

Key Decision Required:	No	In the Forward Plan:	Yes
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CABINET

23 JANUARY 2013

REPORT OF PORTFOLIO HOLDER FOR INWARD INVESTMENT AND GROWTH

A.13 ESSEXFAMILY TENDRING – PROTOTYPE APPROACH TO IMPROVE OUTCOMES FOR FAMILIES WITH COMPLEX NEEDS

(Report prepared by Jon Barber, Business Manager)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To provide the Cabinet with an overview of the EssexFamily (Families with Complex Needs) prototype that Tendring is leading on with key partners. The report sets this cross-partner project in context of the wider community budget programme.

EXECUTIVE SUMMARY

In December 2011, central government selected Essex as one of four national Whole Place Community Budget pilot areas. The Whole Essex Community Budget (WECB) provides an opportunity to rethink how we deliver public services, design out inefficiency at source and create a new contract with citizens based on empowerment rather than dependency. The WECB has been focused on four thematic areas; *health and well-being; economic opportunity; community safety* and *families with complex needs*. These areas are underpinned by a cross cutting *strengthening community's* work stream. Since then, local and national partners have worked to deliver a set of proposals capable of delivering better, more cost-effective public services.

In developing the families with complex needs work stream, and delivering the Government's 'Troubled Families' programme, multiagency teams will be established across Essex from October 2013. These teams will work holistically with disadvantaged families with multiple problems. This joined-up approach will enable families to make significant changes and improvements to their lives and thus reduce their dependence on high cost public services.

Tendring is making a significant contribution to the families with complex needs work and early outcomes from our work have already shaped how the multi-disciplinary teams will be designed from October 2013.

The Tendring *EssexFamily* prototype is developing a new approach to secure better outcomes for families with complex needs whilst securing financial savings. Many public sector interventions are reactive, duplicative and inefficient. Well-meaning but ineffective engagement may reduce the incentive for customers to engage with the system at an early stage. Families with complex needs often experience the worst effects of this lack of integration through multiple interventions or assessments and wasteful, uncoordinated services. The Tendring prototype specifically tests new mechanisms for:

- Joint working to secure better outcomes for families with a range of complex

needs, promoting independence, health and well-being and to do so in a way which delivers significant financial savings to the public purse.

- An integrated, multi-agency information sharing system (this is the first time such an approach has been tried in the public sector).
- Ways to engage with families with complex needs and supporting them through a multidisciplinary “team around the family” approach.
- Ability to harness family and community support.
- Resilience of families and sustainability of progress.

It is estimated that there are 320 families in Tendring which have complex needs. It is estimated that across public services the average cost is £139,000 per family per year with the biggest cost being faced by ECC Children’s Services, Adult Services & the health sector. The Tendring prototype will work with a total of 20 families from Clacton and Harwich. This will enable risks to be more carefully managed as the approach is innovative and challenges current delivery models. Independent evaluation is being undertaken to assess the impact of the approach with a view to demonstrating improved outcomes, more responsive multidisciplinary service delivery, and reduced cost to the public purse.

The Tendring prototype has secured significant funding from Essex County Council (ECC) and NHS North East Essex (NEEPCT) and is managed by Tendring’s Business Manager supported by colleagues from ECC and the PCT. There is a multiagency Steering Group that is overseeing the delivery of the project and Barnardo’s have been appointed to deliver a Family Support Service for a period of one year ending in September 2013.

A long term sustainable business case has to be developed and submitted to Essex County Council by September 2013. In the meantime, regular liaison has ensured that the success and learning from the Tendring approach is shaping the roll out of the pan Essex teams from October 2013.

RECOMMENDATION

That Cabinet notes the position with regards to the EssexFamily prototype and seeks a further report when the outcomes from the prototype are available.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

This multiagency partnership prototype supports the Corporate Plan and underpinning Corporate Goals. In particular it contributes to the goals supporting the delivery of affordable excellence, helping children and adults achieve their full potential and addressing deprivation.

FINANCE, OTHER RESOURCES AND RISK

Finance and other resources

The funding for the Tendring EssexFamily prototype has come from both Essex County Council and North East Essex PCT.

Risk

The prototype has been developed to maximise the possibility of success without being overly risk averse. The project is being risk managed but there is an increased level of risk when undertaking an action-learning prototype. The funding from Essex CC, overseen by externally appointed consultants, has had a clear remit to test new innovative ways of working. The inherent increased level of risk such an approach necessitates is being managed through the multiagency Steering Group.

LEGAL

There are no Legal considerations.

OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.

The prototype is working with families in Harwich and Clacton. These areas have been selected due to the significant numbers of families living in relatively high levels of deprivation. Basing the limited scope of the prototype on two geographical areas improves the overall evaluation of the work.

PART 3 - SUPPORTING INFORMATION**DETAILED INFORMATION****Whole Essex Community Budget (WECB) – Families with Complex Needs (FCN)**

As part of the WECB programme, a new pan-Essex approach to working with disadvantaged families who have multiple difficulties is to be implemented from October 2013. It aims to enable families to make significant changes and improvements to their lives and thus reduce their dependence on high cost public services.

This new approach requires significant cultural change by and within all agencies and professionals working with children and families, in working practices, in roles and responsibilities, in multi-agency co-operation and in the way in which we all engage with families.

The new approach will:

- Establish eight multi-disciplinary family teams across Essex from October 2013. Each team will initially work intensively with some 135 families from disadvantaged backgrounds and with multiple difficulties for up to a year.
- In 2014 the approach will be rolled out to each District Council area working with 180 families with the possibility of more teams in areas of high need.
- Provide an evidence-based multiagency/disciplinary family-centred approach to support and enable families to identify what they want to change, build resilience, improve their lives long-term and become active participants in their local communities.
- Teams will be both multi-disciplinary and multi-agency with staff and resources from children's services, district council services, health and others.
- Teams will be located in accessible premises in the areas that they serve.
- Establish a single advice, information and referral point for families and professionals.
- Establish a well understood model of working with children and families across all levels of need in Essex.

- Establish a single data system for shared family assessments and for recording the details of families on the programme, work undertaken and outcomes used by all team members.
- Establish a large scale peer mentoring volunteer programme to offer longer term support to families by local volunteers/peer mentors and the opportunity to become volunteers themselves when they have been through the programme

This approach will secure medium and long term cost savings to the public purse by reducing the need of families for expensive reactive and specialist services, and by reducing duplication within the system.

The family (key) worker will build a strong relationship with the family and enable a new effective service model which, by enabling families to break free from inter-generational dependency, will achieve wider system savings through increased employment, improved health, learning and attainment and community participation, and through reduced crime, family/community conflict and social care involvement.

The EssexFamily Tendring prototype has already identified, and continues to trial approaches, which will be adopted when these teams are rolled out.

EssexFamily Tendring

Tendring is at the forefront of prototyping a new approach to secure better outcomes for families with complex needs whilst securing financial savings. Many public sector interventions are reactive, duplicative and inefficient. Well-meaning but ineffective engagement may reduce the incentive for customers to engage with the system at an early stage. Families with complex needs often experience the worst effects of this lack of integration through multiple interventions or assessments and wasteful, uncoordinated services. The Tendring prototype specifically tests new mechanisms for:

- Joint working to secure better outcomes for families with a range of complex needs, promoting independence, health and well-being and to do so in a way which delivers significant financial savings to the public purse.
- Integrated, multi-agency information sharing system (this is the first time such an approach has been tested in the public sector).
- Methods of engaging with families with complex needs and supporting them through a “team around the family” approach.
- Ability to harness family and community support.
- Resilience of families and sustainability of progress.

It is estimated that there are 320 families in Tendring which have complex needs. An estimate of the cost of responding (90% of total spend has to date been reactive) to these needs is £139,000 per family per year. This means that public service providers are spending approximately £45 million in the Tendring district alone. The breakdown in the overall spend shows a consistent trend for the biggest budgets for working with families with complex needs to be ECC Children’s Services followed by Adult Services & Health.

Funding for this prototype comes from Essex County Council (ECC) and NHS North East Essex (NEEPCT). Over the financial years 2011/12 & 2012/13 ECC have allocated £216,000 and NEEPCT approximately £155,000. The Tendring *EssexFamily* prototype is being managed by Tendring’s Business Manager supported by colleagues from ECC and the PCT.

This is foremost a ‘prototype’ and the cross sector involvement in this project has a clear aim not to be risk averse. The Tendring Steering Group has senior level representation from a range of statutory and voluntary sector partners and is overseeing delivery. Key partners include, Adult and Children’s Services (ECC), Essex Police, Essex Probation,

JobCentre Plus (DWP), North East Essex PCT, Anglian Community Enterprise (ACE); CVS Tendring, Clinical Commissioning Group (CCG), and North Essex Partnership NHS Foundation Trust.

A key part of the Tendring prototype is to engage a third sector partner to work with families. Barnardo's have been appointed on a one year contract to deliver a Family Support Service. The Family Support Workers are working with families, identifying needs and developing a clear set of actions that the service providers and the family need to address in order to reduce those factors contributing to chaotic lifestyles and high dependence on services.

In order to manage the risks arising from an innovative prototype approach, and to meet the needs of a robust evaluation of the project a total of 20 families will be involved from Clacton and Harwich.

Essex University designed the evaluation framework for the prototype and a contract with Anglia Ruskin University will take the independent evaluation of the work forward to the end of the programme.

A long term sustainable business case has to be developed and submitted to Essex County Council by September 2013. In the meantime, regular liaison has ensured that the success and learning from the Tendring approach is shaping the roll out of the pan Essex teams from October 2013.

The Tendring EssexFamily Prototype.

Workshops with families and specific task and finish groups with statutory and third sector providers shaped the approach adopted in the Tendring prototype. In addition, learning from other approaches was built into the overall design including from the Family Intervention Project (FIP).

The Tendring prototype consists of three interlinking elements;

1. Directly addressing the needs of families with complex needs, using a dedicated family support worker which is a key link between the family and service providers
2. Strengthening and adapting systems and process to enable effective cooperation between agencies to improve the quality of service delivery and make efficiency savings.
3. Identifying, harnessing and developing sources of community support to increase sustainability of the approach

The project is being rolled out on a phased approach so that the approach can evolve with experience until all 20 families have been engaged. Appropriate exit strategies will be developed to ensure families are not disadvantaged when the prototype concludes in September 2013.

Barnardo's have been appointed to provide a Family Support Worker service, working with the family and providing a conduit between the family and the various agencies involved. This approach has the benefit of enabling a longer term engagement with an individual who can be seen by the family as not having an 'intervention' agenda.

The Family Action Plan

A whole family assessment is undertaken so that strengths within the family are identified and risks are captured at the outset. The Family Worker works with the family to identify problems and the issues that are impacting negatively on them. A prioritised plan,

developed *with the family, for the family* is then the focus of a multiagency team around the family. Traditionally plans and assessments have focussed on one member of the family; this prototype focuses on the wider family unit.

The family will be encouraged to set out their desired outcomes enabling the family plan to be agreed and prioritised in conjunction with statutory and voluntary sector partners working with family members. Team Around the Family (TAF) meetings are held and the prototype is trialling different approaches. For example different agencies will 'chair' the TAF meetings so that cross-partner challenge on approaches is achieved. It is also hoped that a TAF will be chaired by an extended family member (with the support of the FSW).

The approach to date has already received positive outcomes with examples of improved school attendance and making appointments with probation and other public sector organisations. In addition there has been positive feedback from families, quotes include;

- ✓ Family experiencing housing, parenting, relationship and educational issues.
Grandparent's view prior to the multi-agency TAF meeting: "*If they want a fight I'll give them a fight*". After the TAF meeting: "*That was the most productive meeting I've ever been to.*"
- ✓ A father's comment after a TAF meeting "*There's plenty of support. Everyone's working together. I couldn't ask for better. There's a light at the end of the tunnel.*"

Addressing the Family Action Plan

The traditional silo approach in the delivery of services by providers will, as far as possible, be broken. This includes the way we tackle the needs of families with complex problems as well as the way we allocate resources.

It is proposed that representatives from each of the partner public service providers, and third sector, work together in a *team around the family* to develop a series of joined up and targeted actions to respond to the family plan.

Essex University was initially commissioned to develop an evaluation model which looks at key measures against family themes including family resilience so that a sustainable approach demanding less strain on the public purse can be demonstrated. The evaluation work will be delivered in part through a contract with Anglia Ruskin University. In addition the prototype seeks to identify the overall cost of intervention, both before and after the FSW service is engaged with a family.

In addition to intensive family support activity the prototype is clear of the need to build community capacity. This was a key theme emerging from the workshops with families as part of the developmental phase of the prototype.

Work has been undertaken to map the existing networks as well as identifying wider effective community support mechanisms.

As well as improving outcomes for families with complex needs living in Tendring, the prototype will impact on the way different agencies deliver services (system change). Some of this work has started as existing projects and services can already tell us where there are problems and weaknesses in our systems, for example communication between agencies, data protection and information sharing.

Information Sharing

At an early stage information sharing was identified as a barrier. A new partnership agreement has been agreed which enables the sharing of information across partners on the families we are working with. The families themselves have agreed, and signed up to a new information consent form, enabling the piloting of a new approach whilst minimising risk.

Essex CC has provided an additional £50,000 of additional funding for the development of a new information sharing database. Training on this (including the requirements of data protection legislation) is currently being rolled out to practitioners / officers across our partners. This is the first time such a pan-public sector information sharing database has been piloted.

As the prototype continues and we work closely with all partners, barriers and blockages will be identified and captured. Where possible these will be broken down at the time. However, other issues requiring more significant system change will be captured and collated. It is also expected that some aspects of the approach will not work; without taking some degree of risk innovation will be limited.

BACKGROUND PAPERS FOR THE DECISION

None