

**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date of Meeting: 8 November 2016

Subject: Together with Families Programme

Responsible Officer: Paul Hewitt
Divisional Director Children and Young
People Services

**Scrutiny Lead
Member area:** Councillor Richard Almond (Children
and Families – Policy Lead)
Councillor Janet Mote (Children and
Families – Performance Lead)

Exempt: No

Wards affected: All wards

Enclosures: Together with Families progress
update report (Appendix 1)

Section 1 – Summary and Recommendations

This report provides an update to the Overview and Scrutiny Committee on the progress of implementation of the Together with Families programme in Harrow since full endorsement of the programme by Cabinet in July 2016.

- It is recommended for the Overview and Scrutiny Committee to note the first Cabinet report below and full endorsement decisions
- It is recommended for the Overview and Scrutiny Committee to note the programme progress and key developments since full cabinet endorsement from July 2016 up until October 2016
- The Overview and Scrutiny Committee is invited to clarify the expected frequency of reporting back to Overview and Scrutiny committee throughout the duration of the programme from 2015 – 2020

Section 2 – Report

2. Introduction

2.1 The Troubled Families expanded phase is an important programme for Harrow. The programme aims to transform the way services are delivered in order to reduce dependency and increased demand on the state at a time of reduced resources.

2.2 Our vision for the programme is to achieve the following:

- Reduce demand on public services by improving outcomes for families
- Increased resilience in families with more families benefitting from economic growth and employment
- Ending cycles of deprivation and disadvantage by focusing on early intervention and prevention services

2.3 Based on the work of exemplar local authority areas, guidance has been produced by Department of Communities and Local Government (DCLG) that defines programme engagement as having the following elements:

- There will have been an **assessment** that takes into account the needs of the whole family;
- There is an **action plan** that takes account of all (relevant) family members;
- There is a **lead worker** for the family that is recognised by the family and
- other professionals involved with the family; and
- The **objectives** in the family action plan are aligned to those in the outcomes plan

2.4 This forms part of Harrow's broader children and families strategic plan to reduce the number of children coming into care or custody. A further principle will support the council's wider ambitions in relation to increasing level of resident's in employment in particular within areas subject to physical

regeneration. Along with those families encountering income deprivation and families at risk of homelessness due to welfare reform changes. This links into the wider strategic priorities defined in the Harrow Ambition Plan 2020 to protect the most vulnerable and support families.

3. Background

3.1 In 2011, the Government launched the National Troubled Families initiative, which provided extra funding to turn around the lives of 120,000 families with complex needs.

3.2 In 2014, the programme was expanded aiming to reach 400,000 families by 2020. The long-term aims of the programme are to transform services that work with families and achieve better outcomes to create resilient communities less reliant on costly public services.

3.3 The Troubled Families expanded phase began in Harrow in May 2015. As part of the expanded phase the criteria has widened to increase the identification of families with multiple needs. In order to be eligible for the programme families must meet at least **two** out of the **six** criteria's below:

- i. Parents and children involved in crime and anti – social behaviour;
- ii. Children who have not been attending school regularly;
- iii. Children who are in need of early help, children of all ages who need help and are identified as in need or subject to a Child protection plan;
- iv. Adults out of work or at risk of financial exclusion or young people at risk of worklessness;
- v. Families affected by domestic violence and abuse;
- vi. Parents and children affected by a range of health problems;

3.4 Measuring success has to be shown in three ways:

- i. Demonstrating significant and sustained progress for individual families assessed against the number of local indicators from the (six headlines above) and set out in the local Outcomes Plan – see Appendix 1
- ii. Capturing a much richer understanding of the progress achieved through analysis of family data
- iii. Understanding the financial benefits achieved for all local partners and stimulating ongoing service transformation through transparent accountability of these benefits. This will be done utilising the cost savings calculator

3.5 Government expectations:

3.6 In the expanded phase Harrow is expected to identify, and achieve positive outcomes for approximately **1,360** families between May 2015 and March 2020.

3.7 The expanded programme is based on a Payment by Results (PbR) model. To achieve a positive result claim Harrow has to demonstrate sustained progress for families in two ways:

- i. Demonstrate sustained outcomes and progress for each family member in the household;

Or

- ii. A parent/s or adult/s in the household is supported into continuous employment, sustained over a 6 month period;

3.8.Lessons learned from Phase 1

3.9 Phase 1 of the programme concluded for Harrow in April 2015. Harrow achieved 'turnaround' of 395 families.

3.10 An overview assessment was carried out to identify key lessons learned from Phase 1 of the Troubled Families programme in order to inform planning for Phase 2 of the expanded Troubled Families programme.

3.11 Brief summary of delivery approach in Phase 1:

- i. Phase 1 commenced in Harrow in 2011
- ii. The Early Intervention service was the main delivery agency for the Troubled Families programme with limited involvement from partner agencies.

3.12 Phase 1 of the Troubled Families programme criteria identification was based upon:

- i. Poor school attendance
- ii. Parental worklessness
- iii. Crime and anti social behaviour

3.13 Below is a table providing an overview of the key learning areas from Phase 1 of the Troubled Families programme and the actions to be implemented into Phase 2.

Key learning areas	Actions for Phase 2
Strategic governance and programme arrangements	Clear governance and programme management arrangements in place.
Commissioning	Developing a commissioning strategy for the expanded programme based on evidence based needs and gaps assessment to inform investment and future planning for the programme. As well as identifying opportunities for joint investments with partners
Needs assessment and detailed analysis of the local family population	Complete a comprehensive geographical ward by ward analysis of local cohort of families eligible for the expanded programme to understand the needs of the population and migration shifts Develop a Troubled Families matrix profile to identify eligibility for the expanded phase and project demand Develop a complex needs profile – to understand interlink between toxic trio: Domestic Violence, Parental Mental Health and Substance Misuse and linking this to deprivation indexes, and unemployment to ensure the programme is prioritising families with the highest needs Establish ongoing Outcomes Progress (PbR) analysis based on a ward-by-ward area to identify any comparative differences in families attaining outcomes.

Clear gaps in understanding the wider health needs of the families who are eligible for the programme	Agreeing with Health partners sharing information protocols. Developing strong links with Child Adolescent Mental Health Services in regards to the Future in Mind Transformation initiative in Harrow
Information sharing between agencies	Ensuring effective information sharing protocols and agreements are in place including clear information sharing pathways for Adult Mental Health, Clinical Commissioning Groups, Police and Probation.
Wider partnership engagement	Roll out the Troubled Families expanded programme to all internal and external partners Develop a partnership model which moves beyond a children service based model for delivery and expands to a broader range of partners Include Social Housing Landlords as part of the engagement strategy to understand links with anti – social behaviour within families and to early identify families for expanded phase
Screening eligible families and outcomes monitoring families	Develop a standardised tool for screening families eligibility and outcomes tool to effectively monitor positive outcomes and progress of families Utilise the costs savings calculator to demonstrate fiscal benefits of the programme and identify where public sector expenditure has been reduced.
Referral pathways	Define effective pathways and referral processes and standardised recording collection of family data
Workforce understanding of whole family approaches	Develop workforce development strategy and programme to: Build capacity of workforce through developing awareness and understanding of whole families approaches and whole family assessments and the importance of family resilience building through connections into employment Opportunity to introduce a resource to support with the embedding of referral pathways and whole family approaches across all agencies Align asset and planning processes to whole family approaches
Performance Data	Develop comprehensive data sets ensuring the data performance framework is able to fulfil the data requirements and demands for the expanded phase Develop a cross agency performance management framework and quality assurance framework Increase the intelligence and analytical resource to manage volume of data work.
Effective communication with partners and families	Develop a communications strategy for internal and external stakeholders including families Regular communication updates on progress of expanded phase Delivering a range of engagement and consultation activities to increase profile and awareness through workshops, conferences and engagement briefing events
Engaging families	Effectively capturing the assets and experiences of families who are successfully engaging in the programme and those who choose not to; Collecting family narratives and testimonials on experience on the expanded phase programme to inform future planning and investment for the programme

4. Together with Families Expanded Programme – Phase 2

4.1 Harrow's approach to the delivery of the expanded phase of the Troubled Families initiative is Together with Families.

4.2 The ambition is to create long-term transformation through a whole systems approach.

4.3 The approach will fundamentally bring partners together to develop a joined up approach to working with families with multiple and complex problems to:

- i. Embed an integrated whole family approach
- ii. Support families to achieve successful and sustained progress
- iii. Integrate Together With Families programme into existing services
- iv. Drive service transformation across internal and external partners
- v. Develop information sharing pathways to share information at an individual level to support families and at a strategic level for analysis and planning to buy into joint investment

4.4 We will do this by developing a partnership model that will deliver the key principles of the Together with Families programme. The partnership model comprises of: Children's Social Care, Early Support Teams, Child Adolescent Mental Health Services, Youth Offending, Anti- Social Behaviour Unit, Probation, Police, Health, Early Years, Job Centre Plus, Housing, Social Landlords, Economic Development, Adult Services, Adult Mental Health and Voluntary Organisations etc.

4.5 The overarching aim is to implement Together with Families ways of working to deliver whole system and cultural change across the organisation.

4.6 Our approach and strategy is **not** to fund the set up of a new service but to utilise funding effectively to identify capacity and build upon available resources in existing services. Our ambition is to mainstream the Together with Families programme into existing internal and external services and agencies. This in turn will generate savings and create long-term sustainable change that exceeds the life span of the programme.

4.7. Key pillars underpinning the model:

- i. **Whole Family approach:** Together with Families will work with families embedding a whole family approach. This requires addressing the needs of the whole family rather than individual family members. We will do this by assessing whole families, identifying their needs and strengths and developing a single family plan which responds to all issues and is guided by goals in the outcomes plan.
- ii. **Co-production:** Our priority is to work in partnership with Harrow families. We are using an ethnographic approach to capture the

testimonials and experiences of families on the Together with Families programme which will help us better, understand their complex needs and to inform the direction and future plans for the programme.

- iii. **Referral Pathways:** clearly understood referral routes and pathways into the programme
- iv. **Workflow:** A consistent approach to recording and monitoring Family interventions and outcomes;
- v. **Engagement of Families** - engaging families in the programme through assertive outreach work in Communities and provision of consistent information about the programme itself;
- vi. **Data:** Effective data sharing and regular triangulated data information to inform targeting of programme resources.

4.8. Outcomes plan

4.9 A key component of the delivery of the 5 year expanded programme is the outcomes plan. In summary it:

- i. Sets out what Harrow Council and its partners aim to achieve with each family in respect of the six headline criteria
- ii. To provide a guide against which the council can determine where significant and sustained progress has been achieved, and therefore a result claim can be made for the family
- iii. To provide a framework which our internal auditors and government spot checks may establish whether a results claim is valid

4.10 Harrow Council's outcomes plan has been developed in full collaboration with strategic and operational partners internal and external. A range of consultation activities was implemented to engage partners in its development including: partnership stakeholder events, outcomes workshops and consultations with individual service areas. The outcome of the consultations enabled an integrated outcomes framework to be developed across agencies and partners.

4.11 The outcomes framework is not a static document; it will change as new strategic priorities emerge. The outcomes framework will be updated on a quarterly basis through the Troubled Families strategic board.

5. Implementation

5.1 Together with Families expanded programme is implemented through seven delivery strands to deliver whole system change in the first year of the programme.

5.2 Wider system partnership engagement:

Roll out of the Together with Families programme across all internal and external partner agencies and services. Delivering regular briefings and bespoke workshops with staff members in each service area across the organisation, such as: Health, Children's Social Care, Police, Probation, Social Landlords etc. This is to support vision into action and ensure staff understand their role and how they are going to contribute to the delivery of the Together with Families programme.

5.3 Workforce development: Delivering training across the multiagency workforce to up skill and build capacity in the workforce to deliver the Together with Families approach: whole family systemic approaches, holistic assessment and plans etc.

5.4 Developing referral pathways: aligning Together with Families and screening and outcomes processes into entry points and ensuring referral routes are clearly understood.

5.5 Communications: a clear communication strategy is developed for stakeholders, which include partners, internal and external, and families

5.6 Engagement of senior leaders: is critical to driving forward cultural change and to secure buy in. Heads of Service workshops are being delivered to secure buy in at a strategic and operational management level across the multiagency partnership. A Corporate Leadership Group session is planned with Senior Management to secure greater buy in.

5.7 Geographical analysis of local population: ward-by-ward analysis – completing a comprehensive needs assessment to provide an understanding of the needs of the local population; developing a Together with Families matrix (to project demand) as well as complex needs profile to understand the co- morbidity of domestic abuse, substance misuse, parental mental health linked to deprivation indexes to ensure we are working with families with complex needs

5.8 Commissioning: exploring investment options through a commissioning strategy and comprehensive needs and gaps analysis to determine gaps in provision for families. The comprehensive needs analysis of local population will inform future planning for the programme.

5.9 These seven strands are underpinned by task and finish groups and are monitored by the Together with Families transformation steering group.

6. Service Transformation

6.1 This is an ambitious transformational programme over 5 years and Harrow Council is in its first year of the programme. The scale and complexity of the programme means transforming across a number of services and agencies, into a: **One family. One assessment. One worker. One plan** takes time. The scale of the transformation will cut across multiple public services – requiring an even greater level of buy in from the local public sector.

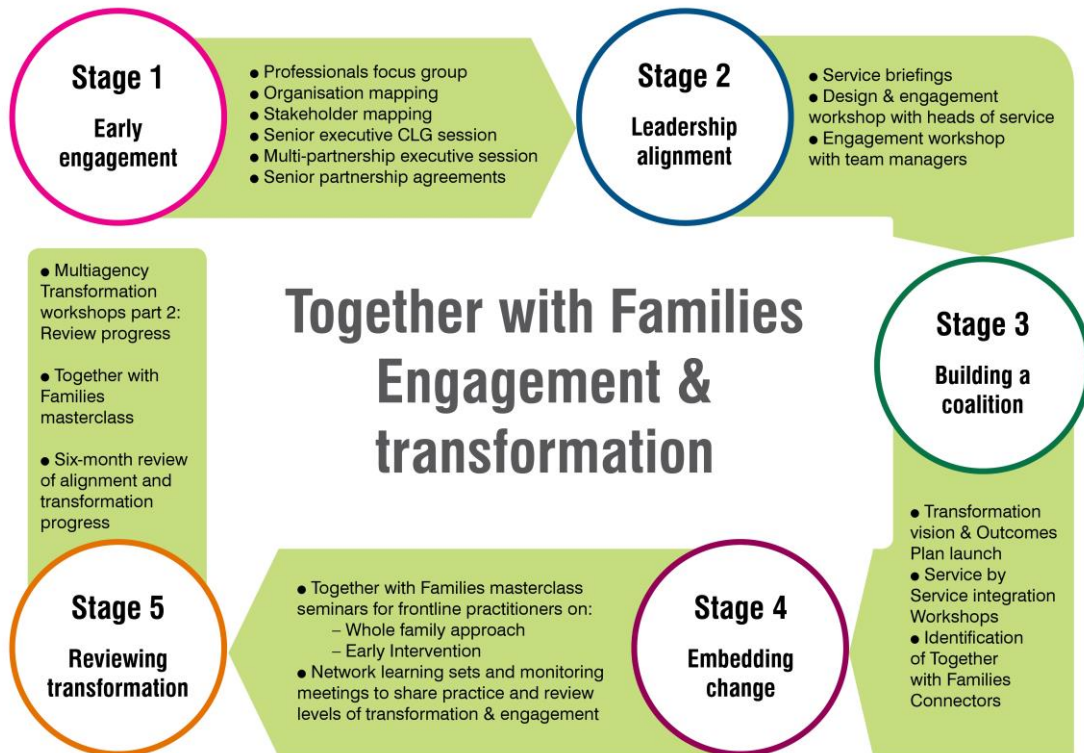
6.2 Harrow Council's Ambition (2020) corporate values represent a different way of working. These values will inform a strong element of our driving ambition to influence the change we want to achieve: '*working together differently with families*'.

- **Be Courageous** – we are ambitious about what is possible and challenging the status quo
- **Do it together** – building strong relationships, sharing our knowledge and breaking down barriers and seeking opportunities for collaboration

- **Make It Happen** – we are outcomes focussed, setting clear objectives within a framework and articulating what success will look like

6.3 Harrow Council will use the new evaluation framework developed by DCLG to measure the maturity of our transformation throughout the programme.

6.4 The diagram below illustrates the phased approach to partnership engagement as part of the overall transformation journey



6.5 Harrow Council's longer-term outcomes/outputs 2016-2020

6.6 The overarching goal for the programme is to **drive and influence service transformation** with the following benefits:

- i. Improved and sustained outcomes for families;
- ii. Better joined up working between organisations and services;
- iii. Promoting a whole family approach when supporting families achieve positive outcomes;
- iv. Improved data access and use of management information across partner organisations;
- v. Reduced expenditure across the public sector.

6.7 Work continues to refine key areas and priorities for programme delivery and investment. This includes consultation with key partner boards and stakeholders to feedback on final programme intentions.

7. Programme Management and governance

7.1 Together with Families Strategic Board – a Together with Families strategic board was established in October 2015. The board comprises of

cross representation of senior management across a number of internal and external partners: Children's Services, Health, Police, Housing, Probation, Police, and Economic Development etc.

7.2 Together with Families transformation steering group – comprises of multiagency representation with the function to monitor the key strands as part of the whole system change strategy, and to steer and shape implementation of the Together with Families programme operationally.

7.3 Together with Families programme team – comprises of Head of Troubled Families transformation, Project Support Officer, Senior Performance Analyst, Geographic Information Systems and Data assistant. Job Centre Plus secondment, Xcite employment worker and 2 x Together with families' Connectors.

At its meeting in July 2016, the Cabinet was advised of the following progress with the programme (8) and the intended next steps (9):

8. Progress

- i. Development of Harrow Council and its partners Together with Families Outcomes Plan through good partnership engagement from partners through a series of successful stakeholder events, workshops and consultations
- ii. Establishment of a small Together with Families Programme team
- iii. Harrow Council identified 244 families forming part of the National impact study submitted on 31 March 2016. A characteristic assessment report has been carried out on this current cohort.
- iv. A large-scale analysis and audit of the progress of 244 families cohort against the outcomes in the outcomes plan is being undertaken. This will be completed by 25 July prior to the first claim for PbR on 30 September 2016.
- v. In April 2016 Harrow Council completed the Family Progress Data required by DCLG, which shows the progress achieved by family members in each household based on 244 families cohort;
- vi. Harrow Council identified the maximum number of 468 eligible families for the 2016/2017. This second cohort of families will be included as part of the next National Impact Study submission on 30 June 2016.
- vii. Implementation of a new Together with Families screening and outcomes form has been integrated into existing internal systems and referral entry routes in order to identify families eligible for the programme. This provides Harrow Council with a systematic way of identifying families who are eligible for the programme and to monitor and evidence positive and sustained outcomes achieved by families. Further work is being undertaken with Adult Mental Health, Clinical Commissioning Groups and Probation to agree identification and outcomes processes as well as referral routes for the extended cohort.

- viii. We are developing a Together with Families matrix profile to show where the highest needs are for eligible families and project demand.
- ix. Agreed Together with Families model of operation, mainstreaming with other services to avoid duplication and generating efficient savings. Given the large-scale financial demands and challenges facing Harrow Council, this approach is economically sound.
- x. Positive progress of Department of Working Pensions Job Centre Plus secondment worker and Xcite Employment Advisor as commissioned resources for the Together with Families programme. Over the last 3 months good progress has been made to support parents into employment, Adult Learning programmes and ESOL programmes in preparing adults for work. A key part of the progress has been to support parents into work where there has been a chronic feature of parental worklessness.
- xi. Further data mapping analysis has started to cross reference families who are part of the Together with Families cohort and who are affected by welfare changes and who are at risk of homelessness. Together with Families employment resource will be targeting affected families on the programme to build resilience's in supporting parents into employment. This is part of a broader council strategy to support vulnerable families to mitigate against the effects of welfare reform changes.
 - i. Small Health working group formed to steer engagement of health as part of Together with Families and to track progress. Partnership workshops planned with Health, to explore how Together with Families can align with health systems. This approach of co production with partners is being replicated with other service areas.

9. Next steps:

- i. Launch of Together with Families partnership model
- ii. Disseminate monthly progress newsletter as part of the communication strategy
- iii. Deliver workforce development training
- iv. Deliver Corporate Leadership Group session
- v. Facilitate a series of 5 workshops for multi -agency heads of services
- vi. Continue delivery of bespoke 'vision into action' workshops with Health, Social Care, probation, Youth Offending, Social Landlords etc
- vii. Deliver multiagency practitioners 'Think Family' Conference
- viii. Appoint Together with Families connectors
- ix. Recruit Together with Families champions across the organisational system
- x. Complete ethnographic study and disseminate as part of communications and engagement strategy
- xi. Finalise needs assessment commissioning strategy for the programme which maximises impact of investment
- xii. Introduce digitalised Together with Families Hub directory for all partners and agencies to understand referral pathways and Together with Families offer

- xiii. Disseminate Together with Families practitioners operating guidance and toolkit

10. Cabinet Decision:

The Cabinet approved the implementation framework for the delivery of the expanded Together with Families Programme in Harrow, to be known as “Together with Families in Harrow”.

Performance Issues

Harrow Council has committed to work and achieve positive outcomes with 1360 families from May 2015 until March 2020. In 2015/16 Harrow Council is expected to work with, engage and achieve positive for 244 families. In 16/17 Harrow Council is expected to work, engage and achieve positive outcomes for 468 families.

Environmental Implications

There is no specific environmental impact associated with this report.

Risk Management Implications

Risk included on the directorate risk register? **No**

Separate risk register in place? **Yes** – a separate risk register is kept with the programme plan and monitored at the Together with Families strategic board.

The Troubled families expanded phase initiative has a number of inherent risks, which are summarised below:

Reputational:

Reputational risk to the council if the programme is not delivered with sufficient impact. There is significant pressure from DCLG to deliver the programme and to provide evidence of sustained progress and impact for families in the programme

Legal Implications

DCLG's Financial Framework for the Expanded Troubled Families Programme – March 2015 confirms that Government funding is provided to local authorities who work collaboratively with partner agencies. The local authority is expected to commit to significant and sustained progress over the 5-year period, engage with an agreed number of families and integrate and transform local public services. In return, local authorities will receive freedom and flexibility in relation to the prioritisation of families of greatest concern to local services, freedom and flexibility in the design of the results framework and sharing of results from the national evaluation. The Council is expected to prioritise those families with multiple problems who are most likely to benefit from an integrated approach and those families who are higher cost to the public purse.

Financial Implications

The programme will demonstrate sufficient impact on families to claim PbR. If Local authorities do not meet the minimum funding allocation the funding will be reduced for subsequent years.

The Department of Communities and Local Government (DCLG) funds the expanded phase of the Troubled Families programme.

There are three funding elements to the expanded Troubled Families programme.

- i. **Attachment fees up front of £1,000 per family** – projected over five years = £1.36 million
- ii. **Service Transformation Grant £150k per annum** – projected over 5 years = £750,000
- iii. **PbR** - paid when results in families have been achieved of £800 per family; projection over 5 years if we achieve 100% positive claims for all families (1360) =£1.088 million
- iv. Total potential funding available over 5 years is: £3.198 million

New funding allocations

DCLG introduced a new funding pot allocation to each local authority on 31 March 2016 for 16/17.

- i. The total guaranteed funding for 2016-17 is £618k
- ii. The guaranteed funding pot is made up of a combination of up front attachment fees and Service Transformation Grant.
- iii. How this works: example:
- iv. 16/17 – Harrow Council is required to work with 468 families = £468,000
- v. Service Transformation Grant =£150,000
- vi. Total equates to £618,000.
- vii. However, the council is also estimating PbRs of £150k based on achieving positive claims for 188 families. This would take total funding available for 2016-17 to £768k.
- viii. Harrow Council would need to submit results claims for a minimum of 200 families by 31 March 2017 to meet this target.

The table below shows a summary of the funding for the programme received from DCLG in 15/16 and 16/17.

Current income

Year	No. of families	Income attachment fees	Income services transformation	Total
Year 1 2015/2016	244	£244k received	-	£394k
Year 2 2016/2017	468	£468k received	-	£618k

Payment by results:

PbR is awarded where we can demonstrate the following identified in the family:

- i. Demonstrate sustained outcomes and progress for each family member in the household – and aligned to outcomes in Outcomes Plan.

Or

- ii. A parent/s or adult/s in the household is supported into continuous employment, sustained over a 6 month period;

On 31 March 2016 DCLG changed the scheduling of PbR submissions allowing Local Authorities flexibility to set up their own PbR submissions during the course of the financial year. However, the next PbR claims submission has been set by DCLG for 30 September 2016.

Projected income for PbR for 2015/2016 and 2016/2017:

The following table contains modelling and projected PBR claims we could receive.

Year 1	PbR scenario 1 50%	PbR scenario 2 75%	PbR scenario 3 100%
244 Families	£97.6k	£146.4k	£195.2k
Year 2			
468 Families	£187.2k	£280.8k	£374.4k

Equalities implications / Public Sector Equality Duty

EQIA is attached and completed for 244 family cohort identified in 2015/2016.

Council Priorities

The Council's vision:

Working Together to Make a Difference for Harrow

The programme outlined in the report makes contributions towards the following priorities:

- Making a difference for the vulnerable
- Making a difference for communities
- Making a difference for families

Section 3 - Statutory Officer Clearance

Name: Jo Frost	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 14/06/2016		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 13/06/2016		

Ward Councillors notified:	No
EqIA carried out:	Yes

Section 4 - Contact Details and Background Papers

Contact: Charisse Monero, Head of Troubled Families Transformation. Telephone: 0208 424 7505, Email address: charisse.monero@harrow.gov.uk

Background Papers: None