programme; it is well documented that employment contributes to health and well being, helps to take people out of poverty and is considered to be a safety factor in the care of children. Links also with everybody sport and recreation in respect of the health outcomes encourage those participants to use a range of appropriate activities that may include use of outdoor space if appropriate. The programme also contributes to the improvement in school attendance and subsequent educational outcomes, ensuring they receive the education they need in order to thrive and live independently.
- Improving the mental health and wellbeing of people living and working in Cheshire East
 - The Health criteria for the programme include the mental health and well being of both children and adults in household. Through the programme links are made with relevant services to support those issues and addressed through the assessment and planning process. The lives of those on the cohort are affected by multiple issues, and for example we know that many who meet the domestic abuse criteria also have issues with health and well being as well as substance misuse for example. Through this programme services for both children and adults can be delivered through a model of whole family, integrated and coordinated, multi-agency working.
- Enable more people to live well for longer
 - As above the work done with families through the health criteria, contributes to this outcome and will impact of those individuals throughout their lives.

5 Background and Options

5.1 The Cheshire East partnership has been taking part in the second phase of the national Troubled Families since April 2015. The programme is led by the Ministry for Housing, Communities and Local Government (MHCLG). Each year of the programme MCHLG set targets for our area to identify and start to work with an agreed number of families for which funding is received (£1,000 per family and a further £800 when successful outcomes are shown via the Payment by results process).

5.2 Our target for 2018/19 is 344 families to be attached which would take our overall families attached target to 1805, and should mean £344,000 being received in attachment fees. As at 1st August 2018 there are 2061 attached families – these have been identified as meeting the criteria and worked with in the required way having had an assessment followed by an action plan and supported by a Lead Professional.

5.3 An outcomes plan has been agreed and updated on two occasions that sets out the basis

on which PbR claims can be made. This has been agreed with relevant partners and each version has received MHCLG approval. Each of the 34 criteria has a relevant outcome.

5.4 MHCLG published an annual report at the end of March 2018 describing progress for all LAs taking part in the programme and at that point Cheshire East had submitted 311 claims (16.3%). Reports are now going to be published quarterly but at the time of writing (1/8/18) the Q1 update is not yet available. However as at the end July 2018 we have submitted 526 claims (27.6%).

5.5 Claims to date relate to Significant and Sustained Progress – 486, Continuous Employment – 40.

5.6 How are families identified:

5.7 Identification of and support to families under the programme is embedded into children's services assessment and planning processes. Families start to be identified at the point of referral at the Children's services Integrated Front Door. Potential Lead professionals are advised of the initial FF criteria likely to be met at the point of referral and undertake the assessment to confirm criteria met. Action plans are then created led by a key worker /lead professional involving the family and other practitioners as relevant to address all the issues identified. These are reviewed and updated regularly.

5.8 Clear assessment processes are in place:

- For early help cases the model used currently is the common assessment framework within the children's case management system – Liquid Logic.
- For cases led by children's social care the children and families assessment and planning process is used.

These assessments/plans allow for information sharing between agencies and additional services may be involved as required if further issues arise.

5.9 Cases will remain open for as long as necessary to allow the agreed outcomes to be met. Should the need arise a case will be stepped up to social care if the situation deteriorates or if additional information come to light. Cases initially managed by social care may be stepped down to early help if the situation improves sufficiently and support is required to sustain improvements made.

5.10 Progress is monitored on a day to day basis by the lead professionals and other practitioners involved. From the Family Focus (FF) data perspective progress is monitored using a data warehouse facility developed for the purposes of this programme.

5.11 The data warehouse to support the tracking and monitoring of families on the programme is now complete and able to support validation, as well as tracking and monitoring families' progress.

5.12 Potential lead professionals are advised of the initial FF criteria likely to be met at the point of referral and undertake the assessment to confirm criteria met. Action plans are then created led by a key worker /lead professional involving the family and other practitioners

as relevant to address all the issues identified. These are reviewed and updated regularly.

- 5.13 One of the ways of measuring partner engagement at operational level is to look at the sector the lead professional is from. As at 1st August 2018 the families on the programme had the following services as Lead professionals:

Cheshire East Prevention services – 43%

Children's Social Care – 42%

Education professionals – 12.5%

Health professionals - 2%

Others – <1%

- 5.14 In terms of partners taking the lead, numbers are not high; initially Cheshire East took the decision to use Prevention service cases only, when it became apparent that this was not producing the volume of cases required cases from children's social care were included. We are able to use some partner led early help assessments and are now bringing more in to the cohort. Whist this will increase the cohort and percentages, strategic commitment and actions is required to really embed the model.

- 5.15 A multi-agency Executive Board has been established since 2015 and has met regularly, but commitment to it from partners has needed to be reviewed and a decision to merge this with the Local Safeguarding Children Board, Early Help subgroup was agreed in June. It is intended that this will help to mainstream this work and ensure it is embedded by March 2020. The first meeting of the merged group took place in August 2018.

5.16 Recovery Plan

- 5.17 The Ministry for Housing, Communities and Local Government require evidence of greater progress on the programme – this is two fold:

- the number of claims submitted and
- engagement from Partners.

- 5.18 In a letter to the Chief Executive in March 2018, Joe Tuke, the Director of the national Troubled Families Programme advised that ongoing funding would not be confirmed until a recovery plan had been submitted.

- 5.19 A recovery plan was submitted and approved in April 2018. This enabled some funding to be released at the end of May 2018 i.e. a service transformation grant (STG) of £200,000 has been released along with 50% of the attachment fees. The remainder will be released upon milestones in the recovery plan being completed. This will be assessed during a visit from MHCLG on 20th September 2018.

- 5.20 The recovery plan focusses on the need for greater partner engagement strategically and operationally, to improve family outcomes for the purpose of the programme but also crucially beyond that to bring sustainability to the model, thus associated cost benefits, reducing impact on the public purse long term.

5.21 – Maturity Model

- 20 MCHLG is aiming for services to be transformed during the five year life of the programme and expects that this can be sustained once the programme ends in March 2020. To this end all LAs have had to undertake a self assessment exercise with regard to their maturity of service transformation.
- 5.21 This is a model that asks Partnerships to self assess across a range of issues in the following areas: Leadership, Workforce Development, Delivery Structures, Delivery Processes and Strategy, latterly a separate Data maturity model has been added to this.
- 5.22 The Cheshire East partnership completed the process over a 12 month period in consultation with the Family Focus Executive Board, the Childrens Extended leadership team and Peoples DMT and submitted this to MHCLG in December 2017. We identified that we were somewhere between developing and maturing. We are due a visit from MHCLG to test our progress towards becoming a mature partnership. The implementation of the recommendations in this report should allow us to demonstrate the required progress.

6 Access to Information

- 6.1 Financial Framework for the Troubled Families Programme (Jan 2018)
- 6.2 Cheshire East Outcomes plan (Feb 2018)
- 6.3 MHCLG Service transformation model
- 6.4 Cheshire East Service transformation report (January 2018)
- 6.5 Recovery plan agreed with MHCLG (April 2018)
- 6.6 Recovery and service transformation - detailed action plan (update July 2018)

The background papers relating to this report can be inspected by contacting the report writer:

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